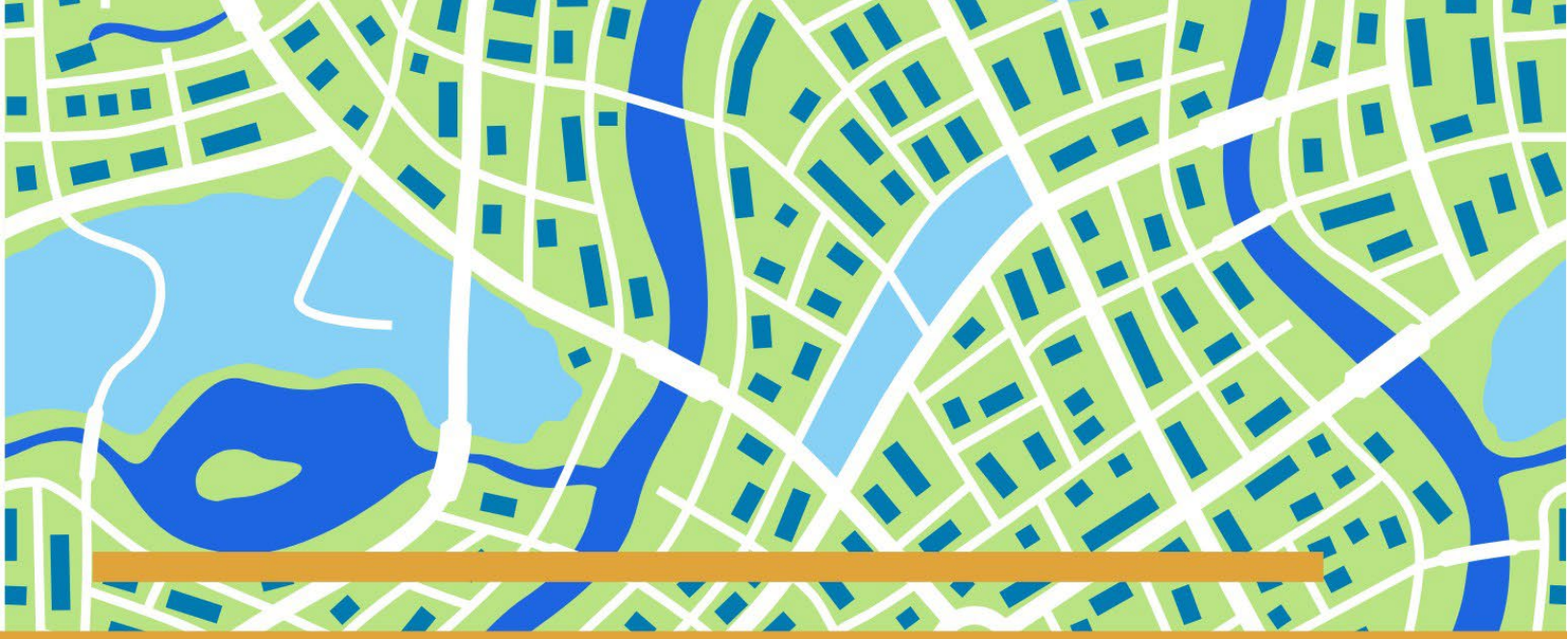
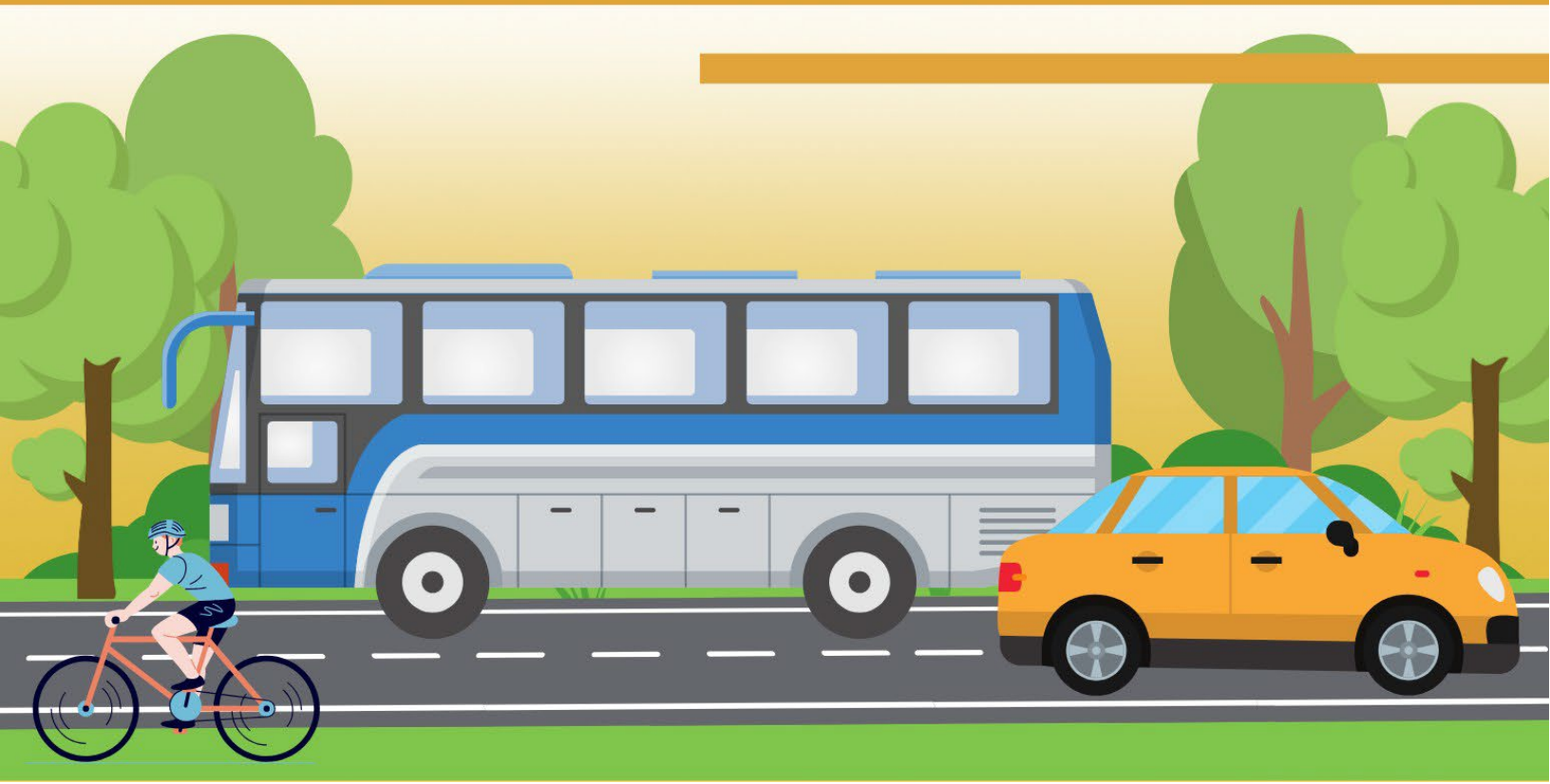


# MOVING AHEAD TO 2055

## METROPOLITAN TRANSPORTATION PLAN FOR THE LA CROSSE, WI - LA CRESCENT, MN REGION

## 2025 - 2055

LAPC
LA CROSSE AREA PLANNING COMMITTEE



**La Crosse Area Planning Committee**

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

Bob Gollnik, Executive Director
Erin Duffer, Transportation Planner
Travis Key, Transportation Planner

https://www.lacrossecounty.org/mpo

This document was prepared to meet the requirements of the Infrastructure Investment and Jobs Act (IIJA), the Fixing America's Surface Transportation (FAST) Act, and the Moving Ahead for Progress in the 21st Century (MAP-21) Act and, 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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FHWA, St. Paul, MN

# Signed Resolution

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# Chapter 1
# Metropolitan Transportation Plan Overview

## About La Crosse Area Planning Committee (LAPC)

LAPC is the designated MPO for the La Crosse, WI – La Crescent, MN Urbanized Area. MPOs are designated for urbanized areas of 50,000 in population or more to carry out the metropolitan transportation planning process and to provide a forum for local decision-making on transportation issues of a regional nature. The designation must be agreed upon by the governor (in our case, governors of Wisconsin and Minnesota) and the local units of government that together represent at least 75 percent of the affected population (including the largest incorporated city, based on population, as named in the Bureau of the Census).

### History

The LAPC was formed in 1966 by intermunicipal agreements as a regional planning committee to develop an areawide transportation study. Its duties were expanded in 1967 to include comprehensive plans.

The 1970 Decennial Census established the La Crosse (WI-MN) Urbanized Area--population 63,373--which consisted of the cities of La Crosse (population 52,680) and Onalaska and parts of the towns of Campbell and Shelby in La Crosse County, WI; and the then-village of La Crescent and part of the township of La Crescent in Houston County, MN. As a result of the urbanized area delineation, the LAPC was then designated by the governors of Wisconsin and Minnesota as the MPO for the urbanized area.

### Urbanized Area

The core of the MPA is the Census-designated urban area defined by the U.S. Census Bureau during the Decennial Census update. The Urban Area Boundary (UAB) is adjusted by the LAPC in coordination with WisDOT and MnDOT to define road segments as “urban” or “rural” thus determining eligibility for different transportation programs. The 2023 Adjusted Urban Area Boundary (AUAB) was approved by the Policy Board on September 20, 2023, and is awaiting final FHWA approval. Changes in urban area criteria for the 2020 Census resulted in the Village of West Salem becoming its own urban area. Although still within the planning area boundary, The Village is no longer part of the La Crosse, WI – La Crescent, MN Urban Area.

### Metropolitan Planning Area

The MPO includes the AUAB, and any contiguous areas anticipated to become urbanized within a twenty-year forecast period. It is roughly 320 square miles (205,000 acres) and includes 12 communities in western La Crosse County, WI; two communities in northeastern Houston County, MN; one community in southeastern Winona County, MN; and a tiny bit of northern Vernon County, WI.

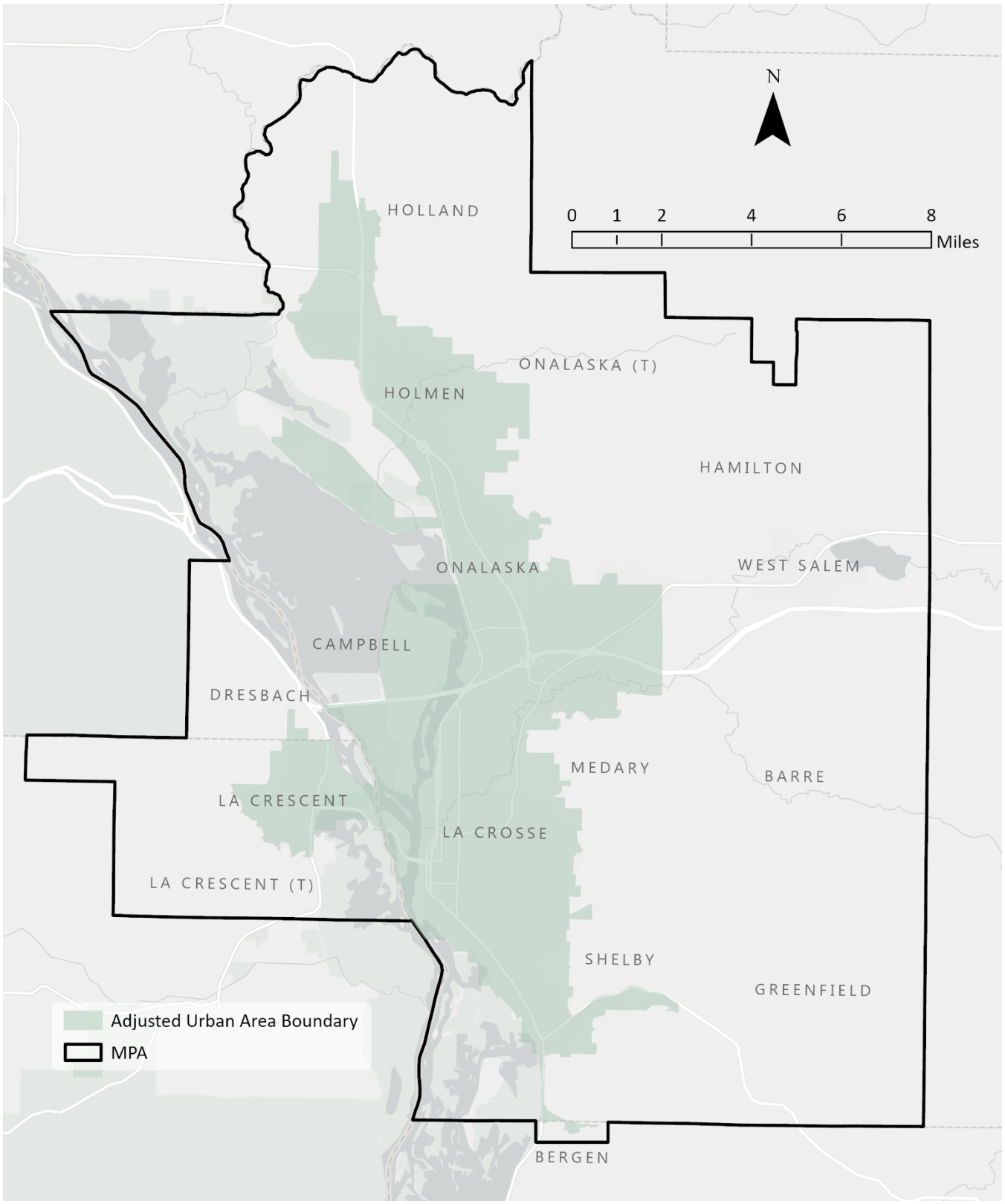



**Figure 1.1. LAPC Metropolitan Planning Area (MPA) and Adjusted Urban Area Boundaries.**

# Metropolitan Planning Process

The Metropolitan Transportation Plan (MTP 2055) offers a long-range blueprint for the enhancement of the transportation system throughout the La Crosse, WI – La Crescent, MN region. Communities across the region recognize how decisions about land use impact traffic, access, and growth. By working together over the coming decades, our communities aim to make better use of existing space and offer more travel options for residents, workers, and visitors. Integrating the plan's principals and goals into local governance will help strengthen the La Crosse (WI)-La Crescent (MN) Region.

# Scope

Federal code 23 CFR 450.324 requires that MPOs update their long-range transportation plan every five years and that each iteration have a 20-year planning horizon. LAPC's last plan, *Beyond Coulee Vision: 2040,* was adopted in 2020 with a planning horizon of 2040. This iteration of LAPC's LRTP will be adopted in the fall of 2025 and has a planning horizon aimed at 2055 establishing a planning horizon of 30 years. This update will iterate on subject matters from the 2020 MTP and shift focus towards shifting future priorities for the La Crosse-La Crescent metropolitan area. This plan is set to be updated by September 2030.

The geographic scope for metropolitan transportation planning at the LAPC must include at a minimum the Census-defined urban area (UA) and additional area anticipated to urbanize over a 20-year planning horizon.

MPOs work with their State Departments of Transportation after each Decennial Census to *adjust* the Census-defined urban area boundary (UAB) and the planning area boundary if needed to accommodate an expanded UA. (Our planning area boundary did not need adjusting.) As a result of changes in 2020 Census delineation criteria, the Village of West Salem is no longer part of the La Crosse, WI-MN UA, but is its own UA. Although West Salem is no longer in the UA, it remains within the LAPC planning area and an active member of the LAPC.

## 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:

1. Support the **economic vitality** of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
2. Increase the **safety** of the transportation system for motorized and non-motorized users.
3. Increase the **security** of the transportation system for motorized and non-motorized users.
4. Increase **accessibility** and **mobility** of people and freight.
5. **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.
6. Enhance the **integration** and **connectivity** of the transportation system, across and between modes, for people and freight.
7. Promote **efficient system management** and operation.
8. Emphasize the **preservation** of the existing transportation system.
9. Improve the **resiliency** and **reliability** of the transportation system and reduce or mitigate stormwater impacts of surface transportation.
10. Enhance **travel** and **tourism**.

The planning factors are considered 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 Departments of Transportation (DOTs).

The LAPC Policy Board voted in May 2017 to support the performance measure targets developed by both Wisconsin and Minnesota 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 coordinated 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 MNDOT staff, WisDOT 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.

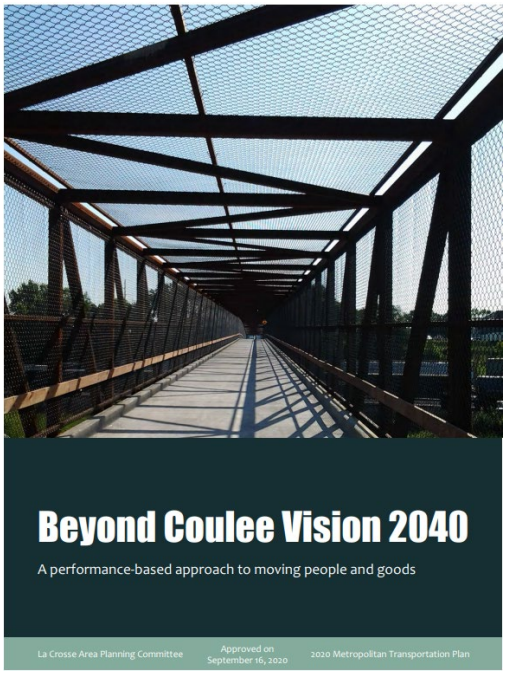
## Coordinated Public Transit-Human Services Transportation Plans

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 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 2024-2028* was coordinated by the Mississippi River Regional Planning Commission during a one-day session in October 2023 that included participation by La Crosse County and LAPC staff.

In the Southwest Minnesota Region, a similar planning effort is led by the Minnesota DOT. The *Region 10 Local Human Services-Transit Coordination Plan 2022* was guided by the plan steering committee made up of representatives from relevant county human service agencies, area agency on aging representatives, centers for independent living representatives, passengers, Metropolitan Planning Organizations, and others.

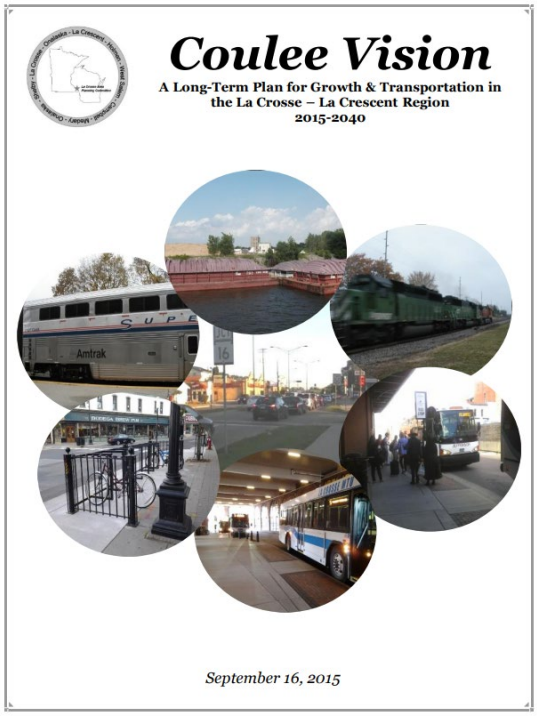
# Past Long-Range Transportation Plan and Supporting Efforts




## 2020 Metropolitan Transportation Plan: *Beyond Coulee Vision 2040*

*Beyond Coulee Vision 2040* (BCV 2040) expanded on 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 was 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.




## 2015 Metropolitan Transportation Plan: Coulee Vision 2040

*Coulee Vision 2040* (CV 2040) was approved by the LAPC Policy Board on September 16, 2015. Its vision, goals, and land use plan were generated out of an extensive public input process and access to contemporary data and an updated travel model.

## Local Plans and Studies

During development of the 2025 MTP, LAPC staff incorporated where appropriate the transportation and land use goals and objectives from the most recent comprehensive plans approved by the communities in our planning area. Future land use maps were used to inform the travel model and to identify where housing and employment growth is anticipated. LAPC's local comprehensive plan review is in **Appendix A**.

## 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 historical resources.

## 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 (HSIP), including the Strategic Highway Safety Plan (SHSP), and the Public Transportation Agency Safety Plan (PTASP). The SHSP is a component of the Minnesota and Wisconsin suite of plans. The La Crosse Municipal Transit Utility and the City of Onalaska each has its own PTASP.

Minnesota GO suite of plans

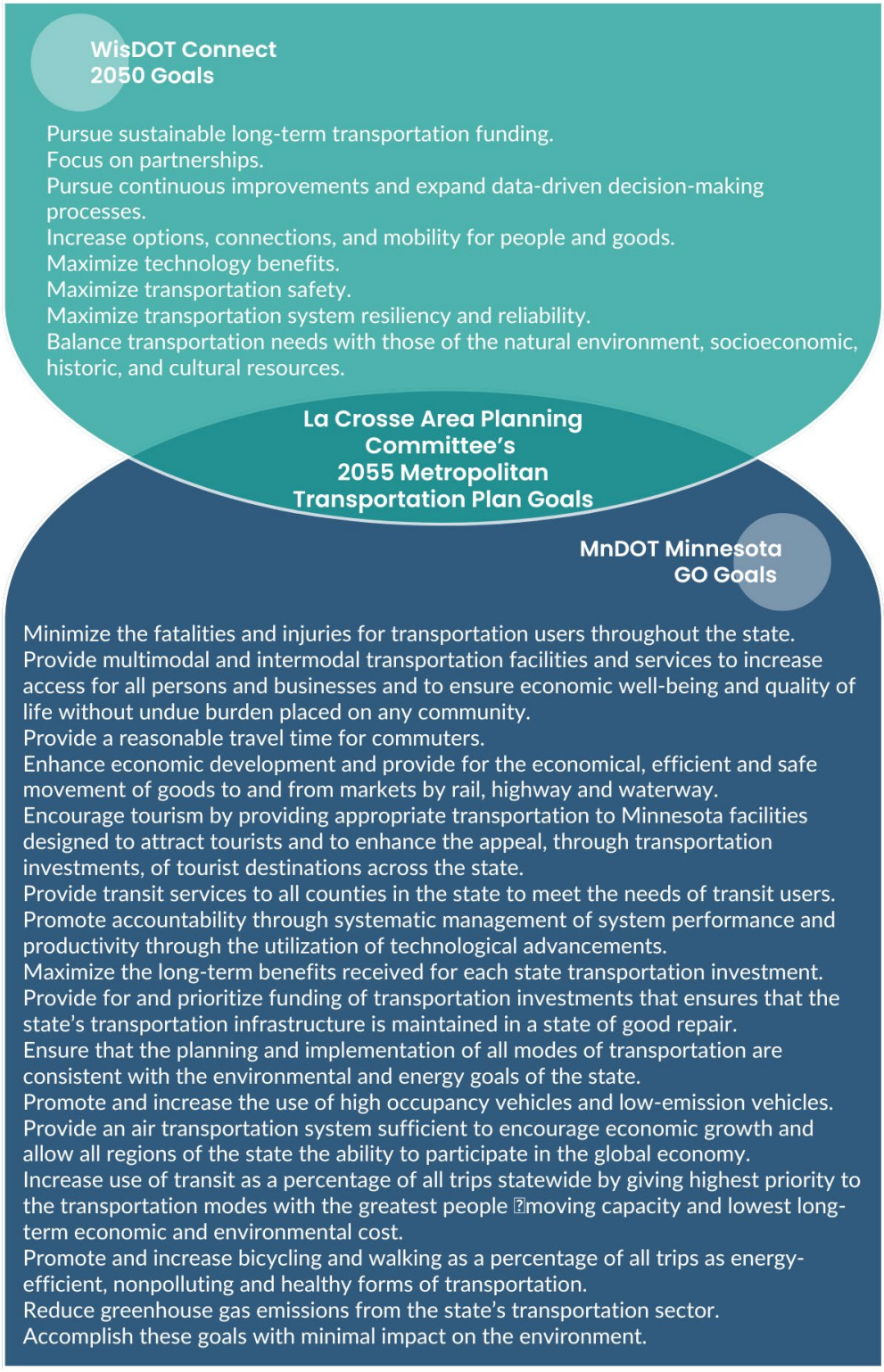
WisDOT Connect 2050 suite of plans

La Crosse Municipal Transit Utility *Public Transportation Agency Safety Plan*, Updated Annually.

Wisconsin Department of Transportation *Transit Asset Management Plan*, September 2022

2022 Minnesota Transportation Asset Management Plan

2023-2032 Wisconsin Department of Transportation TAMP, April 2023



# 2025 Metropolitan Transportation Plan Contents

**The contents of *Moving Ahead to 2055* include:**

| | |
|---|---|
| **Chapter 1** | Background, scope, and purpose for the plan. |
| **Chapter 2** | Public Process to include activities that have taken place with the goals and themes identified.<br>Status of local comprehensive plans and how their land use and transportation goals and objectives align with those of the MTP. |
| **Chapter 3** | Population and economic trends in the planning area. |
| **Chapter 4** | Existing transportation systems and services available to move people and freight.<br>Forecasts of existing trends and available services involving the transportation system. |
| **Chapter 5** | Performance of the transportation system related to federal performance measures and additional local tracking measures.<br>Impact of the Transportation Improvement Program (TIP) and MTP on meeting adopted state targets. |
| **Chapter 6** | Action strategies for and implementation challenges of projects, planning, and policy recommendations. |
| **Chapter 7** | Potential impacts of TIP and MTP on environmental resources and protected groups. |
| **Chapter 8** | Financial Plan that reports the estimated funds anticipated to be available to support implementing the MTP. |
| **Chapter 9** | Next steps and future considerations for the 2055 MTP. |
| **Appendix A** | Local Comprehensive Plan Review |
| **Appendix B** | Public Engagement Summary Report |
| **Appendix C** | Population and Housing |
| **Appendix D** | Environmental, Cultural, and Hazard Risk Inventory |
| **Appendix E** | Wisconsin DOT Long-Range Plan Checklist |
| **Appendix F** | Minnesota DOT Long-Range Plan Checklist |
| **Appendix G** | Consultation |
| **Appendix H** | List of Terms |

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

# 2025 Metropolitan Transportation Plan Goals

This long-range transportation plan is built around six strategic goals that will guide how the region moves people and goods now and in the future. The goals focus on making travel easier and safer, protecting the environment, using data to make smart decisions, involving the community in transportation decision-making, and investing in projects that have the biggest impact. Extensive outreach and careful data analysis support the development of these goals, to ensure that decisions reflect community needs and regional priorities.

### Strategic Goal 1: Advance Multimodal Transportation and Accessibility

- Identifies the development of infrastructure that is both safer and less car-centric to be priorities for the region. This includes expanding the existing network of separated paths for active transportation, encouraging more investment into transit, and keeping accessibility at the forefront of decision-making.

### Strategic Goal 2: Support Sustainable Land Use and Environmental Stewardship

- Recognizes the important role that transportation plays in environmental quality and seeks to support local and state environmental goals. For instance, beginning to track air quality will better inform our partners and decision makers about the impacts of certain policies and the contribution of the transportation system.

### Strategic Goal 3: Advance Regional Safety, Resilience, and Freight Mobility

- Highlights initiatives and planning efforts undertaken by LAPC and partners to enhance the safety of all modes. Additionally, LAPC's historical role in facilitating freight movement through the planning area has been limited, and LAPC seeks to grow its involvement moving forward.

### Strategic Goal 4: Enhance Regional Planning Capacity and Data Tools

- Extension of LAPC's continuing effort to be effective and adaptable to the needs of its member communities. LAPC is situated as a forum for regional collaboration and seeks to use that platform to highlight identified transportation needs to implementing municipal staff and decision makers.

### Strategic Goal 5: Foster Inclusive Public Engagement and Communication

- The transportation system affects everyone, and it is important to accurately represent the best interests of the entire region. This goal explores ways that civic engagement can be convenient, accessible, and satisfying.

### Strategic Goal 6: Prioritize Strategic Investment and Project Implementation

- Prioritizing projects and investments is an affirmation of one of LAPC's core responsibilities: To identify key projects based on gaps in service and advocating for funding to meet the needs of all users.

The following chapters discuss an array of existing conditions, trends, and projections to provide a clear picture of current transportation challenges and opportunities, and to guide decisions that support the plan's goals and objectives.

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# Chapter 2
# Community Outreach

The 2055 Metropolitan Transportation Plan is the culmination of public engagement and planning efforts that began in 2024. *Moving Ahead to 2055* was generated from an intensive public input process that included a broad range of outreach to the public, modal interests, local communities, and the LAPC. The vision and guiding principles are adopted into *Moving Ahead to 2055,* the 2025 iteration of the MTP. The resulting guiding principles are copied below.

## Guiding Principles

The purpose of the guiding principles is to represent the needs and desires for the transportation system identified through our stakeholder and public engagement. What we've heard guides our conversations with local agencies and decision makers to represent the greatest needs expressed by stakeholders and the public.

### Infrastructure

- Maintain and repair existing roads and sidewalks - potholes and rough roads, signal timing issues, and poor sidewalk conditions noted as common concerns.
- Improved public transportation with more frequent services - expanded routes, and better regional connections, with a focus on equity and accessibility

### Connectivity

- Expand and improve options for biking and walking - prioritizing safety and connectivity.
- Increase flight and regional connectivity options - a desire for more and affordable options.

### Safety and a Regional Perspective

- Adopt a regional and long-term perspective - considering the needs of the entire planning area and prioritize connectivity within the region.


## Public Engagement and Outreach

LAPC entered in contract with SRF Consulting in 2024 to facilitate the public engagement process for this iteration of the MTP. Public engagement and solicitation began in Fall 2024 with the creation of a public online survey joined by an online comment map. The survey was distributed primarily through an established email contact list maintained by LAPC consisting of stakeholders and interested parties from around the region. As part of the disbursement via email, recipients were encouraged to advertise the survey to their partners, staff, and constituents. Throughout the survey period, terminating at the end of January 2025, LAPC staff also distributed survey solicitation cards and posters in public institutions, gathering places, and private businesses throughout the LAPC's planning area.

In parallel, community events in the area were solicited for opportunities for LAPC and SRF staff to host tables to further seek in-person public input. To attract event goers, the tabling events all had similar activities that interested parties could participate in. These activities included a marble voting activity, mad lib fill-in-the-blank activity, and small items/toys that were free to be taken (**Figure 2.1**). In addition to pop-up tabling, LAPC and SRF staff organized stakeholder focus group discussions with community organizations representing key demographics or groups that are typically hard to reach or have historically been disengaged from public engagement with the MPO. The stakeholder focus-groups consisted of guided discussion facilitated by SRF and LAPC staff to solicit focused feedback regarding gaps in accessibility and infrastructure as well as desired improvements to the transportation system.

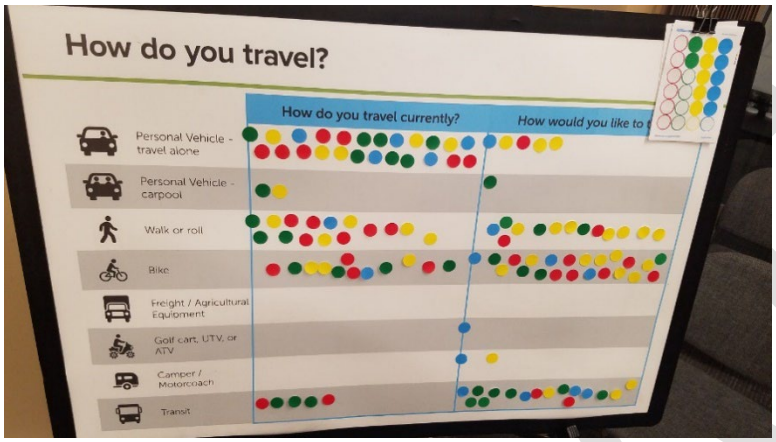


**Figure 2.1. Photos taken from various public engagement efforts.**

Top-left: Sticker voting activity board present at LAPC's first open house for the MTP update.

Bottom-left: Tabling at a popular bingo event hosted in Onalaska's Omni-Center.

Bottom-right: Tabling at the Holmen Area Community Center.

Both the online survey and online comment map were open through the end of January and received more than 475 responses, nearly 60% of which were women and ~5% indicated that they spoke a language other than English at home. The online comment map received 341 comments from 205 individual commenters (**Figure 2.4**). Survey responses were digested through a variety of means and compiled within an engagement summary report prepared by consulted SRF staff (**Appendix B**).

When asked **"How does your household travel most often?"** most survey respondents indicated that they drove a gas-powered car (84%), rode a bicycle (29%), and walked/used a mobility device (27%)[1]. Then survey takers were asked, **"How do you wish you could travel more?"** which yielded very different results: 52% wanted to bike more, 40% wanted to use public transportation more, and 32% wanted to walk/use a mobility device more. Important to note however is that respondents from within the city of La Crosse (about a third of total responses) tended to prefer public transit and walking more than other communities. However, considering the combined results, respondents from throughout the planning area wish for more biking and walking opportunities for their needs.

Survey takers were also asked what they thought was the most important transportation need in the region today. Improving road condition and maintenance was the most common response, primarily regarding potholes, traffic signal timing, and quality of sidewalks. Public transportation ranked second with improvements in accessibility for people who do not or cannot drive cited as a need along with desire for more intermunicipal connections and dedicated options for healthcare access. Thirdly, infrastructure supporting bicycling such as more dedicated bike facilities, additional wayfinding signage, and a greater standard of safety for bicycle facilities: especially those intended for youth and college-age individuals. Some respondents also emphasized the importance of transportation options leading out of the region like rail and air travel.



[1] Survey takers were allowed to choose up to three options for this question, meaning the percentages will not add up to 100% for this question.

Similarly to the previous question, survey takers were then asked to look ahead 20 years and think of what the greatest transportation need might be. In this scenario, public transportation appeared as the highest identified priority as a convenient and affordable alternative to driving. Road quality remained as a high priority in close second with an emphasis on maintenance of existing roadways. Thirdly from this exercise is improvements in active transportation infrastructure that increase safety and makes biking or walking a practical transportation choice.

Responses to the online comment map were much more specific to individual locations such as intersections, segments of road, or transit stops. Of the 341 comments, 110 were safety related. Though many of the comments under the 'concerns' category was also safety related, but specific to a certain mode of transportation. Frequent concerns/issues were related to excess vehicle speeds on certain corridors, lack of bicycle or pedestrian facilities along connecting routes, and roadway condition. Most of the comments were within the urbanized area or along state highways.

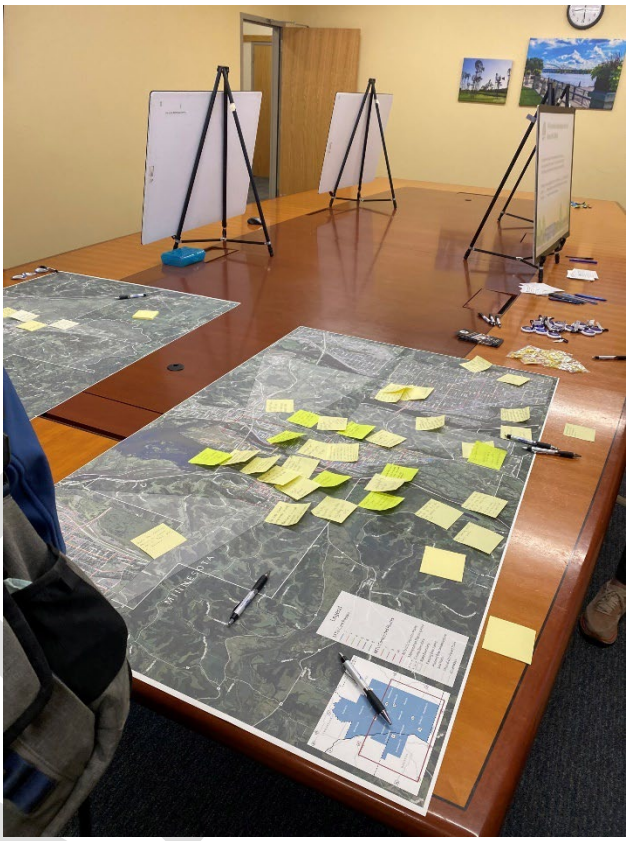

**Figure 2.2. Post-it notes on a map of the region detailing comments and concerns specific to a certain location.**

After online engagement solicitation ended, additional stakeholder meetings were held with engineers, public works, planners, and elected officials from each of our member municipalities to present the results of our public engagement alongside existing conditions including projected socioeconomic data from the Wisconsin Department of Administration and WisDOT's travel demand model, projected level of service rating of major roadways, and various performance measures. LAPC staff and representatives from our member communities collaboratively developed recommendations for this plan. The final recommendations and objectives can be found in Chapter 6.


**Figure 2.3. Beer by Bike Brigade Bingo event where LAPC and SRF staff tabled to solicit feedback and share survey materials.**

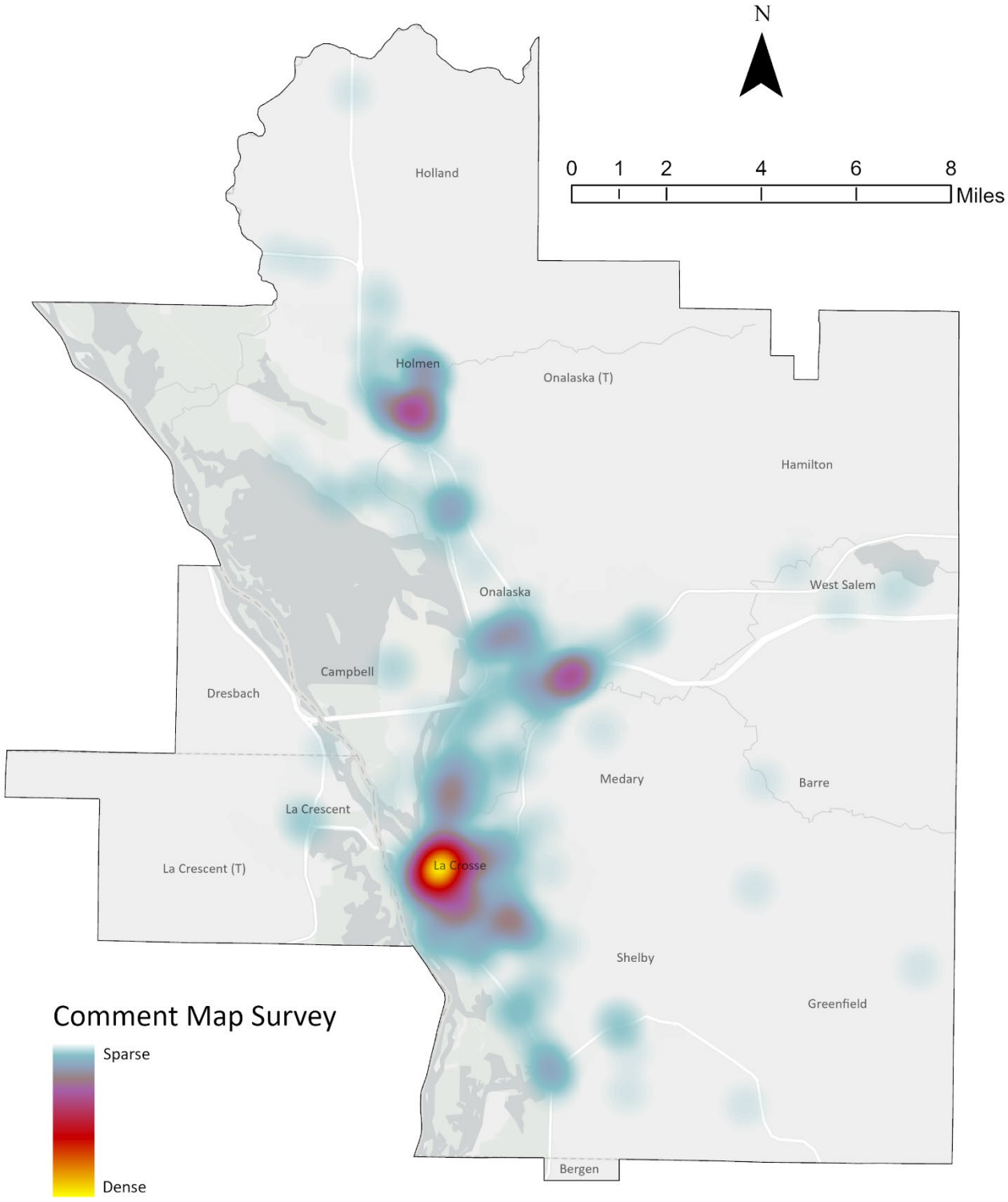


**Figure 2.4. Generalized concentrations of the locations of all comments received on the MTP online comment map.** *Source: LAPC GIS.*

# Chapter 3
# Population and Economic Characteristics

This chapter discusses population, housing, and economic trends in the planning area and how they may impact transportation now and in the future. The figures used to document past and projected change are primarily derived from US Census Data, Wisconsin and Minnesota Departments of Administration, though other sources exist for workforce and enrollment information.

For more information of detailed population and housing statistics, please see **Appendix C**.

## Population

Comparing population over time helps identify areas of growth that may need future infrastructure improvements, depending on community goals and population growth. Figure 3.1 compares the 2010, 2020, and estimated 2023 populations, with labels for percentage changes from 2010 to 2023.

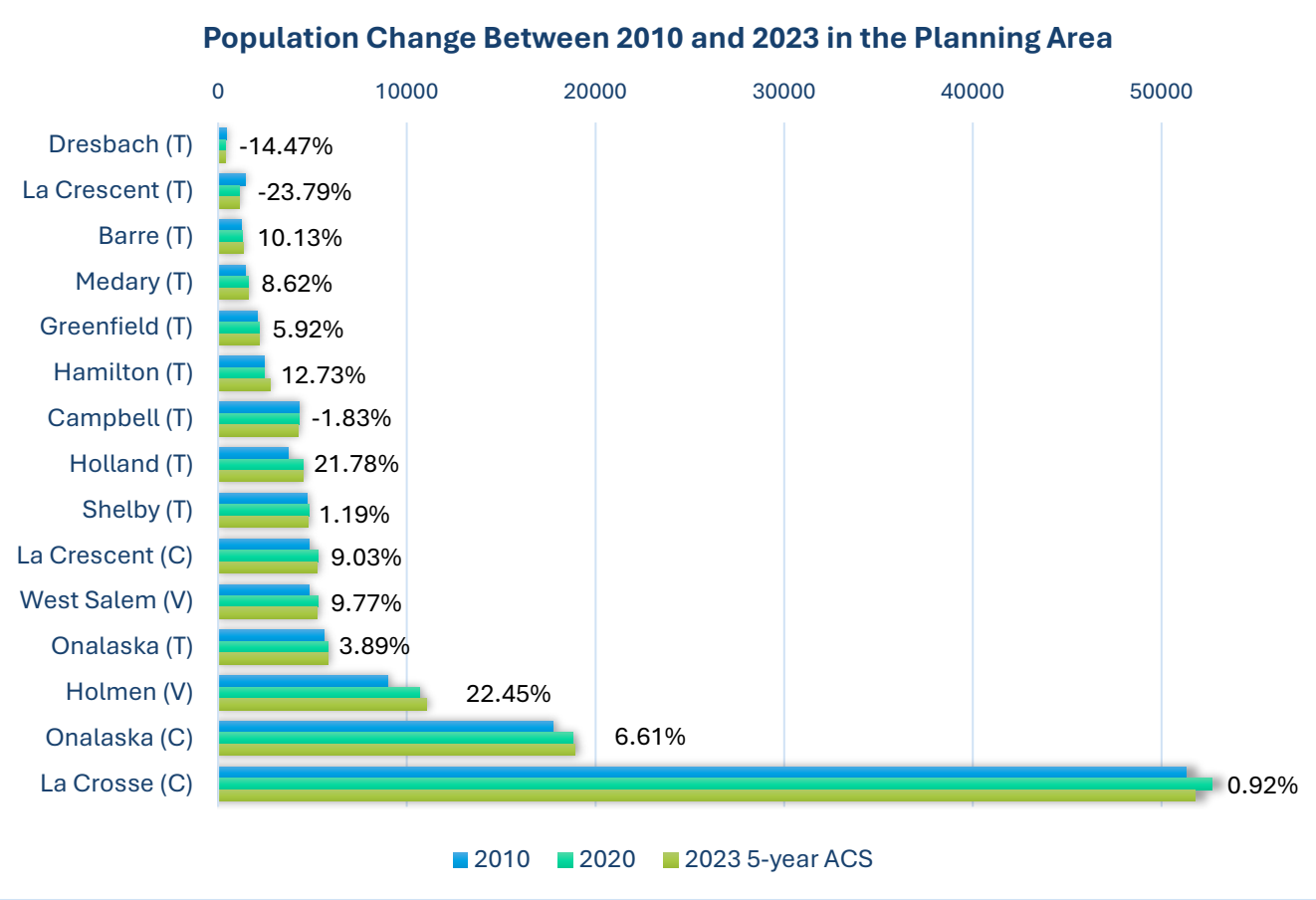


**Figure 3.1. Population Change for Planning Area Communities, 2010-2023.** Percentages displayed are the population changes from 2010 to 2023. *Sources: U.S. Census Bureau, 2010 Decennial Census Summary File 1 Total Population, 2020 Decennial Census P1 Demographic and Housing Characteristics, and 2023 American Community Survey 5-Year Estimates.*

Population in the planning area rose 5% from 115,136 in 2010 to 120,982 in 2023—less than the state of Minnesota (7%), but more than the state of Wisconsin (4%). The Township of La Crescent had the largest negative change [in count (344) and in percentage (23%)] likely due to annexation by the City of La Crescent. The Village of Holmen added the most people (2,022 for a 22% increase), with the City of Onalaska coming in second (1,173 people for a 7% increase).

Projections developed by the *Wisconsin Department of Administration* (DOA) show a reversal of previous iterations of DOA projections that previously showed significant growth. The newest DOA population projections project a 1.3% increase in the planning area population from 2020-2040, down from a projected 8.9% increase from the previous DOA projection for the same period. Additionally, the new projections show a further decline in growth when forecasted to 2050: a 0.35% decrease in population from 2020-2050. Instances such as the Village of Holmen where there is a large ~65% projected increase in population can be, at least partially, explained by the large amount of greenfield area and the Village's support of housing development. Furthermore, it's likely that in the DOA's projections population growth was adjusted negatively elsewhere (Town of Campbell, City of La Crosse) to reflect the potential explosive growth in Holmen.

**TABLE 3.1 2050 Population Projections by Municipality**

| Municipality Name | 2020 Census Population | WI DOA POPULATION PROJECTIONS: | | | | | |
|---|---|---|---|---|---|---|---|
| | | 2030 Projection | 2040 Projection | 2050 Projection | % change 2020-2030 | % change 2020-2040 | % change 2020-2050 |
| Barre (T) | 1,267 | 1,307 | 1,324 | 1,329 | 3.16% | 4.50% | 4.89% |
| Campbell (T) | 4,284 | 4,028 | 3,732 | 3,432 | -5.98% | -12.89% | -19.89% |
| Greenfield (T) | 2,187 | 2,150 | 2,084 | 2,007 | -1.69% | -4.71% | -8.23% |
| Hamilton (T) | 2,428 | 2,326 | 2,197 | 2,062 | -4.20% | -9.51% | -15.07% |
| Holland (T) | 4,530 | 4,872 | 5,115 | 5,294 | 7.55% | 12.91% | 16.87% |
| Holmen (V) | 10,661 | 13,386 | 15,711 | 17,690 | 25.56% | 47.37% | 65.93% |
| La Crosse (C) | 52,680 | 50,062 | 46,891 | 43,627 | -4.97% | -10.99% | -17.18% |
| Medary (T) | 1,604 | 1,617 | 1,605 | 1,581 | 0.81% | 0.06% | -1.43% |
| Onalaska (C) | 18,803 | 20,285 | 21,356 | 22,151 | 7.88% | 13.58% | 17.81% |
| Onalaska (T) | 5,835 | 5,820 | 5,720 | 5,582 | -0.26% | -1.97% | -4.34% |
| Shelby (T) | 4,804 | 4,635 | 4,410 | 4,170 | -3.52% | -8.20% | -13.20% |
| West Salem (V) | 5,277 | 5,552 | 5,724 | 5,833 | 5.21% | 8.47% | 10.54% |
| *[1]MN DOA COUNTY PROJECTIONS POPULATION CHANGE APPLIED TO THE MUNICIPALITIES:* | | | | | | | |
| Dresbach (T), MN | 272 | 270 | 263 | 250 | -0.66% | -3.43% | -8.02% |
| La Crescent (C), MN | 5,276 | 5,222 | 5,043 | 4,768 | -1.02% | -4.41% | -9.63% |
| La Crescent (T), MN | 1,118 | 1,107 | 1,069 | 1,010 | -1.02% | -4.41% | -9.63% |
| **[2]Total MPA** | **121,026** | **122,639** | **122,244** | **120,786** | **1.33%** | **1.01%** | **-0.20%** |

[1]The Minnesota State Demographic Center does not produce population or household projections for cities or townships, only counties. Population percentage of the city and townships in the planning area extrapolated from Houston County and Winona County, Minnesota.
[2]Town of Bergen (Vernon County) was excluded from these estimates due to a small percentage of the town in the MPA.
*Sources: Wisconsin Department of Administration and Minnesota Department of Administration; based on the geographic boundaries as of 2023.*

The DOA's population projections are most representative at the county level while municipal-level projections are adjusted to fit the wider forecasting model. To apply these projections to our region, it is best to generalize population trends across the planning area.

In 2017, Holmen and Holland entered into a boundary agreement that explicitly identifies areas of development and annexation within the two communities. On the municipal level, the Village of Holmen is projected to see a growth of 65.9% between 2020 and 2050. Other communities projected to grow are the Town of Holland and the City of Onalaska with 16.9% and 17.8% growth respectively. In contrast, the DOA projects that the Town of Campbell, Hamilton, and the City of La Crosse will decline in population by 19.9%, 15.1%, and 17.2% respectively.

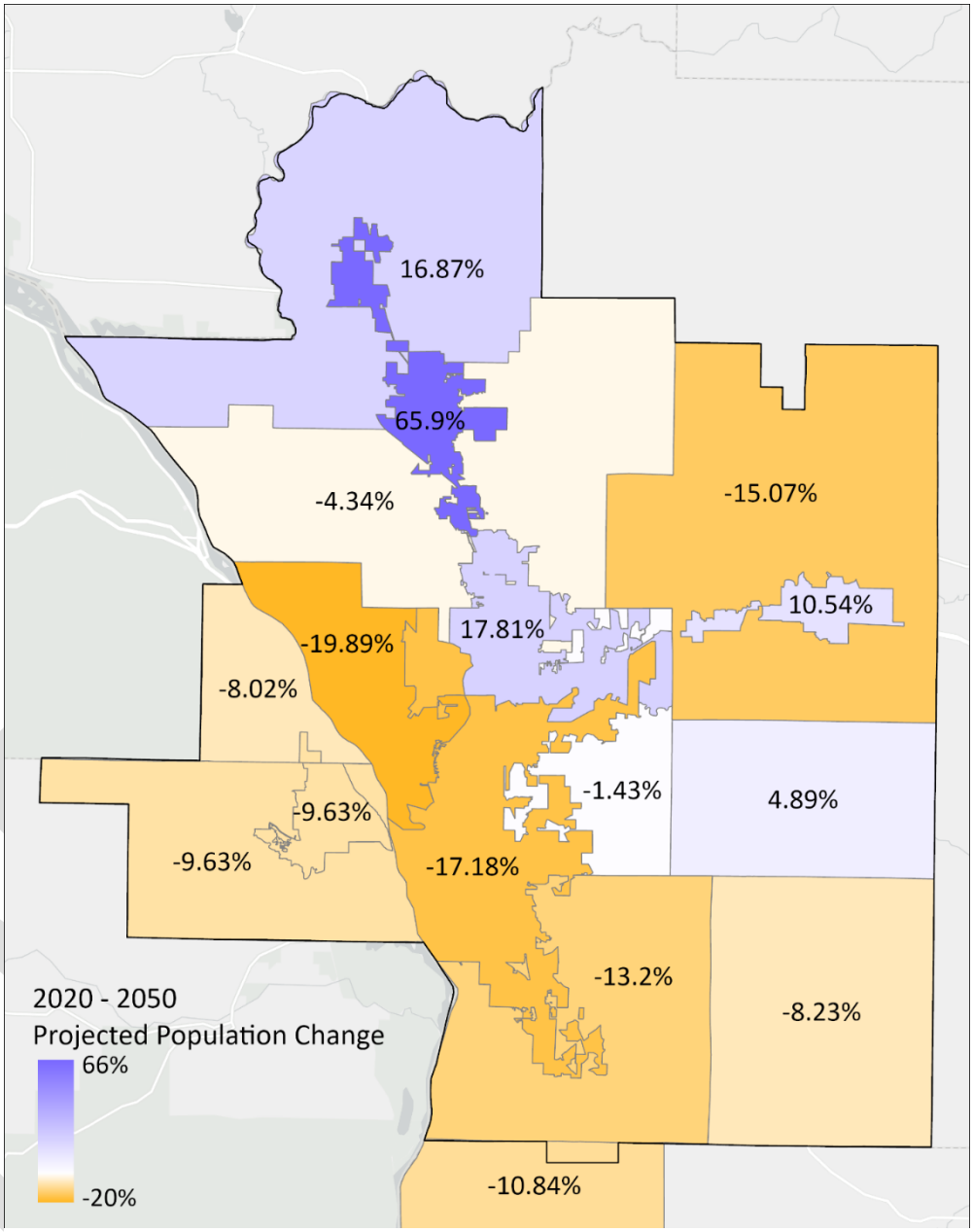


**Figure 3.2. Choropleth illustrating table 3.1 based on the 2050 population projections.** Projections for municipalities falling within Minnesota are only available at the County level. Staff applied the percentages to the municipal level. *Sources: Wisconsin DOA; Minnesota DOA Population Projections*.

## Population by Age

The planning area is host to an aging population, as shown in **Figure 3.3**. The population pyramid illustrates the profile of age and sex within the planning area. Most notable on this figure is the spike in the 20-24 age group, which is explained by the presence of three higher education institutions within the city of La Crosse. Most of these students do not originate from or decide to stay within the planning area after graduating which is illustrated by the 25-29 age group returning to a level like the 15-19 age group.

A range of age groups from 55-69 are part of the generations that experienced abnormally high birth rates compared to those that came before or after, colloquially known as the baby boomer generation. This group makes up 18.4% of the total planning area population and is approaching retirement age. As this group transitions out of the workforce, their impact on the local job market, healthcare, and transportation demand and need will likely be disproportionate compared to preceding and subsequent generations. Options for non-drivers could become more desirable as the non-driver population increases alongside an increasing demand for healthcare services.

Based on the slope of the population pyramid and supported by the Wisconsin Department of Administration projections, *the population of the planning area is expected to remain approximately the same over the next 30 years*. This will inform the projected transportation demand of existing roadways and modes, likely suggesting projects target safety and performance rather than expanding capacity.

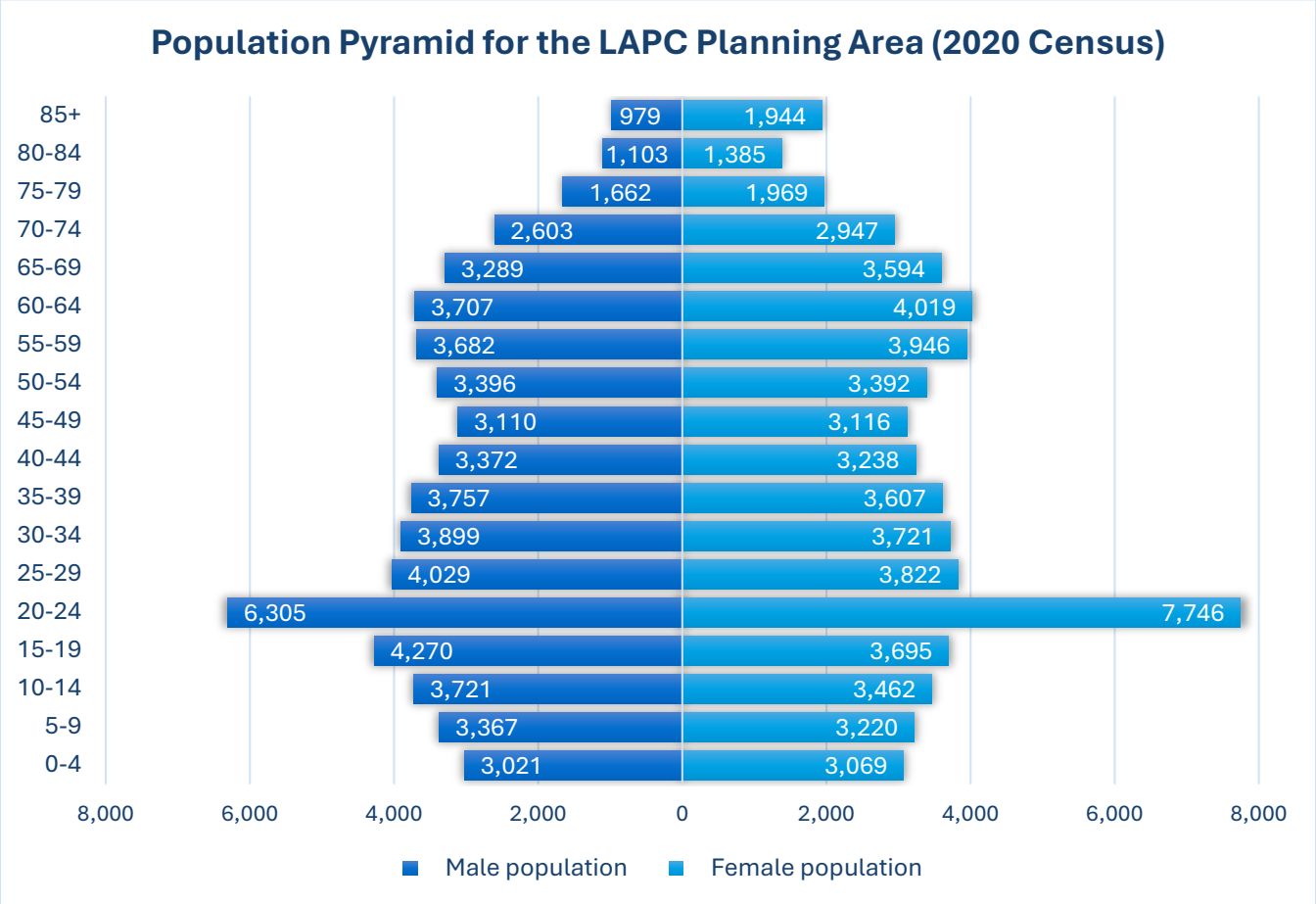


**Figure 3.3. Population pyramid for the LAPC Planning Area.** *Source: 2020 US Decennial Census.*

## 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: University of Wisconsin-La Crosse; Viterbo University; and Western Technical College. The student populations impact not only housing and transportation in the city of La Crosse but also low-income rates.

Fall enrollment at the University of Wisconsin-La Crosse has been effectively level over the 13 years illustrated in **Figure 3.4**. The peak enrollment of 10,669 in 2014 is only 3.6% higher than enrollment in 2023. Enrollments at Viterbo University and Western Technical College (WTC), on the other hand, experienced declines from 2010 to 2023. Enrollment at Viterbo declined 41% between 2010 and 2023 while enrollment at WTC declined 38%. WTC's recent fall enrollment has stabilized somewhat over the last 5 years as their most significant decline in enrollment occurred during the 2010 – 2015 period. Whether these trends are due to a drop in demand or changes in enrollment policy is unknown.

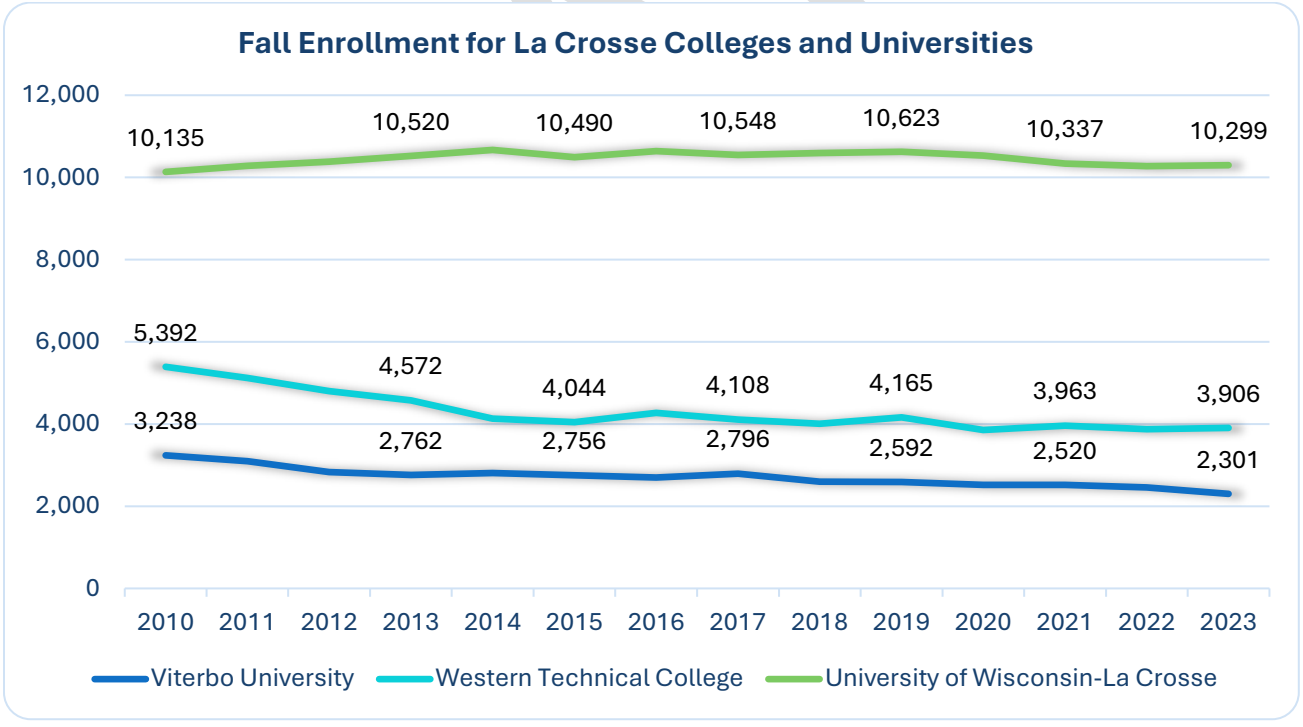


**Figure 3.4. Fall Enrollment for La Crosse Colleges and Universities.** *Data source: National Center for Education Statistics, https://nces.ed.gov/datatools/.*
NOTE: Enrollment for Western Technical College is for all campuses, not just La Crosse.

# Housing Characteristics

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 and nonfamily households, which are likewise categorized by the gender of the householder and the number of persons living within the household.

Household projections are used as one of several modeling inputs to estimate future travel demand. However, the significant proportion of nonfamily households in La Crosse introduces extra complexity and challenge to travel demand modeling. In practice, each occupied housing unit is counted as one household despite each student housing unit being made up of up to five unrelated individuals each behaving independently.

According to the *2023 American Community Survey (ACS) 5-Year Estimates*, there are 51,039 occupied housing units in the planning area[2]. Approximately 63% are homeowners and 37% are renters.

## Housing Affordability

Of the 51,039 occupied housing units in the planning area, 14,013 (27.5%) households spend more than 30% of their household income on housing. This is slightly above the Wisconsin State average of 25.4% (2023 5-Year American Community Survey). The median monthly housing costs for both homeowners and renters in the planning area, as of 2023 estimates, was $1,253.

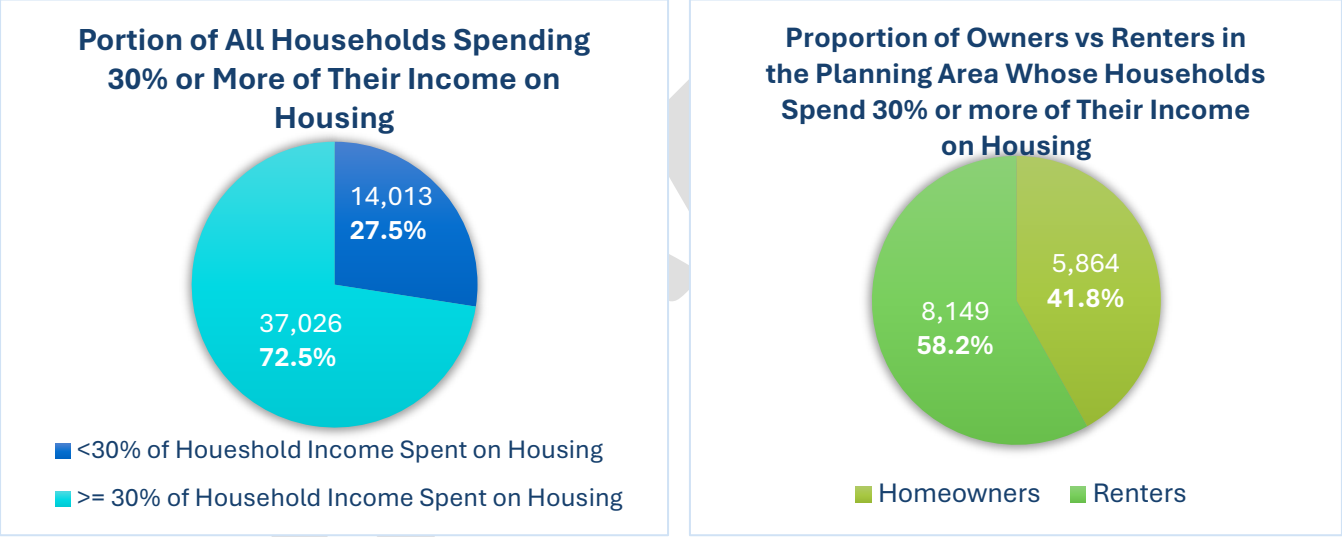


**Figure 3.5. (Left) Proportion of ALL households within the LAPC planning area that spend more than 30% of their income on housing. (Right) Proportion of renters and homeowners that spend more than 30% of their household's income on housing.** *Source: 2023 American Community Survey 5-year estimates.*

[2] The Town of Bergen's statistics were not included in the housing unit estimates and total counts for the planning area due to the small percentage of Bergen's area that is included within the LAPC planning area.

Of the 14,013 households that spend more than 30% of their income on housing, 8,099 of them are within the City of La Crosse or 58% of the total. La Crosse contains 45% of the total occupied housing units within the planning area, meaning a disproportionate amount of those spending more than 30% of their income on housing are within the City of La Crosse. This could be explained by La Crosse's large student population, a cohort that is more likely to be low-income.

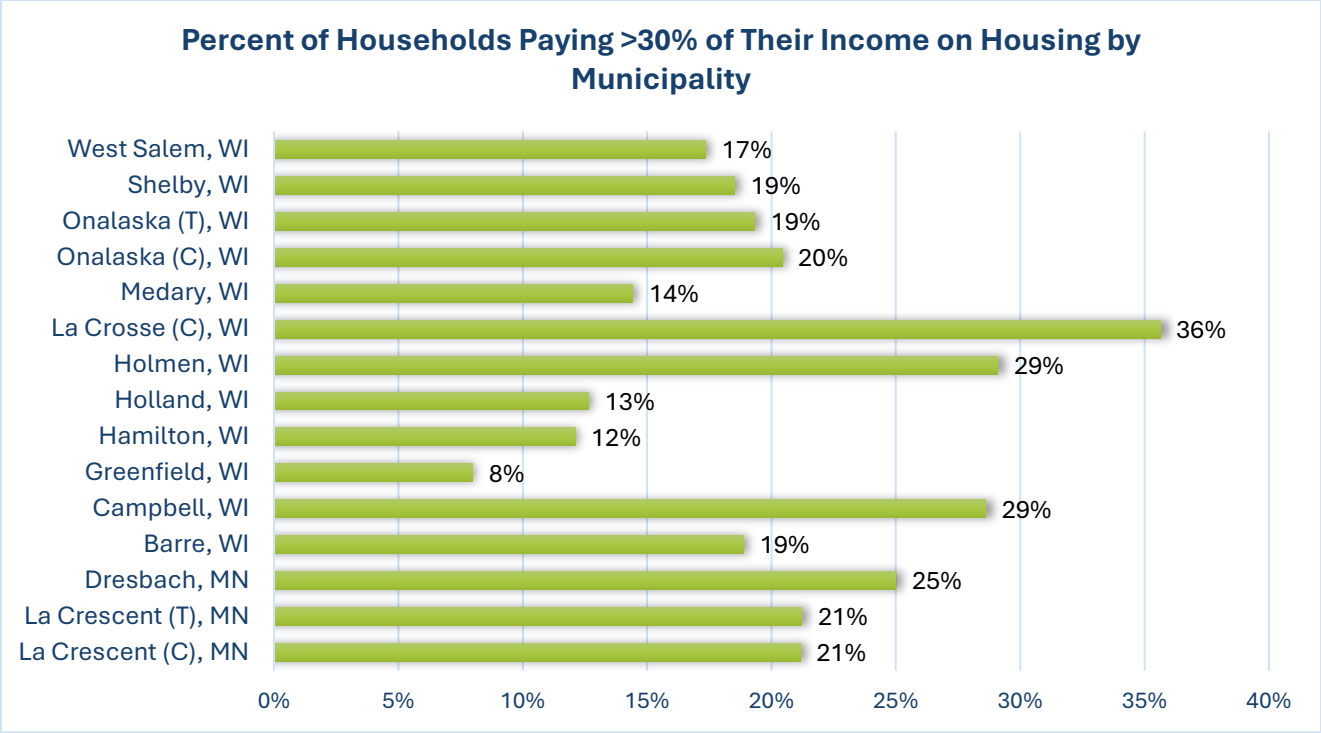


**Figure 3.6. Percentage of households within each municipality that is paying more than 30% of its income on housing.** *Source: American Community Survey 2023 5-year estimates.*

According to the La Crosse Regional Travel Demand Model (TDM), there are 54,045 households within the planning area as of 2022. This number is projected to increase by 13.3% to 61,216 by 2055. Decreasing average household size contributes to a portion of the increase in households, though the average within the planning area (2.54 persons per household) is higher than the Wisconsin average of 2.35[3].

The 2055 projection is based on previous DOA projections to 2040 which were then extrapolated to 2055 to be included in the TDM. This is also why the projections are not available at the municipal level, as the Traffic Analysis Zones (TAZs) do not generally follow municipal boundaries. The 2050 household projections from the DOA were not available at the time of model validation or plan adoption.

[3] American Community Survey 2023: 5-year estimates subject tables S1101.

# Median Income & Poverty

The median household income for communities in the planning area is shown in **Figure 3.7**. Except for the town of Campbell, all the towns and townships have a higher median income than the incorporated cities and villages. Since the last plan update, which reported 2017-2021 ACS data, real income[4] increased more than 27% in the Village of West Salem and more than 21% in the City of La Crescent. The town of Onalaska experienced the largest decrease with a 9.1% decrease in real income.

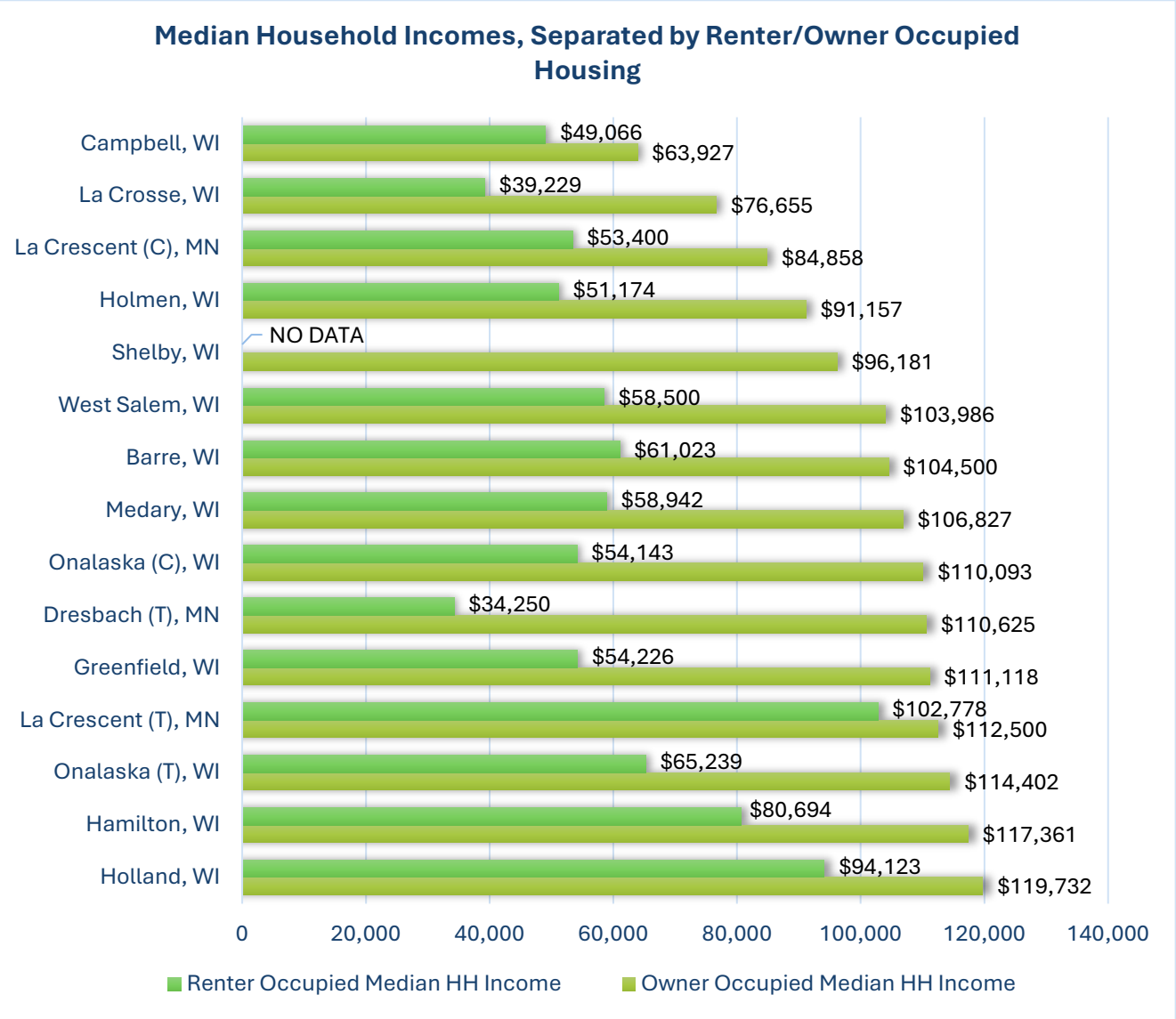


**Figure 3.7. Median household income for each municipality within the LAPC planning area, separated by renter and owner-occupied housing.** *Source: 2023 American Community Survey 5-year estimates*.

[4] Real income (buying power) was calculated using the CPI calculator on the Bureau of Labor Statistics website at https://data.bls.gov/cgi-bin/cpicalc.pl. The calculation used the estimate from 2013-2017 dated as December 2017 and the estimate from 2017-2021 dated as December 2021.

# 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.

According to the Wisconsin Department of Workforce Development (DWD) *La Crosse County 2025 Workforce Profile*, monthly employment figures show recovery from the COVID-19 disruption. However, the disruption caused by COVID has accelerated existing trends in the workforce such as the availability of remote work and automation (WisDWD, 2025). Since COVID-19, work from home (WFH) has become a major "mode" of transportation as it changes the impacts regarding commuting's contributions to road congestion, VMT, and infrastructure wear and tear. However, the share of commuters driving alone has almost completely returned to pre-pandemic levels.

The planning area contains several major employers, driving economic development and attracting those that would work and live in the area or patronize the services offered. Understanding the kinds of employers that employ many residents helps to predict what related transportation needs might materialize.

**TABLE 3.2 Major Employers Within the Planning Area**

| Employer Name | NAICS Title | City | Employee Range |
|---|---|---|---|
| **Gundersen Health System** | Offices of Physicians (except Mental Health Specialists) | La Crosse | 1,000-4,999 |
| **Gundersen Health System** | General Medical and Surgical Hospitals | La Crosse | 1,000-4,999 |
| **University of Wi-La Crosse** | Colleges, Universities, and Professional Schools | La Crosse | 1,000-4,999 |
| **Trane Ingersoll Rand** | Plumbing, Heating, and Air-Conditioning Contractors | La Crosse | 1,000-4,999 |
| **Mayo Clinic Health System in La Crosse** | General Medical and Surgical Hospitals | La Crosse | 1,000-4,999 |
| **City Brewing Co. LLC** | Breweries | La Crosse | 500-999 |
| **JF Brennan Co. Inc.** | New Single-Family Housing Construction (except Operative Builders) | La Crosse | 500-999 |

*Source: Wisconsin Department of Workforce Development-major employers by area, Data Axle*

As of Q3 of 2024, there were 62,302 private employees in La Crosse County, up from 61,362 from the same period in 2022 (U.S. BLS). The Wisconsin Department of Workforce Development (DWD) also projects employment by industry for each WDA in the state. The DWD projected that the Western WDA will gain jobs all industries between 2022-2032 with the greatest growth seen by leisure and hospitality sector (15.1%).

**Figure 3.8** shows the 2022-2032 projections for super-sectors in the Western WDA as obtained from the DWD website. 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 2020 to 2030.

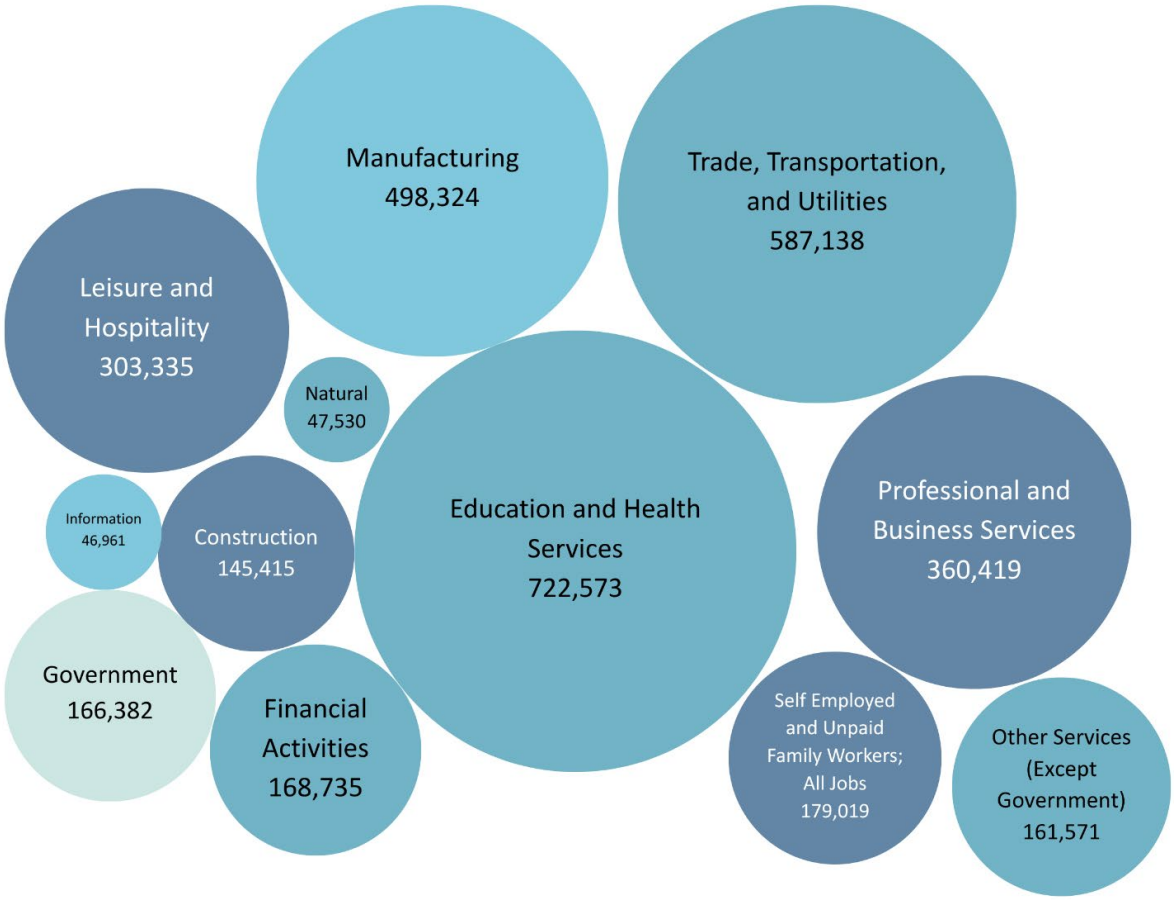


**Figure 3.8.** 2022-2032 Employment projections by super-sector for the Western Workforce Development Area. *Source: Wisconsin Department of Workforce Development.*

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# Chapter 4
# Transportation Systems and Services

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 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 purple area in **Figure 4.1**). 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 (e.g., 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.

## *National Highway System*

The National Highway System (NHS) shown in **Figure 4.2** is a system of federal-aid highways deemed important to the nation's economy, defense, and mobility. The NHS is composed of interstates, other principal 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.
- **Strategic Highway Network:** I-90.

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 Safety and Performance.

## *Other Highways*

Local and rural minor collector roads make up most of the centerline miles in the planning area. Improvements on these roads are funded through the capital improvement budgets of the responsible local unit of government.

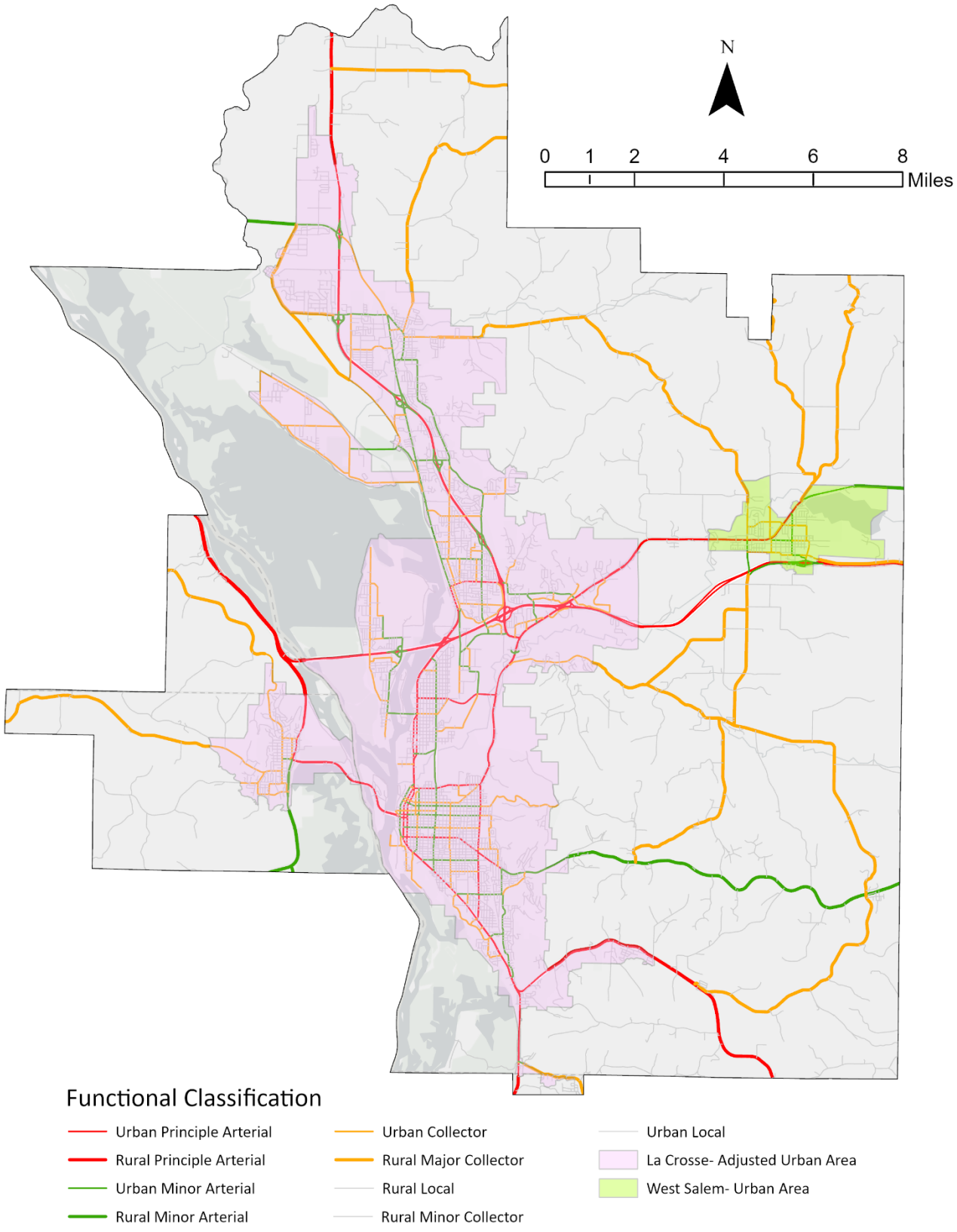



**Figure 4.1. Functional Classification of roadways within the LAPC planning area.** *Source: WisDOT, MnDOT*

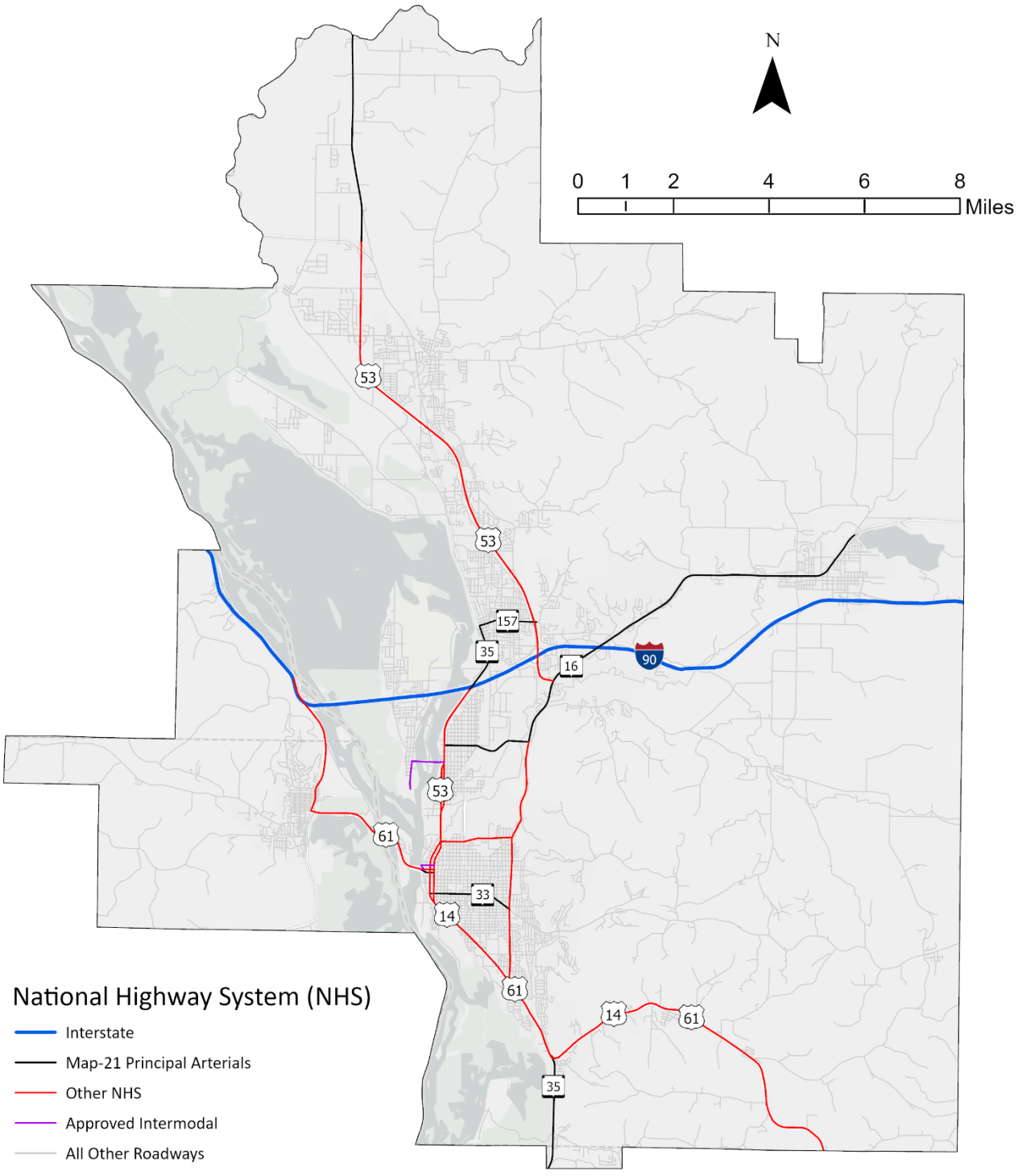



**Figure 4.2. The National Highway System within the LAPC planning area.** *Source: LAPC GIS, DOT, FHWA.*

## 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.

LAPC looks to existing sources (MnDOT and WisDOT) for traffic-related data that is 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). We also consider the results of the travel demand model developed for this plan and the Department of Administration (DOA) population projections.

### Vehicle Miles Traveled (VMT)

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 4.3** 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 like a city, for example, is difficult because the traffic count data needed for local roads is difficult to maintain.

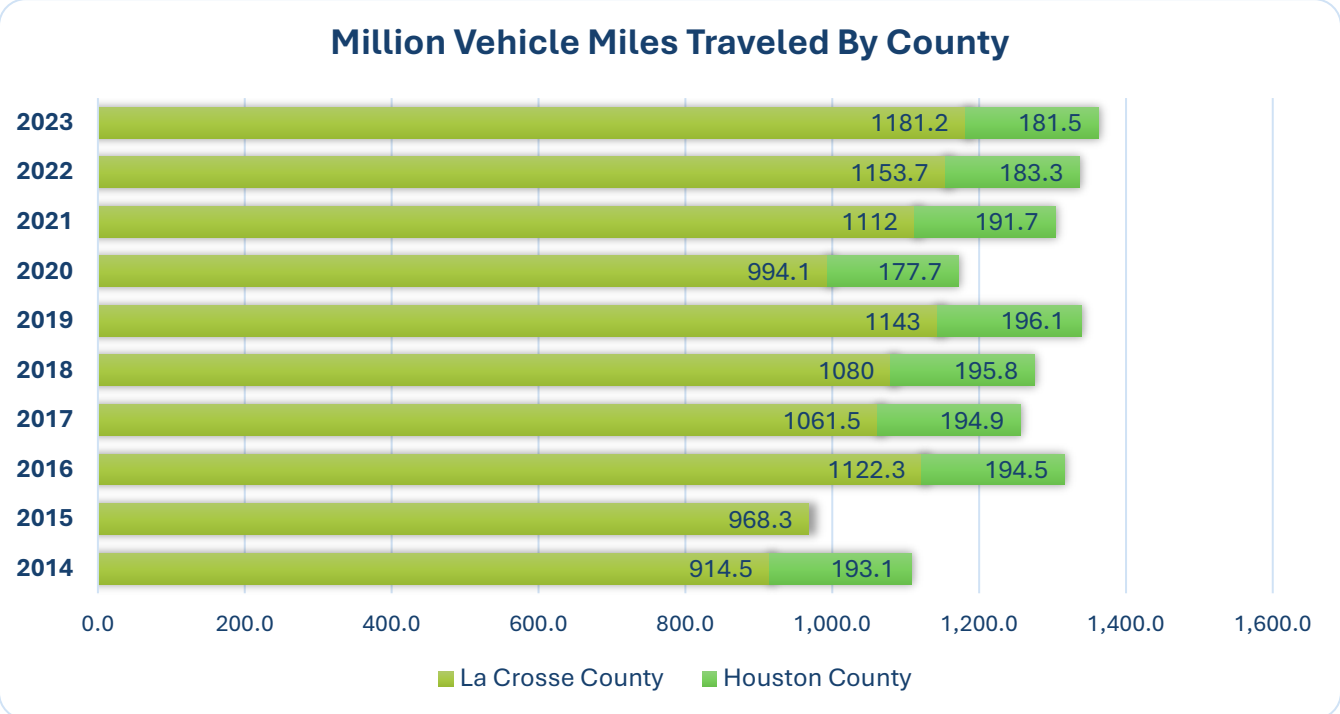



**Figure 4.3. Million vehicle miles traveled by County in the planning area**. *Sources: Wisconsin and Minnesota Departments of Transportation.*

### Traffic counts

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.

**Table 4.1** shows the annual average daily traffic from 2019-2023 and the 2050 TAFIS traffic forecasts at the ATR sites in the planning area with forecasts.

**TABLE 4.1 Annual Average Daily Traffic (AADT) and TAFIS 2050 Forecasted AADT at Continuous Traffic Recorder Sites in the Planning Area.**

| Automated Traffic Recorder Site | 2019 | 2020 | 2021 | 2022 | 2023 | 2019-2023 | 2050 Forecast | 2023-2050 |
|---|---|---|---|---|---|---|---|---|
| **I-90 west of County Road M West Salem** | 26,000 | 22,500 | 26,000 | 26,400 | 27,100 | 4.23% | 29,010 | 7.05% |
| **USH 14/61 South Ave between Tyler St & Farnam St** | 19,200 | 16,000 | 17,900 | 17,700 | -------- | -7.81% | 19,170 | 8.31% |
| **STH 16 north of Bluff Pass** | 33,700 | 28,100 | 32,400 | 31,700 | 32,100 | -4.75% | 33,660 | 4.86% |
| **USH 53 between STH 157 Main St and I-90** | 38,000 | 32,700 | 37,400 | 38,400 | 40,000 | 5.26% | 48,210 | 20.53% |
| **STH 35 – West Ave North of Mississippi St** | 18,900 | 16,200 | 17,000 | 17,200 | -------- | -8.99% | 18,870 | 9.71% |
| **USH 53 Rose St south of Livingston St** | 23,100 | 19,500 | 20,900 | 21,500 | 21,600 | -6.49% | 23,130 | 7.08% |
| **USH 53 Copeland Ave between Grove St and the La Crosse River** | 27,500 | 22,200 | 24,300 | 25,300 | 25,400 | -7.64% | 32,900 | 29.53% |
| **USH 53 south of Briggs Rd** | 16,700 | 14,400 | 16,700 | 17,000 | 17,300 | 3.59% | 21,250 | 22.83% |
| **USH 14/61 & STH 35 south of Marion Dr** | 20,700 | 17,800 | 20,000 | 19,200 | -------- | -7.25% | 22,480 | 17.08% |
| **USH 14 & STH 16 at state line bridge** | 16,600 | 14,100 | 15,200 | 15,100 | 15,500 | -6.63% | 20,190 | 30.26% |

*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: For percent change calculations where data for 2023 was absent, 2022 data was substituted.

### 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 WisDOT and its modeling consultant. The model is developed to estimate existing and forecast future travel demand and identify road segments that have, or are forecast to have, capacity and congestion issues.

The travel model is informed by updated land use information, 100% 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 (DOA), and transit ridership from the La Crosse Municipal Transit Utility (MTU) and Onalaska Shared-Ride (DriftLink).

The iteration of the travel model used to develop this plan was developed before the Department of Administration had released their 2050 population and household projections. WisDOT used 2022 census data as a base year and extrapolated population and household change through 2055 using the DOA's 2013 projections that extend to 2040. The model is currently being updated to incorporate the latest projections from the DOA and will be ready in late 2025.

LAPC staff works with its TAC and WisDOT 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. LAPC will continue to encourage WisDOT to develop or invest in tools that would allow for non-vehicular travel to be represented in the TDM, as its impact on level of service is likely to become more significant as strategies for alleviating congestion increasingly look to mode-shift rather than roadway expansion.

The level of service projections for 2055 illustrated in **Figure 4.4** show the level of service along US 16 and US 53 failing north of Losey Boulevard and La Crosse Street respectively. Both corridors are currently part of WisDOT's Majors Study and large stretches of these corridors will be reconstructed and redesigned. Local municipalities with failing or lowly-graded LOS projections are prioritizing mode shift and denser housing to help alleviate future congestion.

The more recent DOA population projections paint a very different future in terms of population growth in the core urban areas in La Crosse and Onalaska while northern municipalities see large increases. The LOS projections produced from the new projections will likely look different from the one available now.

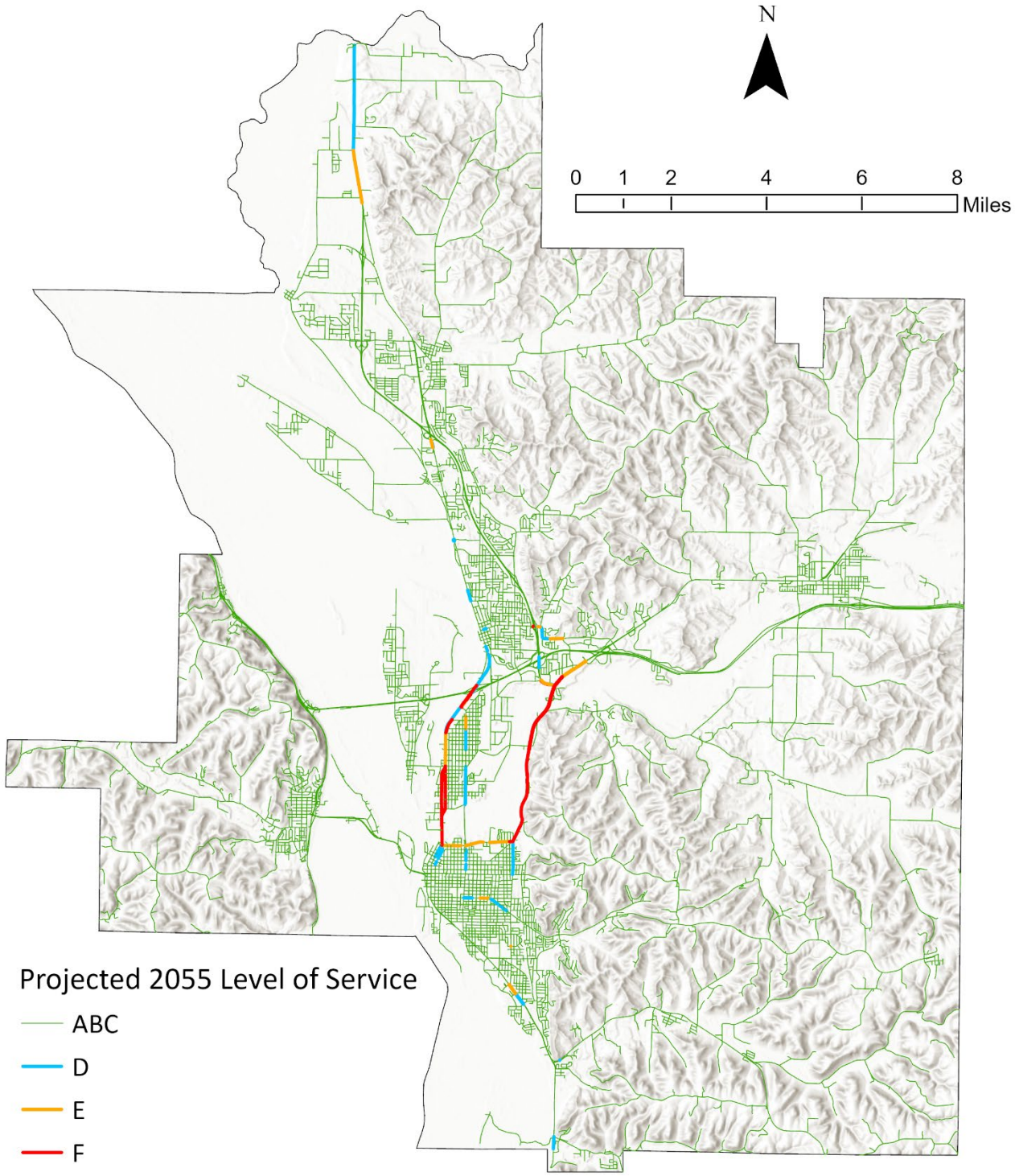



**Figure 4.4. Projected level of service within the LAPC planning area.** *Source: LAPC GIS, WisDOT Regional Travel Demand Model.*

# 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 Kansas City and the BNSF Railway; 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, 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 Network

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.)

Note: MnDOT identifies designations for the NHFN based on the results of the competitive Minnesota Highway Freight Program solicitation. Since this network is used predominately to direct funding to freight needs, these designations are not necessarily permanent in Minnesota.

The FAST Act directed the Administrator of the FHWA to establish a NHFN to strategically direct Federal resources and policies toward improving performance of the 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.

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 4.14** shows the Interim NMFN. The national network is yet to be adopted.

## *Combined Truck Freight Network*

**Figure 4.5** illustrates a combined truck freight network that includes federal, state, and locally designated truck routes.

- 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**.
  - 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.

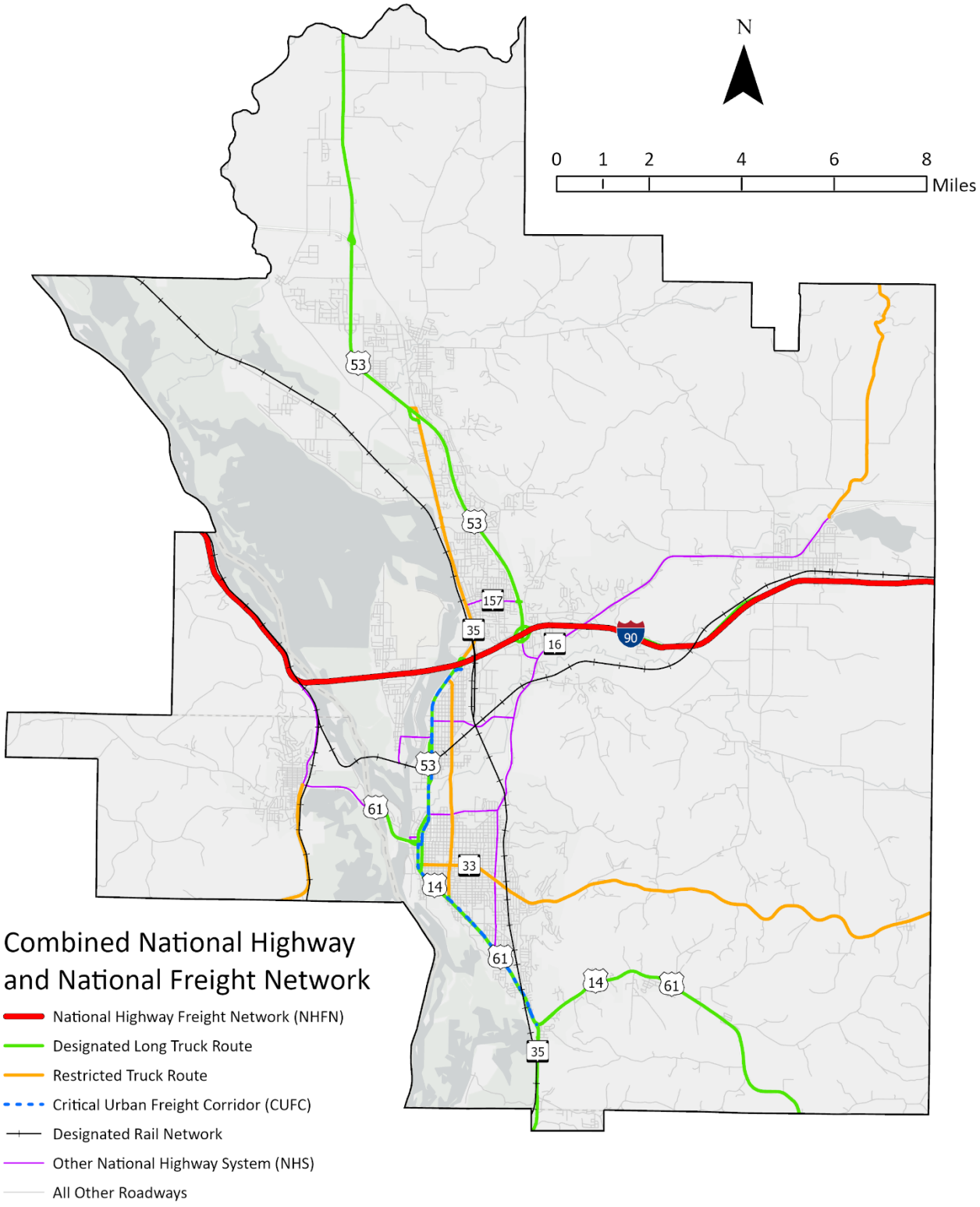



**Figure 4.5. Combined National Highway System and National Highway Freight Network. Both regulatory and planning networks are shown on this map. Regulatory network refers to routes identified for operational permission purposes, while planning routes are identified for funding or future improvements.** *Data Sources: Minnesota and Wisconsin DOTs, FHWA.*

# Rail Networks and Services

Rail service in the planning area is provided by two Class I[5] railroads: BNSF Railway and Canadian Pacific Kansas City (CPKC) Railway. Both railroads connect the Twin Cities and Chicago through La Crosse.

## *BNSF 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 2023, BNSF transported over 4.8 million carloads of consumer products, 3.1 million carloads of industrial products, and 1.2 million carloads of agricultural products. Intermodal shipments carrying consumer goods account for about half of all BNSF freight volumes.[6]


**Figure 4.6. BNSF transporting intermodal containers through Grand Crossing in north La Crosse**. *Credit: Brad Kindschy, photographer; www.RailPictures.net.*

**Figure 4.7** 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 six trains per week) diverging northwest toward the river to terminate at La Crosse City Brewery.

*Coulee Vision 2040 (2015)* reported the mainline averaging 55-60 trains per day in 2013—an increase of more than 20 percent from that reported in the preceding transportation plan (*2035 La Crosse and La Crescent Metropolitan Transportation Plan*). Between 2013 and 2019, the average number of trains passing through La Crosse dropped over 25 percent to 35-45 trains per day. As of the latest daily train count accessible for this plan, 2023, the number of trains per day is approximately 26.

[5] 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.
[6] Data obtained from the BNSF Impact Report, 2024.


**Figure 4.7. 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 2024.*

## Freight Movement and Transfer

Intermodal freight involves the transportation of freight in shipping containers and truck trailers by multiple modes (rail, ship, and truck). The freight itself is only handled by the suppliers and receivers, not the transporter. The transition to intermodal freight can be largely attributed to the increase in consumer goods consumption. At scale, the use of multiple modes saves shipping costs despite the need for massive, dedicated infrastructure to transfer freight between modes. The importance of intermodal transfer facilities is only rising as online shopping continues to grow. The nearest rail intermodal facility is in Minneapolis and operated by BNSF Railway. Considering the proximity of one of these facilities, it's unlikely that a rail intermodal station would be needed to be located closer to the La Crosse – La Crescent metro area.

The La Crosse rail yard just north of Grand Crossing in north La Crosse 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.

## Canadian Pacific Kansas City

Headquartered in Calgary, Alberta, Canada, Canadian Pacific Kansas City (CPKC) Railway operates on an approximately 20,000-mile network through 6 Canadian provinces, 13 US states, and 14 Mexican states (**Figure 4.9**).

In 2023, CPKC's freight revenue was dominated by merchandise (45%) followed by bulk shipments (35%) and intermodal (20%).[7]

The CPKC 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 18 trains each day (including four Amtrak passenger trains that use this line daily).

**Figure 4.8. CPKC train heading west past the Amtrak Station in La Crosse**. *Credit: Brad Kindschy, photographer; www.RailPictures.net.*

### Freight Movement and Transfer

CPKC ships products including but not limited to wind power generation equipment, ethanol, large machinery and equipment, Sulphur, industrial products (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 provide direct transfer of commodities between truck and rail.


**Figure 4.9. Snapshot of Canadian Pacific Kansas City network and ports**. *Source: www.cpkcr.com/en/our-advantage/connecting-a-continent*

[7] Source: *CPKC 2023 Annual Report*; Hyperlink.

## Waterway Facilities

**Figure 4.10. Mississippi River Bridge**. *Credit: Brennan Marine Inc.*

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. 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, and is Federally[8] 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 Guttenberg, Iowa north to Upper St. Anthony's Falls in Minneapolis, Minnesota. A 9-foot channel is essential for commercial barge traffic and involves dredging to remove sediment buildups, particularly in bends and side channels. USACE manages dredged material through designated placement sites, which can be temporary or permanent, and seeks beneficial uses such as island restoration, levee construction, or soil enhancement. This work is complex and coordinated with state and federal agencies, tribes, local governments, and the public. Placement site selection is often the most debated aspect, particularly on the Upper Mississippi in areas like La Crosse, Winona, and Wabasha where tributary sediment from several streams requires more frequent dredging needs. In ideal situations, USACE reuses dredged material for restoring eroded islands (improving fish/wildlife habitat), agricultural soil enhancement, building levees or flood barriers, and recreational site development (e.g., beaches, boat landings). In addition to the Mississippi River channel, Lake Onalaska is frequently discussed as a dredging concern in the region.

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 is located on Mississippi River mile 702.5 in the town of Dresbach; and the northern half of

[8] Under the Rivers and Harbors Act of 1930.

navigation pool 8, which extends from LD 8 near Genoa, Wisconsin, upstream to LD 7. LD 7 was constructed with a lock 110 feet wide by 600 feet long and a concrete dam 940 feet long.

Additionally, the M-35 Marine Highway Route passes through the planning area along the Mississippi River. The route stretches from Lock/Mile 1 on the Mississippi River in Minneapolis, MN to the confluence of the Mississippi and Illinois Rivers in Grafton, IL where the M-55 Marine Highway Route begins. The designation of this stretch of the Mississippi River as a Marine Highway means that it is eligible for the Marine Highway Grant Program designed to develop and promote marine transportation as a means to 'relieve landside congestion and generate other public benefits by increasing the efficiency of the surface transportation system' (United States Marine Highway Program).

## 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 and Julia belle Swain.


**Figure 4.11.** La Crosse Queen Anne docked at Riverside Park, La Crosse.

The **Northern Grain Belt Ports**, comprised of 11 upper Mississippi River counties across Wisconsin and Minnesota, was designated as a Port Statistical Area (PSA) by the *Waterborne Commerce Statistics Center*. This designation enables collective reporting of freight tonnage, enhances recognition of the regional waterway commerce on a national scale, and boost economic

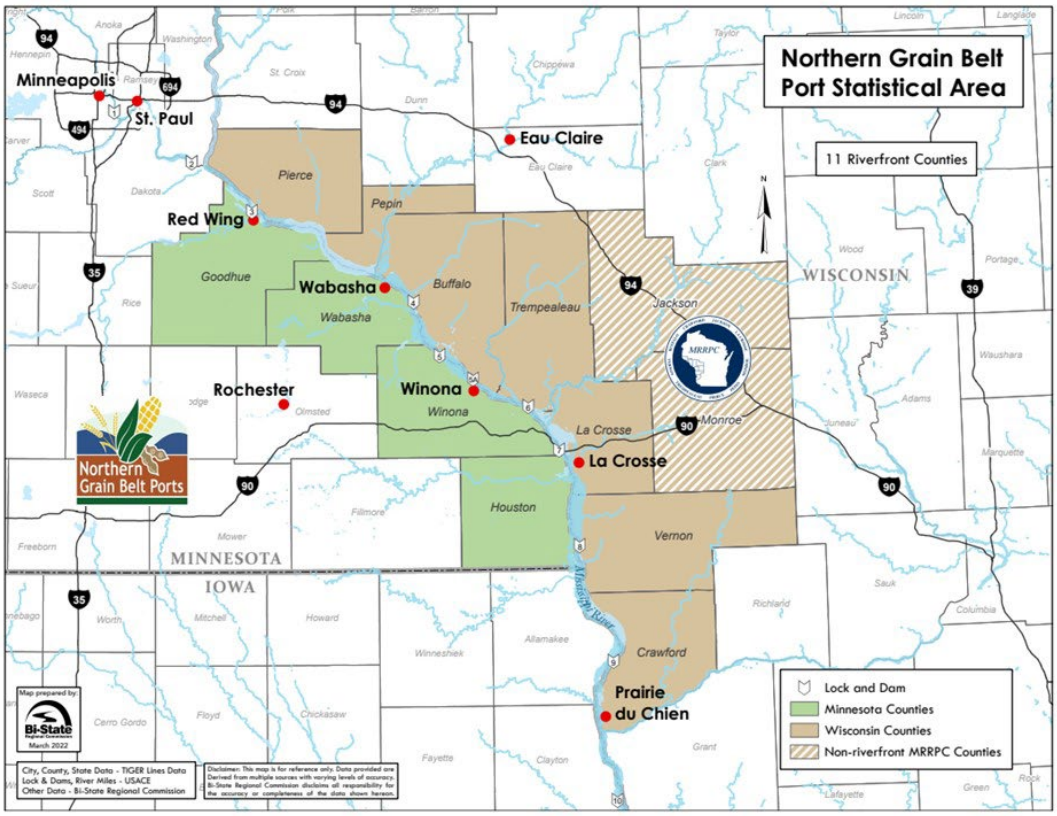



**Figure 4.12. Map of Northern Grain Belt Port Statistical Area.**
*Source: https://northerngrainbeltports.com/*

and federal grant opportunities. This initiative was driven by the Mississippi River Regional Planning Commission and supported by local, state, and federal agencies, local port authorities, agriculture stakeholders, and the Corn Belt Ports coalition.

The Northern Grain Belt PSA includes key port communities – La Crosse, Winona, Red Wing, and Prairie du Chien, who cumulatively handle millions of tons of freight annually. This is similar in size to the Port of Miami, based on tonnage, ranking them in the top 100 US inland ports, according to the *Minnesota Soybean Growers Association*. In July 2025, USACE confirmed that the Port of La Crosse was federally designated, with data (tonnage) being attributed to the PSA beginning in the March 2024 data release.

## *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.

**Figure 4.13. La Crosse Harbor Facility – Town of Campbell.** *Credit: Brennan Marine, Inc.*

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 also provides transfers between barge and CPKC 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 4.2** summarizes the characteristics of the major freight transfer and fleeting sites in the Port of La Crosse.

**TABLE 4.2: Major freight transfer and fleeting sites within the Port of La Crosse.**

| 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.<br>• Operated by a local fleeting service under lease with the City Harbor Commission.<br>• 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.<br>• 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 16 barges when not receiving asphalt and petroleum products. |
| **J.F. Brennan Co., Inc.** | Black River (mile 1.2); Bainbridge St, French Island, Town of Campbell. | • Marine construction; environmental remediation; commercial diving; submarine cable services. |
| **F.J. Robers Co.** | Black River (mile 1.0), south of Brennan Marine on Bainbridge St, French Island, town of Campbell. | • Fleeting 6 barges when dock operations allow.<br>• Transload facility for Canadian Pacific.<br>• Freight transfer between barge, rail, and truck.<br>• 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.<br>• 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. |
| **Amrize Inc.** | Mississippi River (mile 697.5); Cross St, La Crosse. | • Transfer of cement between barge and truck. |
| **Hanke Terminals** | Mississippi River (mile 696), Marcou Rd, La Crosse | • Hanke Trucking operates a terminal in La Crosse and primarily handles bulk and aggregate products in the area. |

*Source: Port of La Crosse Harbor and Waterfront Plan 2011.*

## 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. Most air parcel cargo destined for the area is primarily received and handled by another air cargo hub like Rochester, Madison, Rockford, Chicago, etc.

### *Interim National Multimodal Freight Network (NMFN)*

The Interim Multimodal Freight Network is an evolution of the first federally designated national freight network established during MAP-21, and 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 consists of approximately 175,000 miles of highways, railways, and waterways and 205 marine ports and airports and is considered an interim network until such time all statutory requirements have been fulfilled and the network approved. **Table 4.3** lists the interim NMFN facilities in the planning area; **Figure 4.14** illustrates the interim network.

| Facility | Type | Planning area extents | Centerline Miles |
|---|---|---|---|
| I-90 | National Highway Freight Network (NHFN) | I-90 through the planning area | 18.5 miles |
| State Road 157 & STH 16 | Wisconsin part of draft National Multimodal Freight Network | I-90 – Gillette St | 2.3 miles |
| M-35 | Marine highway corridor | Navigation channel through the planning area | 21.3 miles |
| Mississippi River | Domestic Waterway Route | Mississippi River through the planning area | 21.3 miles |
| Canadian Pacific Kansas City | Rail freight network | Canadian Pacific Kansas City through the planning area | 24.4 miles |
| BNSF Railway | Rail freight network | BNSF Railway through the planning area | 23.4 miles |

*Source: U.S. Department of Transportation; www.transportation.gov.*

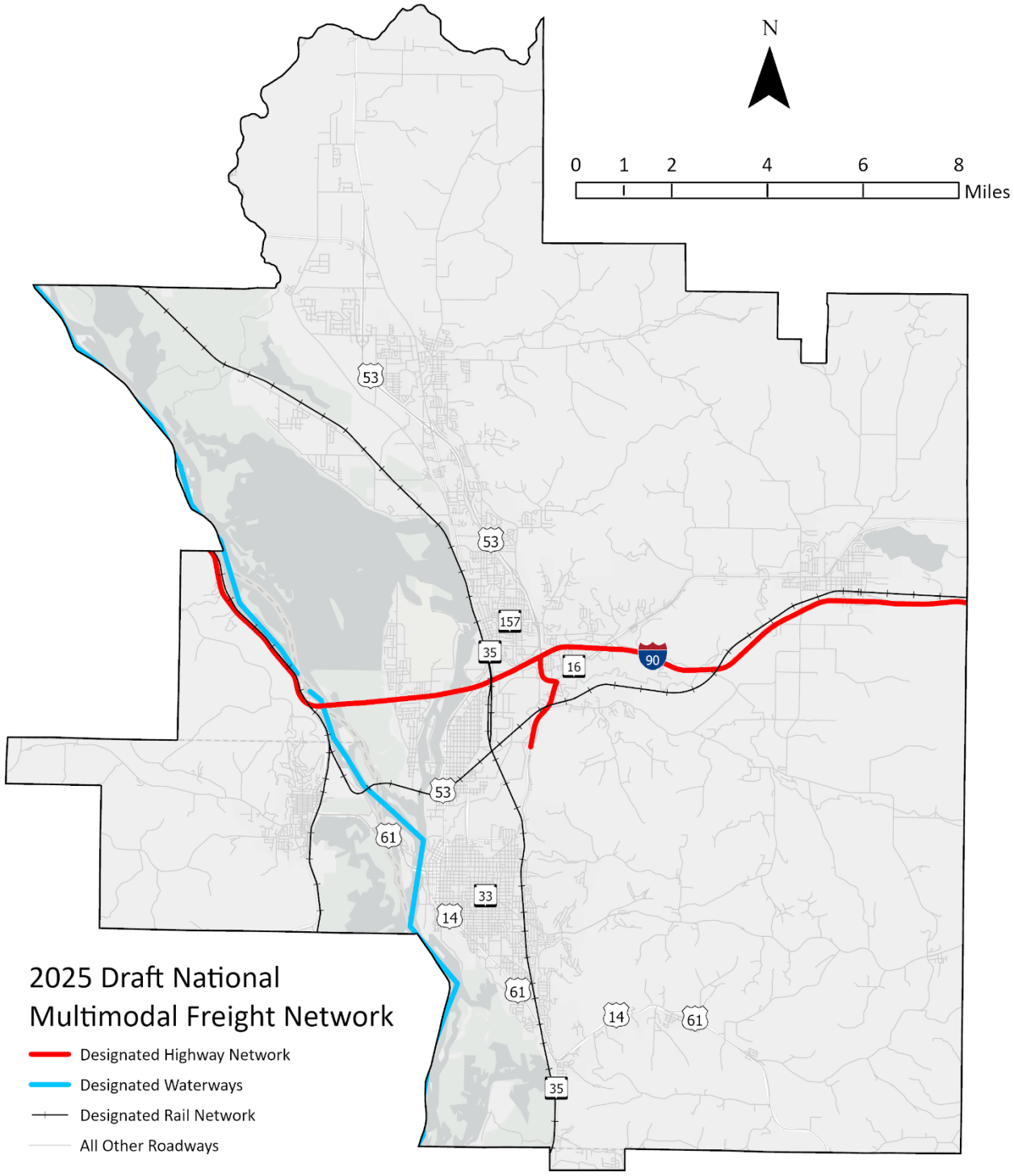



**Figure 4.14. Draft LAPC Multimodal Freight Network.** *Data Source: U.S. Department of Transportation.*

## Freight Operations and Forecasts

Freight shipped out of La Crosse County shifted significantly to truck and rail, with truck tonnage increasing 43.2% and rail tonnage increasing 196.4% between 2017 and 2021. Rail freight more than doubled its share of total originating tonnage, however its relative share of outgoing freight remains low at 2.3%. Truck freight increased its share of total outgoing tonnage to 87.1%, returning to 2011 levels. Barge freight tonnage fell significantly between 2017 and 2021 but remained higher than 2011 tonnage. In total, the freight being shipped out of La Crosse County continued to grow throughout the 2011 to 2021 period, showing a 20.7% increase between 2011 and 2017 and a 24.5% increase between 2017 and 2021.

Freight movement into the county was also dominated by trucked freight, with 91.3 percent of all freight tonnage terminating by truck. Freight trucked into the county decreased 3.4 percent from 2017 by ~160,000 tons. Overall, freight tonnage increased for originating freight while terminating freight saw a slight decrease.

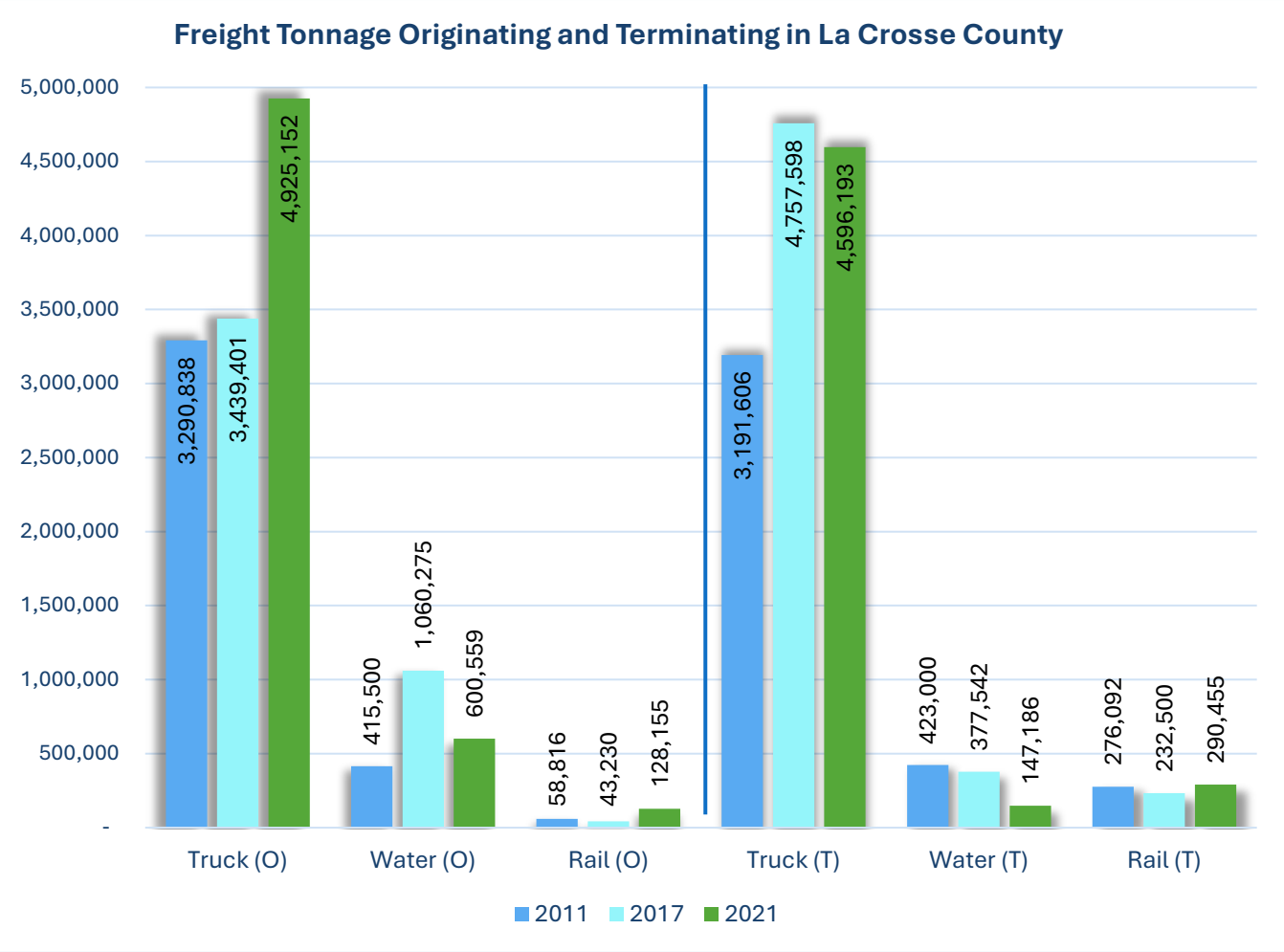



**Figure 4.15. Freight Tonnage Originating and Terminating in La Crosse County; 2011, 2017, and 2021.** *Source: Commodity flow data c/o Wisconsin Department of Transportation*

According to forecasts in the Wisconsin State Freight Plan (2023), truck freight tonnage is estimated to increase by 12.4% by 2030 and 50.5% by 2050. A similar projection was made for the value of truck freight increasing by 18.2% by 2030 and 79.4% by 2050.

2050 rail estimates show a 96.1% statewide increase in tonnage and a 133.7% increase in value.

Statewide, water freight tonnage is expected to increase by 30.6% by 2030 and 43.7% by 2050. The share of freight to be shipped via waterway is expected to decrease in comparison to other modes. The La Crosse Harbor is not expected to grow its volume at the pace forecasted by WisDOT.

The 2023 Wisconsin State Freight Plan forecasts an increase in air freight tonnage statewide by 83.5% between 2022 and 2050. Within the LAPC planning area however, the movement of freight at the La Crosse Regional Airport has historically been low and is forecast to remain low due to lack of freight handling capabilities. The La Crosse Regional Airport is not served by integrated carriers (UPS, FedEx, etc.) meaning freight movements are exclusively carried by passenger airlines. Demand for air freight for expedited shipping is shifting towards truck because of its lower cost and similar shipping time.

# Passenger Services

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

## Existing Passenger Rail Service

### *Amtrak*

Amtrak operates the *Borealis* between Chicago, IL and Minneapolis-St. Paul, MN and the *Empire Builder* between Chicago, IL and Portland, OR/Seattle, WA, which serves the planning area with two eastbound and two westbound trains. The train station, located on the north side of La Crosse, is open from 10:15 a.m. to 8:15 p.m. daily, 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.

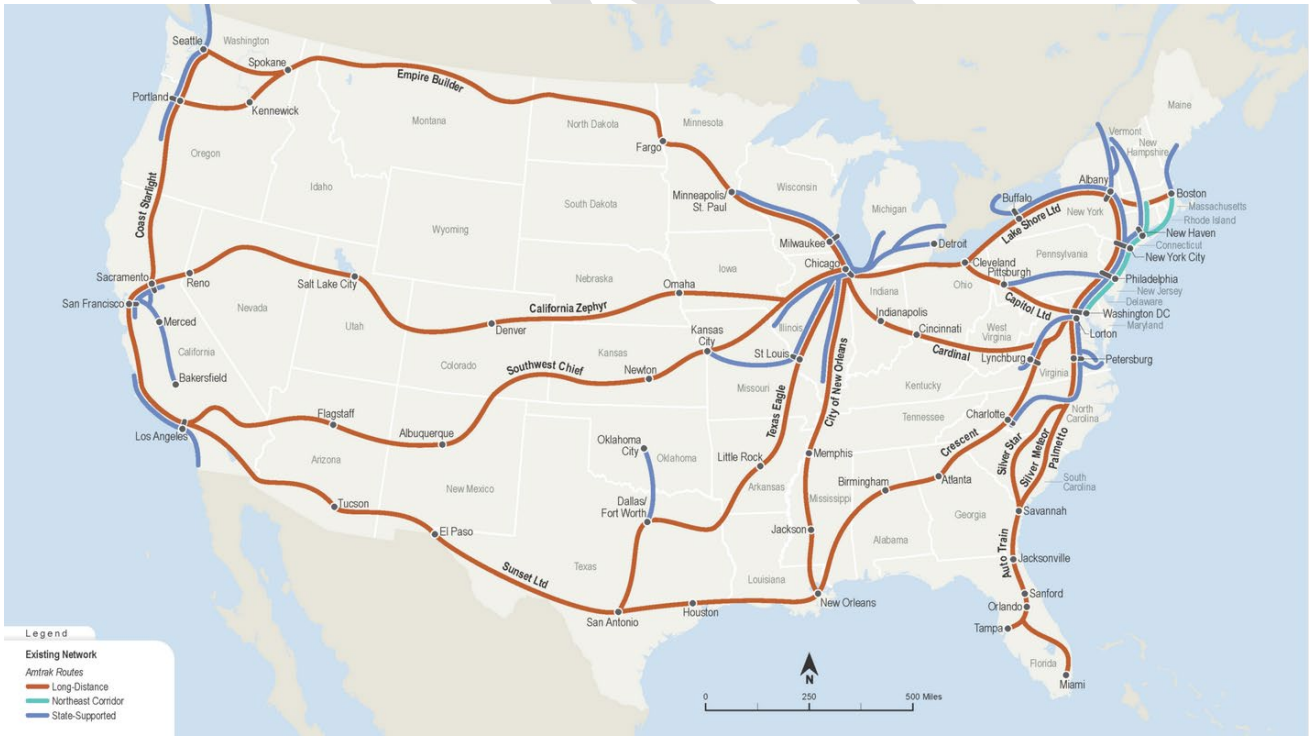



**Figure 4.16.** Amtrak's existing network of routes (2024). *Source:* *FRA Long-Distance Service Study*.

The ***Borealis*** route serving the planning area is the result of a collaborative effort between MnDOT, WisDOT, LAPC, and Amtrak. Amtrak completed a feasibility report (2015) which recommended a 2-phased approach to service development and implementation including the Purpose and needs statement, alternatives analysis, rail traffic control (RTC)USC operations analysis report, environmental analysis, and service development plan. This new daily route serving the planning area was established in spring of 2024.


**Figure 4.17. Borealis Inaugural Ribbon Cutting**, La Crosse Depot.

On May 21, 2024, Amtrak's *Borealis* service made its inaugural run from St. Paul to Chicago, marking a new era for passenger rail in the Midwest. This launch included ceremonies in multiple cities with local, state, and federal leaders in attendance. Within the first year of service, ridership demand vastly exceeded expectations and initial estimates of 155,500[9]. **At the first anniversary, the Borealis saw a little over 205,800 riders** (Amtrak Media, 2025).


**Figure 4.18. Borealis Inauguration**, La Crosse Depot.

[9] Evaluation of a Second Daily Intercity Passenger Rail Frequency between Minnesota and Chicago (2015) 2nd-train-feasibility-summary.pdf

# Envisioned Service & Planning Initiatives

### (MWRRP) Study – 2021

This planning study is the result of a multi-state network study for intercity passenger rail in the Midwest region. Led by the Federal Railroad Administration (FRA), the MWRRP presents a long-term vision for intercity passenger rail. The study encompassed 12 states in the Midwest and had the primary purpose of advancing regional rail planning and to create a 40-year framework for passenger rail in the Midwest. Recommendations made in the report are opportunities for further development of high-performance passenger rail connectivity at the regional level.

Next steps for following up on this study involves corridor-specific studies to "further refine potential network configuration options to compare impacts on different corridor alignments based on ridership, capital costs, and other evaluation criteria." Per the MWRRP, it is anticipated that this effort could be led by state DOTs and potentially others (Midwest Regional Rail Plan, 2021).

### FRA- Amtrak Daily Long-Distance Service Study

This service study was initiated to evaluate the restoration of daily passenger rail service along discontinued Amtrak long-distance routes. The identified 'preferred' routes from the service study reflect current travel demand as well as opportunities to increase rail services and connectivity. The results of the long-distance service study can be found on the study's website.

The final report identifies a conceptual network of long-distance routes to dramatically expand rail service to millions of Americans. Outlined in the final report are the significant challenges to implementing service expansion including, but not limited to, funding and governance of Amtrak long-distance service as there is no committed sustained funding support or program to construct or operate the preferred route options from the study.

### Great River Rail Commission

In July 2016, the LAPC began its membership on the Great River Rail Commission, formerly known as the Minnesota High-Speed Rail Commission, which is a joint powers board formed under Minnesota law in 2009. It was renamed in 2019 to better reflect its mission: advocating for faster, safer, and more frequent passenger rail service between the Twin Cities and Chicago. Its long-range vision includes expanding the Twin Cities–Chicago passenger rail corridor with:

- A second daily round-trip train ("Borealis," started in May 2024),
- More frequent and faster service (envisioned up to 110 mph),
- Improved freight capacity and economic development along the route
- Promotion of communities along the route to expand tourism and travel

Key roles of the Commission include:

- Serves as an advocacy and coordination body, supporting project development as a financial partner,
- Works with MnDOT and other agencies to ensure accountability,
- Advocates to local, state, and federal government for funding and policy support,
- Conducts strategic communications to raise public and stakeholder awareness

## Regional Bus Service

Jefferson Lines, Greyhound, Flix, Badger Bus, Coach USA, and Groome all serve the La Crosse area in some capacity, whether La Crosse is a stop along a route or a destination. Numerous privately operated regional bus transit services have appeared in the last several years and offer varying degrees of destination availability to passengers. Many of these private operators offer inter-city, regional service while some such as Greyhound and Flix offer nationwide destinations. WisDOT maintains an inventory of intercity bus routes and operators throughout Wisconsin and their 2025 map can be found on their website.

## 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.

**Figure 4.19.** Aerial of LSE Airport. *Credit: Travelwisconsin.com*

LSE is a self-sufficient entity of the city of La Crosse. It sits on 1,380 acres on French Island. Currently, LSE provides non-stop service to Chicago, IL on American 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 WI-FI. Public parking is available at a cost for short- and long-term stays.

## Other Passenger Services

### For-Hire Transportation Services

Taxicab companies and transportation network companies (TNCs) are the two types of for-hire transportation services that operate in the planning area. These services are for-profit and offer on-demand service at a premium to the consumer.

The taxi companies operating out of the La Crosse are Coulee Region Taxi, Bullet Cab, and Bee Cab. These are pre-booked services and assign rides to drivers as the requests are made.

Uber and Lyft are TNCs that have been operating within the planning area since 2017. TNCs are different from traditional taxi service in that they utilize technology to gain efficiencies, they offer shared rides, and the drivers typically own their own vehicle. The impact of TNCs on cities seem to vary depending on various factors including initial car dependency, median income, and proportion of children to the population. A simulation conducted by researchers from Carnegie Mellon University College of Engineering found that on average, Uber and Lyft services "clean the air but clog the streets." Researchers quantified the societal cost of each trip and found that while TNCs marginally reduce pollution, (mainly by avoiding the burst of pollution when starting a vehicle) they disproportionately increase the cost of each trip from crashes, congestion, pollution, and noise (Jeremy Michalek, 2022).

## Passenger Service Operations and Forecasts

**Figure 4.20** 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 (de-boardings).

The steep decline in boardings experienced by the La Crosse Regional Airport (LSE) can be attributed to the loss of Delta Airlines service at the airport, reducing the number of flights and potential destinations travelers can take advantage of. Preliminary 2025 boarding information seems to indicate that airport passenger counts are stabilizing, with 9,060 total passengers in Q1 2025- a 38% increase over Q1 2024 (Bureau of Transportation Statistics T-100 Market data). The airport established a minimum revenue guarantee fund in late 2024 as part of its strategy to attract additional airline services. Desire for more airline service was a prominent part of feedback LAPC collected through the online survey for the MTP update. Currently, LSE has daily service to Chicago via American Airlines and a workgroup dedicated toward expanding to other carriers and routes. **Figure 4.20** shows recent rail and air ridership trends for the region, which both have a strong reliance on connectivity to Chicago and the Twin Cities hubs for access to national and international destinations.

Amtrak ridership more than doubled between 2021 and 2024, mostly attributed to the addition of the Borealis route between Chicago, IL and Minneapolis, MN. The capacity created by the Borealis route has boosted Amtrak ridership past its pre-pandemic level. Despite the corrosion issues Amtrak experienced over the 2024 wintertime with the Horizon railcars, ridership remained high and is expected to continue.

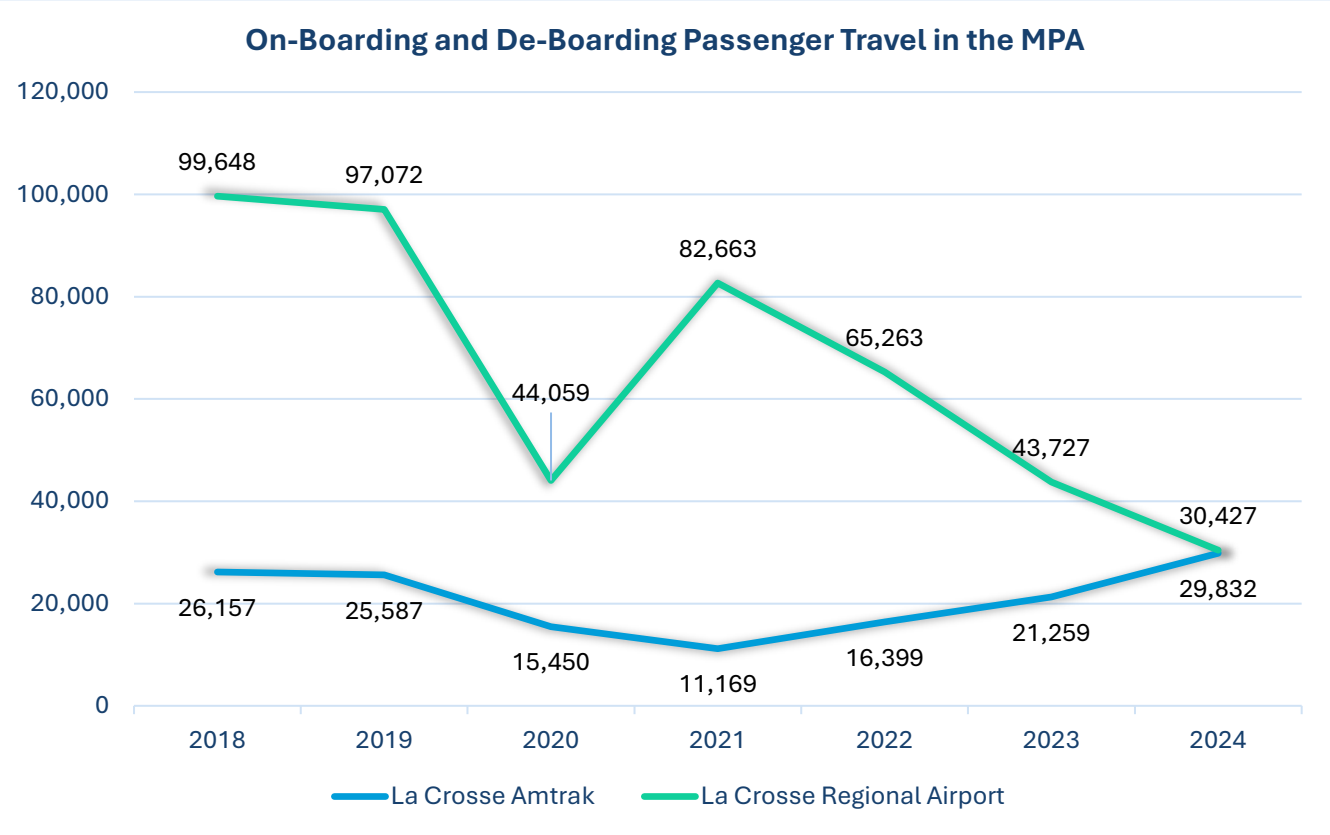



**Figure 4.20.** La Crosse Depot Amtrak Ridership and La Crosse Regional Airport Ridership by year. *Source: U.S. Department of Transportation, Bureau of Transportation Statistics*.

# Local Transit Network & Services

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

## *La Crosse City Bus- Municipal Transit Utility (MTU)*

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.


**Figure 4.21. La Crosse MTU bus parked during a driver change.**
*Credit: La Crosse MTU.*

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.

Core routes of the MTU include Routes 1, 2, 4, 5, and 6. These routes run seven days per week, with weekday service starting at 5:12 AM until 10:40 PM and weekend service starting at 7:42 AM until 7:40 PM. Bus frequency along these routes is 30-minutes during the week, and 60-minutes during weekends. All core routes begin at the Grand River Station transit center.

MTU operates two 'circulator routes', C1 and C2, that provide bi-directional service around popular destinations around La Crosse. These routes are operated on weekdays from 7:12 AM until 5:10 PM after which the C2 route continues to operate with a 30-minute frequency until 10:10 PM. This is the only route that receives 30-minute service at night.

A late-night bus route, dubbed the 'Safe Ride', does operate between downtown La Crosse and through each of the college campuses every 15 minutes. This route is state-funded and is designed to reduce drinking and driving behavior among college students. Additionally, this service is free to students and the public. This service only operates during the spring and fall semesters on Thursdays, Fridays, and Saturdays between 10:30 PM and 3:00 AM.

Three routes are contracted by other municipalities to extend MTU services. Route 7 to Campbell and the La Crosse Airport (by request), route 8 to Crossing Meadows, route 9 to Onalaska, and route 10 to La Crescent. Routes 7, 8, and 9 are only weekday service with route 10 also receiving Saturday service times.

## Intercity Rural Regional Bus (SMRT)

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 2012 under the administration of Prairie du Chien but changed to La Crosse County in 2019 after service expanded into Monroe County.


**Figure 4.22. S.M.R.T. Bus utilizing the wheelchair lift to help a passenger off of the bus** *Credit: Running, Inc.*

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.

The Red Route is roughly 130 miles long. 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 long, 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.

## Shared-ride Taxi (DriftLink)

Onalaska-Holmen-West Salem Public Transit contracts with Running Inc. to operate the DriftLink public transit service. DriftLink is a door to door, shared ride, van taxi service for trips within and between the City of Onalaska, Holmen, and West Salem. Rides are not accepted for origins or destinations outside of these communities. Free transfers between MTU and DriftLink occur at Center 90 in Onalaska and at the Valley View Mall in La Crosse. Riders transferring to DriftLink must call to arrange a pick-up at one of these locations.


**Figure 4.23. DriftLink van.** *Credit: Running, Inc.*

## *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)

La Crosse County ADRC contracts with Abby Vans to provide door-to-door service at a significantly reduced rate to eligible riders. This service was recently (end of 2024) threatened to be significantly cut back from unlimited rides to a maximum of 30 rides per year per rider, citing fiscal unsustainability. However, after concerns were raised by those that rely on the service, the ADRC reinstated the unlimited ride limit for medical appointments only. ADRC has expressed that this is a temporary solution, and that the program needs to significantly reduce cost to continue service.

2) 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). 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.

3) Managed Care Organizations (MCOs)

MCOs are organizations that manage Medicaid program health care and other services in their state. 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. In the La Crosse area, the MCOs include Inclusa and My Choice Wisconsin. Both providers were acquired by a subsidiary of Humana and Molina respectively in 2023.

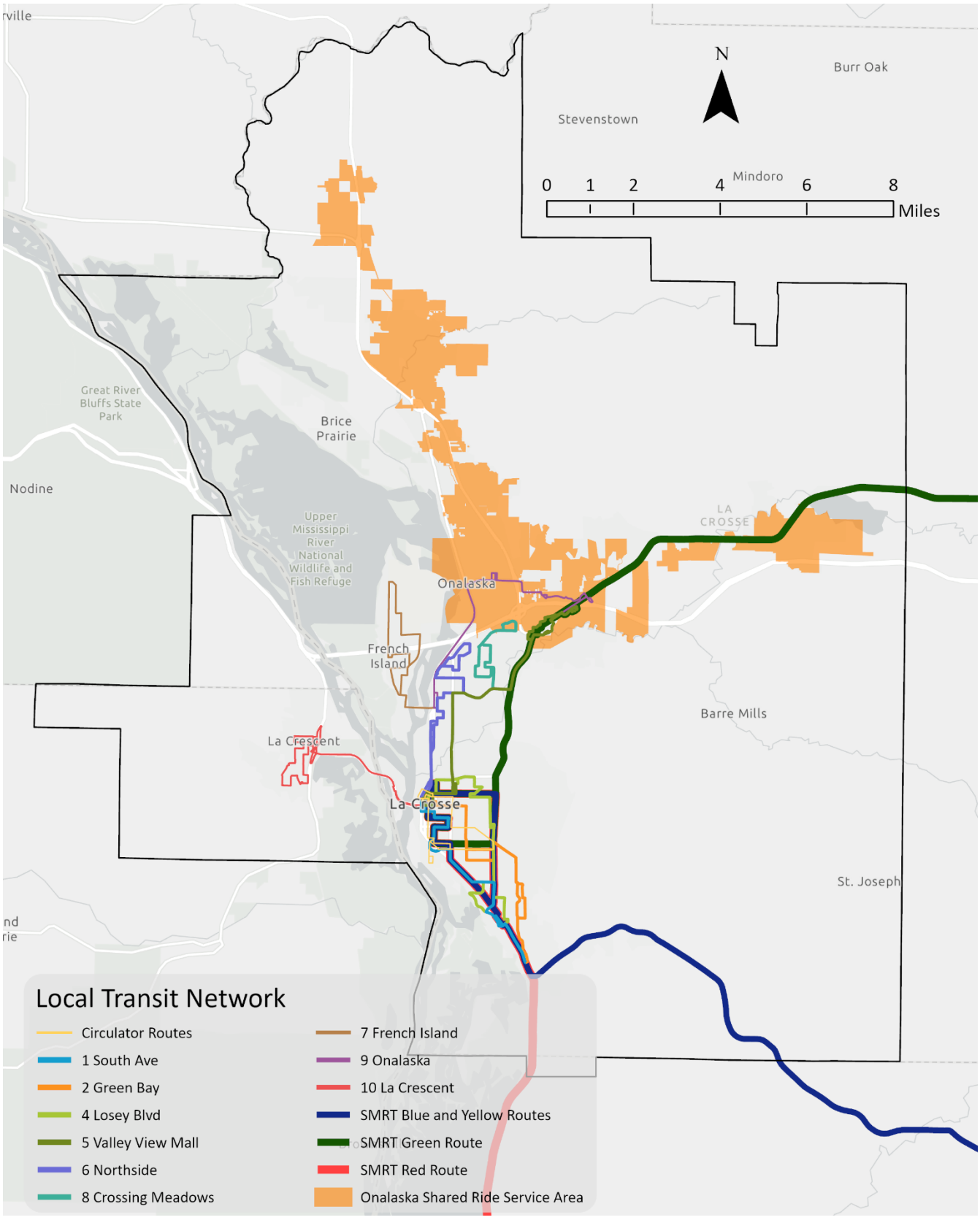



**Figure 4.24. Transit network within the planning area including MTU, DriftLink, and SMRT providers.**

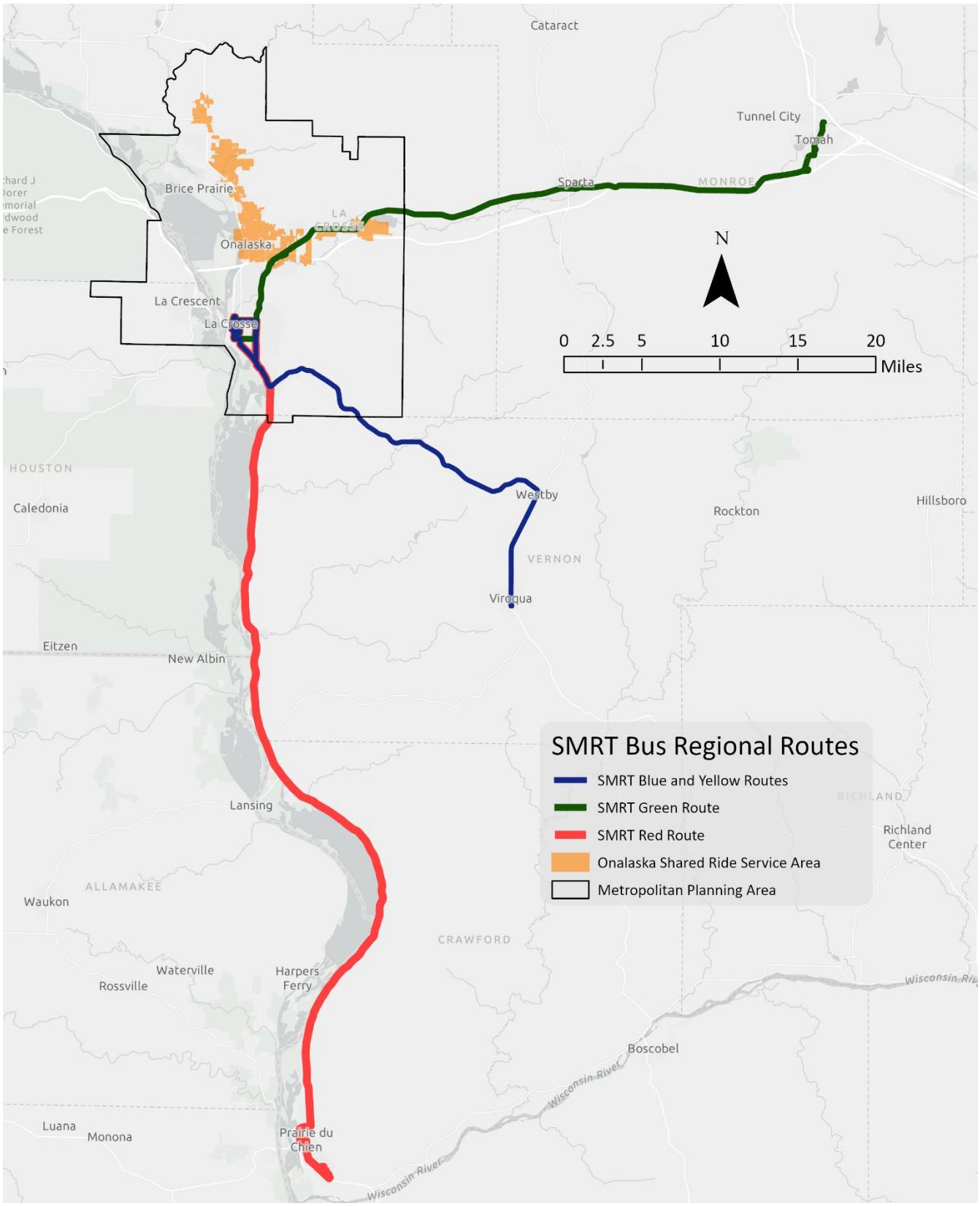



**Figure 4.25. SMRT Bus regional route extent.**

## 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 two urban systems in the planning area—La Crosse MTU and DriftLink—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. 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. Currently the largest barrier to extending MTU service to the station is the geometry of the roadway and how service would impact the rest of route 6. The only direct service currently 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.

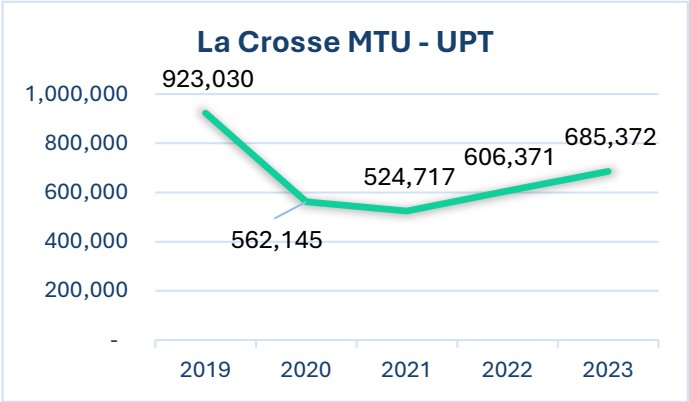
## *Transit Operations and Forecasts*

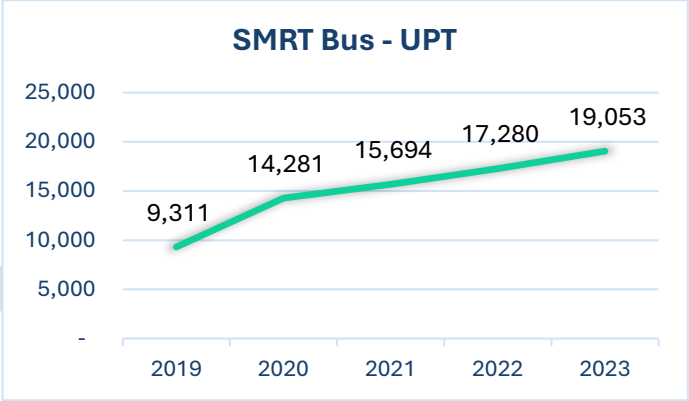
As defined by the Federal Transit Administration (FTA), **Annual Unlinked Passenger Trips (UPT)** are "the number of passengers who board public transit vehicles and are counted each time they board vehicles no matter how many vehicles they use to travel from their origin to destination" (*FTA, National Transit Database*). **Figure 4.26** shows the UPTs for the three transit providers in the area (La Crosse MTU, SMRT Bus, and DriftLink shared ride) between 2019 and 2023.

Each of the planning area's transit agencies have seen consistent increases in ridership since pandemic restrictions were lifted. All but the La Crosse MTU has fully recovered to pre-pandemic ridership levels. MTU ridership has trended upward since 2021at a rate consistent with SMRT and DriftLink. If this trend continues, MTU should close its pre-pandemic ridership gap within the next 2-3 years.

All three transit providers have made strides to make their services more accessible and attractive to prospective riders. To illustrate, the La Crosse MTU implemented an improved app and bus-tracking interface to streamline the route-planning experience in early 2025, SMRT Bus installed bus stop signage to more clearly mark pickup locations, and DriftLink rebranded their shared-ride service.

The next several years will be critical to determine the long-term viability of substantial transit services, not just in the planning area but across the country. In the post-pandemic years, transit funding pitfalls are approaching while operating and procurement costs have rapidly outpaced routine inflation adjustments in funding streams. There is desire from decision makers and the public from within the planning area to maintain and expand transit services within the region. LAPC is actively searching for new funding streams to benefit our transit agencies, including studying the feasibility of implementing a regional transit authority.



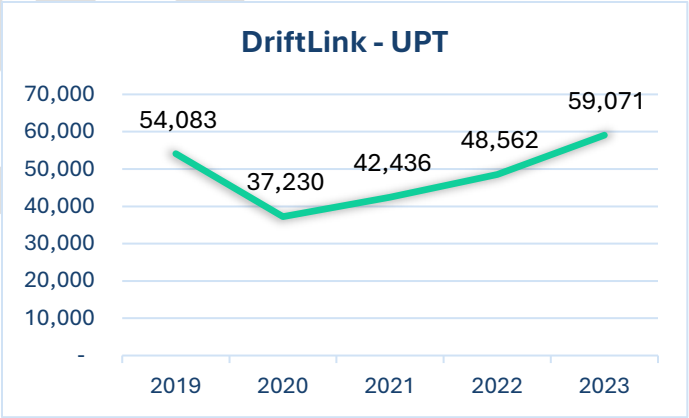




**Figure 4.26.** Annual Unlinked Passenger Trips (UPT), MTU, SMRT, and DriftLink, 2019-2023. *Source: FTA National Transit Database, Transit Agency Profiles*

## *Regional Transit Authority (RTA) Feasibility Study*

A regional transit authority is a government agency or public-benefit corporation jointly created by two or more political subdivisions to oversee and coordinate public transportation within a specified geographic region. RTAs are usually formed to improve regional transit services and generate a stable funding stream. LAPC has identified the formation of an RTA as a recommended action for effectively developing our local transportation system since its 1998 long-range transportation plan and has appeared in each long-range plan since. Because RTAs are not allowable in the State of Wisconsin, these recommendations have not been realized.

In 2024 LAPC allocated Complete Streets Planning Activities funding toward completing an RTA feasibility study in anticipation of RTAs potentially becoming a reality in Wisconsin in the coming years. LAPC identified the uncertainty of transit funding increases at the state level as a challenge to planning efforts and the formation of an RTA to be a viable solution (*Coulee Vision 2040,* 2015). The concept was also identified as an area of opportunity in the La Crosse Regional Transit Development Plan (2021). The scope of the RTA Feasibility Study is to detail the legal, financial, and governance structure of an RTA within our region and will be underway through 2025.

# 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 some 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 comfort and 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 most basic 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 painted white line. A more robust 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.

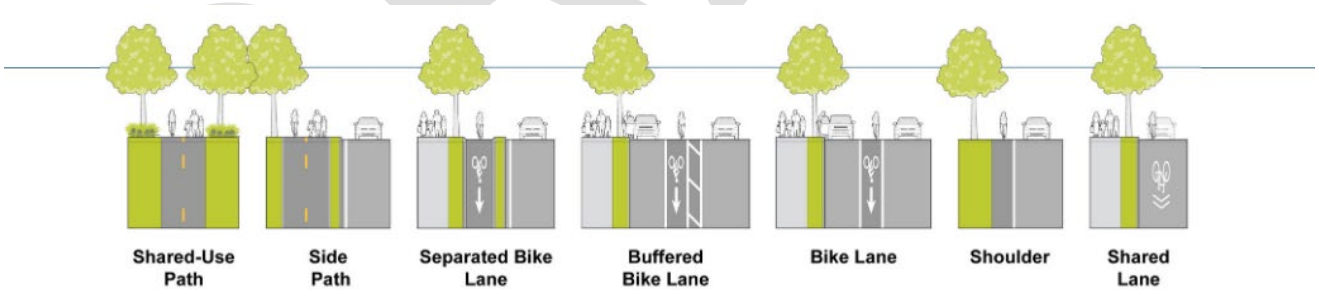



**Figure 4.27. Illustration of differing degrees of bicycle facilities.** *Source: FHWA Bikeway Selection Guide (2019).*

Because bike lanes require dedicated space, installation in constrained environments usually means reallocating roadway space from parking and/or travel lanes—actions that may result in 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 very little to improve safety or security.

The preferred accommodation among bicyclists in the area is a protected/separated bike lane. To date, one separated bike lane has been installed in the city of La Crosse in the downtown area on 2nd Street, stretching from La Crosse Street to Market Street. This facility is slated to receive an upgrade in the form of a cement median to replace the plastic bollards there now to physically separate the cycle track from the roadway.

**Table 4.4** compares the bike lane miles inventoried in 2024 to those reported for 2015 and 2018 in *Coulee Vision 2040*. The city of La Crosse has the most bike lanes in the planning area in 2024 at 14.7 miles, adding 5.9 miles since 2018 for an increase of 67 percent. The city of Onalaska has the second-most and are up 24.5 percent from 5.3 miles in 2018 to 6.6 miles in 2024.

**Figure 4.32** shows the inventoried bike lanes in the planning area and how they connect to existing trails for continuity in travel.

***Table 4.41. Comparison of Bike Lane Miles, 2015, 2018, and 2024.***

| *Community* | Miles **2015** | Miles **2018** | Miles **2024** | Percent Change |
|---|---|---|---|---|
| ***La Crosse*** | 6.15 | 8.8 | 14.7 | 67% |
| ***Onalaska (C)*** | 3.35 | 5.3 | 6.6 | 24.5% |
| ***La Crescent*** | 2.25 | 2.25 | 4.32 | 52.1% |
| ***Shelby*** | 1.53 | 1.53 | 1.53 | 0% |
| ***Onalaska (T)*** | 1.14 | 1.14 | 1.14 | 0% |
| ***Holmen*** | 0.6 | 0.6 | 0.6 | 0% |
| ***West Salem*** | 0.29 | 0.29 | 0.29 | 0% |
| *Total* | **15.1** | **19.7** | **29.18** | **32.5%** |

**Source: LAPC GIS.**

## 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 4.5 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.

***Table 4.52. Municipal 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. Cul-de-sacs do not require either | ***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*** |

***If subdivision was accepted prior to May 1st, 2010, and no sidewalk exists, new sidewalk must be 4 feet wide.***

****Minimum of 10 feet for pedestrian pathways or the right-of-way for pedestrian ways.***

**Source: Local subdivision and development codes.**

30 percent of the centerline miles in urbanized areas have sidewalks on both sides of the street. An additional 13 percent of the centerline miles have a sidewalk or trail on one side. 57 percent of the centerline miles in the urbanized area have no sidewalks or trail. Figure 4.28 shows how roads with sidewalks on both sides are concentrated in the core areas of the cities and villages.

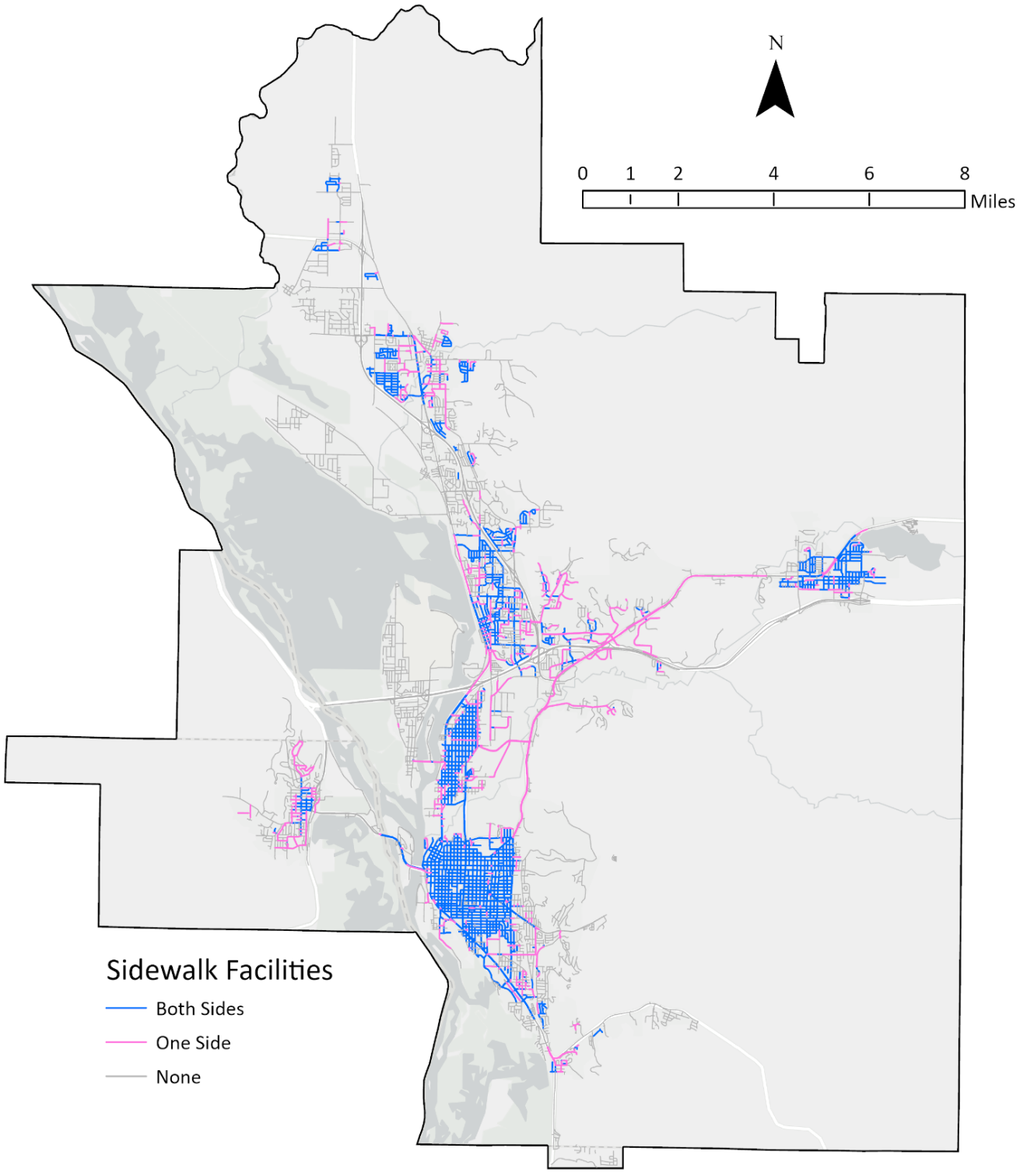



**Figure 4.28. Sidewalk facilities within the planning area.** *Source: LAPC GIS Inventory, Aerial Imagery*

## *Connections and Crossings*

Providing bike lanes, sidewalks, and trails alone does not equate to having an effective 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 network, crossings and routes that take you out of your way, and traffic operations that prioritize motorized vehicles over other modes are barriers that add additional risks to bicyclists and pedestrians. Bicyclists and pedestrians are especially susceptible to risk as they do not have a vehicle protecting them in the event of a crash, increasing the risk for serious injury or death.

### Network Gaps:

Gaps within the transportation network can pose significant bottlenecks to the flow and safety of any transportation mode. Network gaps are felt the most by active forms of transportation where dedicated facilities end abruptly or are interrupted by facilities that prioritize vehicular travel.

Images below show a recent infill in a network gap. Crossing municipal boundaries, the Town of Shelby and City of La Crosse collaborated and applied for the redistribution of Transportation Alternative Program (TAP) grant funding in 2024. This award allowed the municipalities to construct the sidewalk along the busy and higher speed, US 14/61, connecting the Brickworks neighborhood to the Highway 35 sidewalks. The sidewalk was completed in the summer of 2025.

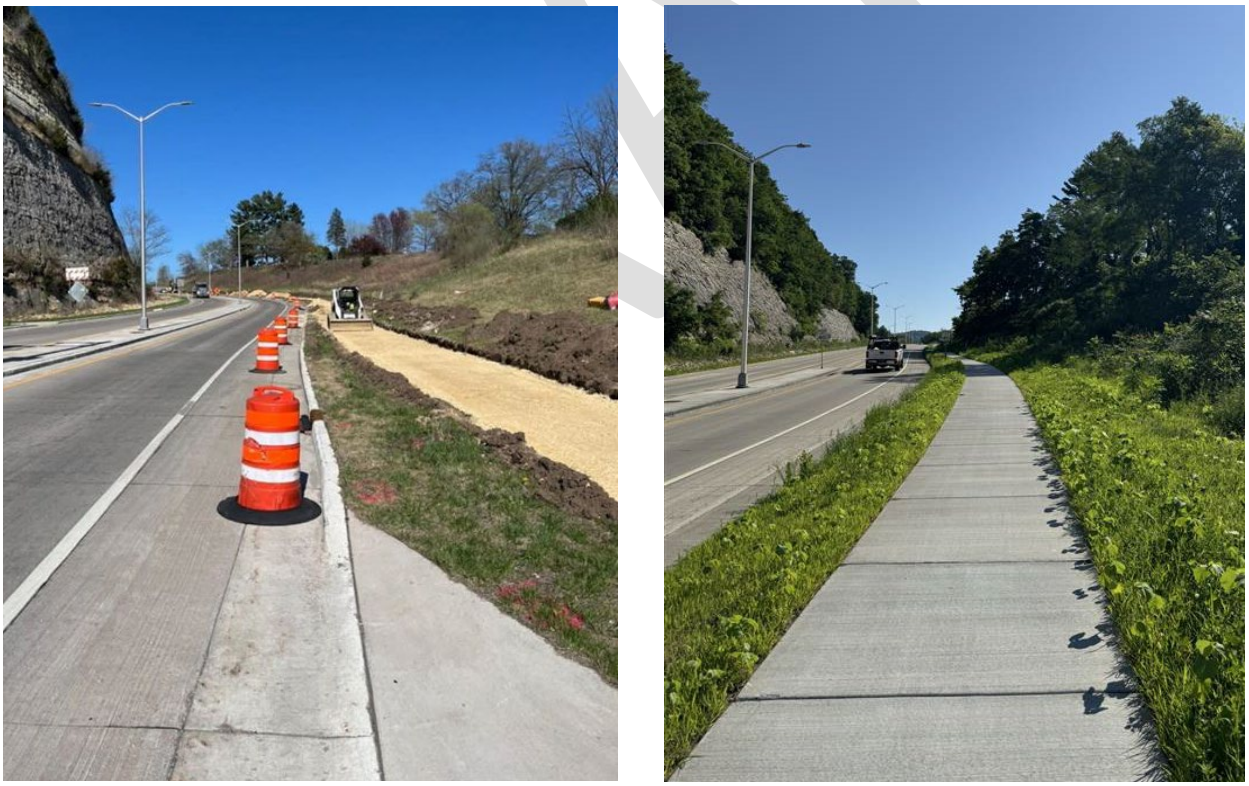


**Figure 4.29. During Construction (Left) and after (Right) a sidewalk installation along a portion of US 61 into the Town of Shelby.** *Photo Credits: Dillon Mader (Left), Erin Duffer (Right).*

Dedicated bicycle facilities in the denser urban areas help to provide safer alternative/parallel routes for cyclists, reducing conflicts with vehicles. However, dedicated facilities do little to alleviate bike-vehicle conflicts if the facilities do not extend and connect to other bicycle/pedestrian infrastructure and popular destinations. **Figure 4.30** shows the bike facilities in La Crosse's lower northside area. The gaps between these facilities cause friction for users and reduces the likelihood that people will use the dedicated facilities at all, potentially preferring sidewalks or the roadway or driving a single occupancy vehicle instead.

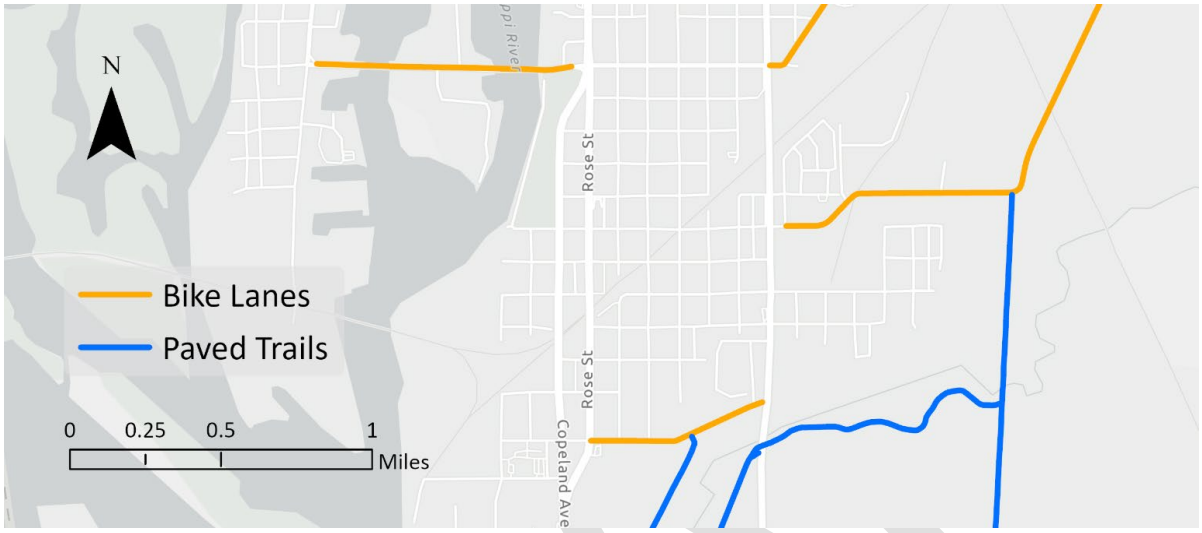



**Figure 4.30. Bike lanes and paved trails in La Crosse's lower northside area.** *Source: LAPC GIS Inventory.*

### Pedestrian Crossings:

The major roads in the region (arterials shown in **Figure 4.1**) are highly trafficked, often four-lane facilities ranging in posted speed from a low of 25 mph on West Avenue (STH 35) and La Crosse Street (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 distance of four or more lanes (Drivers are less likely to yield the right-of-way to pedestrians on roadways wider than two 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 are less likely to yield the right-of-way to pedestrians at unmarked crosswalks).
- 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 couple with higher operating speeds, can result in more severe pedestrian crashes.

To address some of these challenges, local municipalities have begun installing rectangular rapid flashing beacons (RRFBs) at key crossings. They provide the benefits of immediate activation and a significantly higher likelihood of drivers yielding the right-of-way to crossing pedestrians.

## Trails

The planning area is host to a variety of established multi-use trails for either recreational or regional transportation purposes. Some of these regional trails include the path connecting La Crosse and West Salem along State Highway 16, the Bluffland Traverse, and the Wagon Wheel Trail connecting La Crosse and La Crescent. Separated, paved trails offer an alternative to on-road facilities that users may find more comfortable as they are typically physically separated, sometimes completely isolated, from roadways. For instance, the marsh trail network in La Crosse provides an alternate connection between the north and south sides of La Crosse in addition to its recreational value.

**Figure 4.31. Mixed use trail under construction.**

LAPC staff participate in the Bluffland Coalition – made up of local governments and non-profit organizations – who work together for trail development and conservation and preservation of the Upper Mississippi Blufflands in the planning area. In 2016, LAPC provided funding to develop the *Blufflands Plan* – a plan for conservation and recreation throughout the La Crosse – La Crescent Region.

Most trails are primarily recreational and offer opportunities for hiking and biking in natural areas. Outdoor recreation is a significant economic driver, especially for the La Crosse region. In 2023, Wisconsin's outdoor industry broke records with $11.2 billion contributing to the state's Gross Domestic Product (GDP) (WI Office of Outdoor Recreation Economic Impact of Outdoor Recreation). The LAPC planning area's extensive trail system is well positioned to benefit from continued trail expansion and connectivity – drawing cyclists, hikers, and outdoor enthusiasts from across the Midwest. These visitors support local tourism and small businesses, further contributing to the outdoor recreation economy. In 2024, LAPC was invited to the site amenities committee by ORA Trails on their latest project, the Community Trail Farm. This project will continue to expand the footprint of recreational opportunities in the region while also complementing Bluffland Coalition plans.

**Figure 4.32** illustrates the existing network of trails within the planning area.

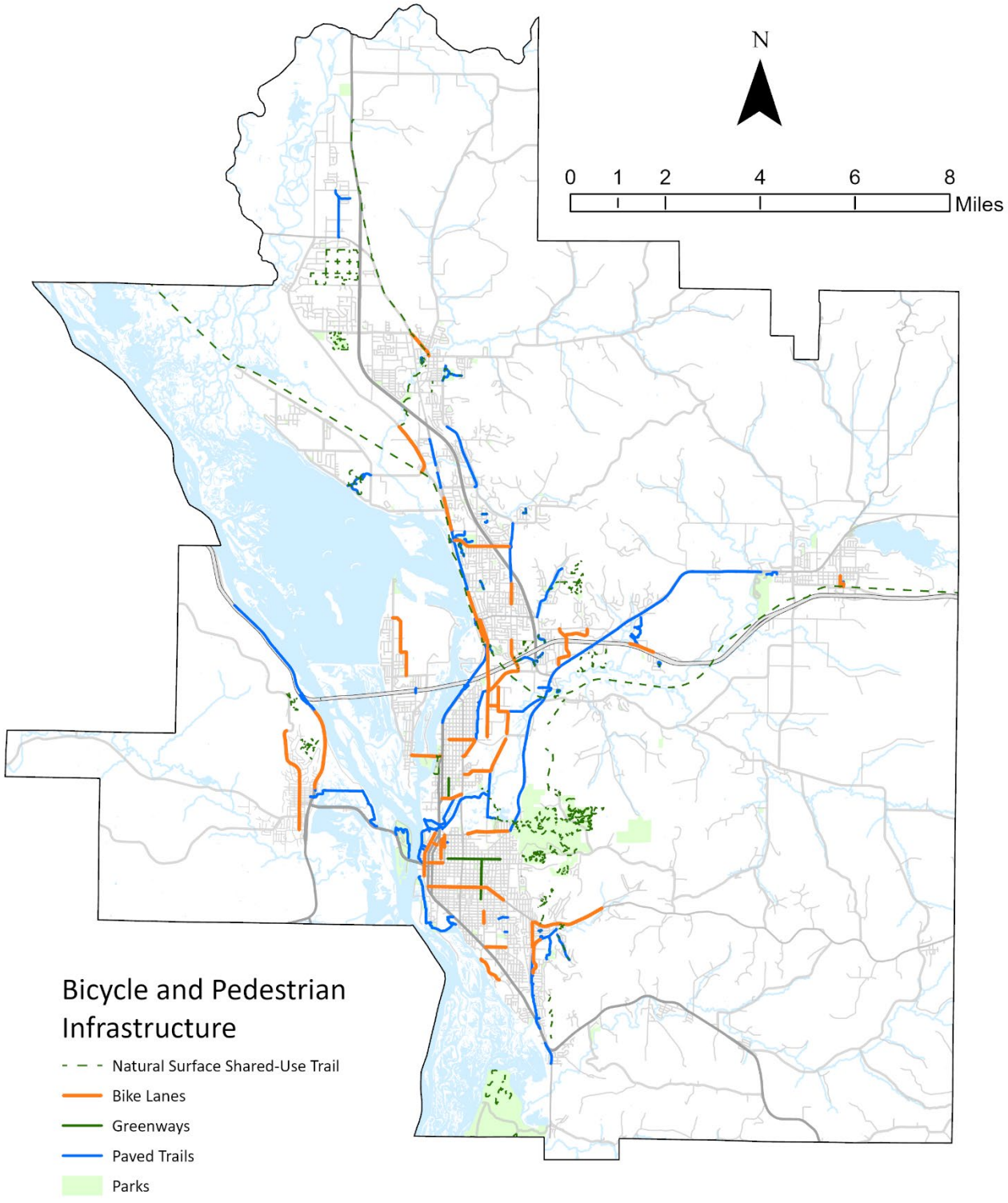



**Figure 4.32. Marked bike lanes, paved separated trails, greenways (bike boulevards), and natural surface shared-use trails within the planning area.** *Source: LAPC GIS inventory, County of La Crosse GIS*

## Regional Bike Routing

Developing these regional routes are part of an effort to make wayfinding and regional travel easier and more comfortable for bicyclists and pedestrians. Improving the safety of active transportation within the region and providing more wayfinding tools were desires expressed by the public when asked "What do you think is the most important transportation need in our region today?"


**Figure 4.33. Regional Bike Route 1 sign design.**

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 trails and on-road facilities. The Route 1 bicycle route was developed by the LAPC's Committee on Transit and Active Transportation (CTAT) and implemented by the cities of La Crosse and Onalaska. Figure 4.33 shows the design for the Route 1 sign. Since then, CTAT and the City of La Crosse worked together to extend Route 1 between Riverside Park and the Great River Road south of La Crosse.

The Wagon-Wheel Trail is another inter-city bike route that connects La Crosse WI and La Crescent MN. This route has seen various improvements in the past, including a bicycle and pedestrian bridge over highway 14/61 in La Crescent and additional bicycle and pedestrian accommodations are planned to be constructed on or adjacent to the existing Cass St. Bridge in La Crosse.

In the fall of 2025, the WisDOT is submitting its application to establish the Mississippi River Trail (MRT) through Wisconsin as a US bike route. This route, once accepted, will be signed and feature local marketing and wayfinding signage to direct cyclists to and from local services along the route. The MRT will be a development upon the established Wisconsin Great River Road trail, joining it with the rest of the 10-state bicycle route.

**Figure 4.34. La Crescent Wagon Wheel Trail pedestrian bridge.**

## *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 U.S. Access board's *Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way* (PROWAG). PROWAG was adopted by USDOT in December of 2024 and effective January 2025. Previously, state and local agencies needed to source and evaluate design guidance to determine accessibility of infrastructure in the public right-of-way, leading to inconsistent designs and accessibility standards.

**Key accessibility features of pedestrian facilities in the public right-of-way covered in PROWAG:**
- Pedestrian Routes
- Alternate Ped. Routes
- Pedestrian Signals
- Crosswalks
- On-Street Parking
- Transit Stops
- Passenger Loading Zones

The US Department of Justice requires state and local governments to develop and implement an ADA Transition Plan, which is a self-evaluation to identify barriers to accessing public programs, services, activities, and employment. Within LAPC's planning area, the City of La Crosse and City of Onalaska are the only municipalities currently in the process of developing or have developed an ADA Transition Plan. La Crosse's ADA transition plan has been in development since 2021.

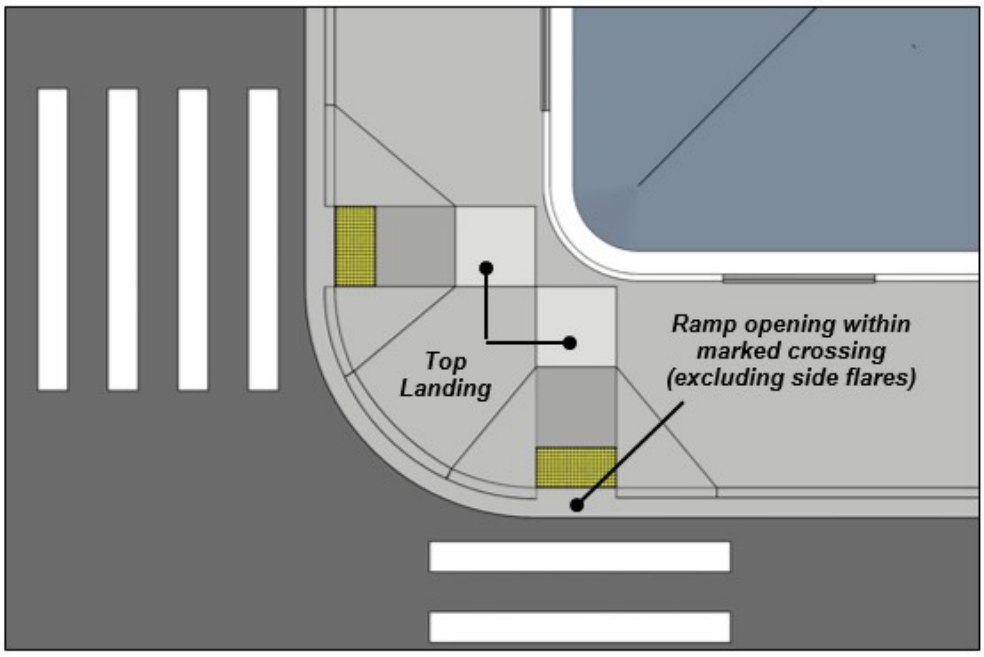



**Figure 4.35.** Curb Ramp at Intersection Example Rendering. *Source: US Acess Board, ADA Accessibility Guidelines. www.access-board.gov/ada/guides/chapter-4-ramps-and-curb-ramps/*

## Bicycle and Pedestrian Operations and Forecasts

Figure 4.36 shows the percentage of workers 16 years and older in the planning area who biked or walked as their primary method of commuting to work. Since *Coulee Vision 2040,* commuting patterns have shifted towards telework. The growth in telework explains the gradual decline of other commuting modes over this period, including bicycle and pedestrian commuting modes. As of now, Census commuting tables are the best proxy data available to LAPC for estimating the proportion of residents that do most of their travelling by biking or walking.

**While almost 70% of survey participants reported primarily using a personal vehicle to travel, more than 50% indicated that they wish they could bike to their destination more often.**

Currently, the LAPC regional travel demand model does not simulate or forecast bicycle and pedestrian travel. As the conversation shifts away from roadway expansion and towards mode shift as a means of transportation demand management, it will become more important that alternative modes are more seriously considered in travel modelling and scenario planning. In the meantime, many of the core urban areas in the region have committed to creating dedicated space for bicyclists and pedestrians along or parallel to important corridors.

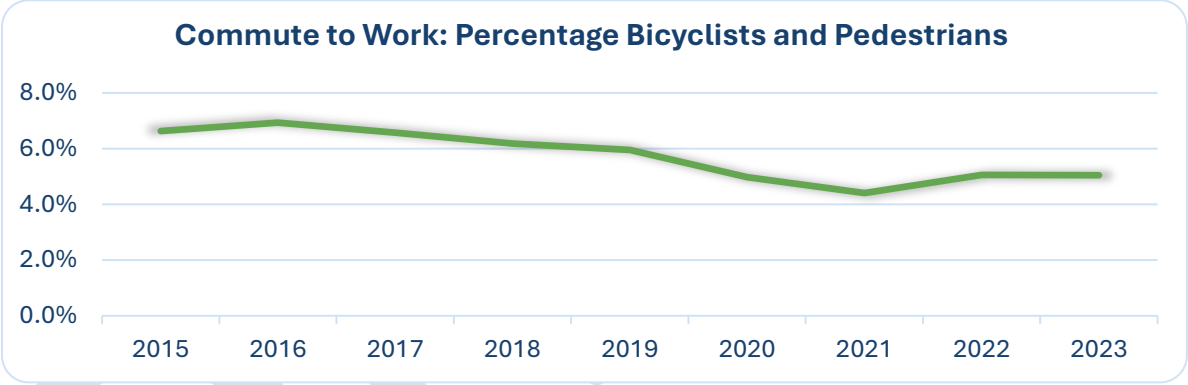



**Figure 4.36. Biking and walking to work in the LAPC planning area, 2015-2023.** Workers are workers 16 years and older. *Source:* B08301 Means of Transportation to Work, American Community Survey 5-year estimates; downloaded from data.census.gov.

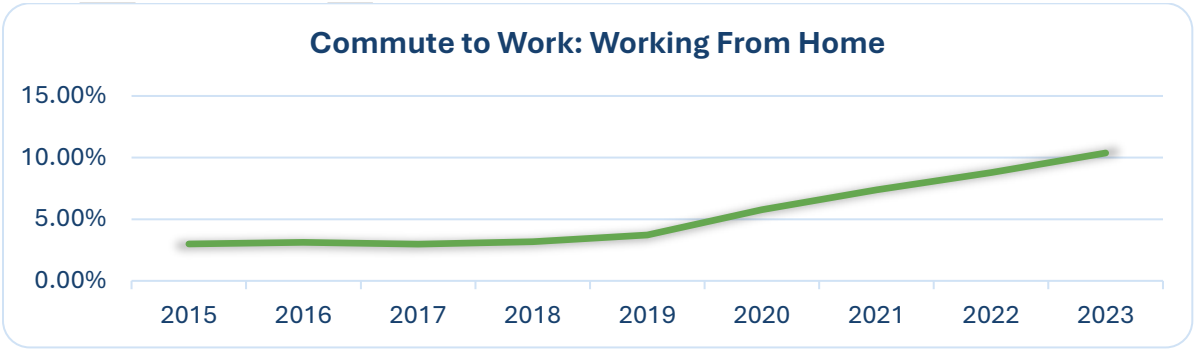



**Figure 4.37. Working from home in the LAPC planning area, 2015-2023.** *Source: B08301* Means of Transportation to Work, American Community Survey 5-year estimates; downloaded from data.census.gov.

# Chapter 5
# System Safety and Performance

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.

Beginning with the federal transportation bill, MAP-21 (Moving Ahead for Progress in the 21st Century Act), State DOTs and MPOs are required to track and develop targets for the 27 federal performance measures. State DOTs are required to establish targets (desired outcomes) for each of the measures based on their respective 5-year rolling average. 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 a small MPO with data challenges, the LAPC Policy Board decided in 2017 to support its states' (Wisconsin and Minnesota) targets.

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

This chapter also discusses additional performance measures used by the LAPC to track - additional crash safety analyses and transit efficiency and effectiveness.

## 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 & 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

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). The Wisconsin and Minnesota targets for the safety measures are illustrated in **Tables 5.1** and **5.2**, respectively. WisDOT targets are adjusted from the baseline to reflect a goal of 2% reduction in each measure. **Figure 5.1** shows the LAPC planning area's safety rates and trends.

### *Minnesota and Wisconsin State Targets and Performance*

**TABLE 5.1 WISDOT HIGHWAY SAFETY IMPROVEMENT PROGRAM PERFORMANCE TARGETS, 2025**

| WisDOT Safety Performance Measure | 2019-2023 Baseline | 2025 Targets |
|---|---|---|
| *Fatalities:* Number of fatalities | 591.6 | 579.8 |
| *Fatality Rate:* Fatalities per 100 million vehicle miles traveled | 0.922 | 0.904 |
| *Serious Injuries:* Number of serious injuries | 3,145.0 | 3,082.1 |
| *Serious Injury Rate:* Serious injuries per 100 million vehicle miles traveled | 4.906 | 4.808 |
| *Non-motorized Fatalities and Serious Injuries:* Number of non-motorized fatalities and non-motorized serious injuries | 388.6 | 380.8 |

*Source:* Wisconsin Department of Transportation.

**TABLE 5.2 MNDOT HIGHWAY SAFETY IMPROVEMENT PROGRAM PERFORMANCE TARGETS, 2025**

| MnDOT Safety Performance Measure | 2019-2023 Baseline | 2025 Targets |
|---|---|---|
| *Fatalities:* Number of fatalities | 420.8 | 352.4 |
| *Fatality Rate:* Fatalities per 100 million vehicle miles traveled | 0.742 | 0.582 |
| *Serious Injuries:* Number of serious injuries | 1,745.6 | 1,463.4 |
| *Serious Injury Rate:* Serious injuries per 100 million vehicle miles traveled | 3.075 | 2.470 |
| *Non-motorized Fatalities and Serious Injuries:* Number of non-motorized fatalities and non-motorized serious injuries | 285.4 | 258.4 |

*Source:* Minnesota Department of Transportation.

## Planning Area Performance

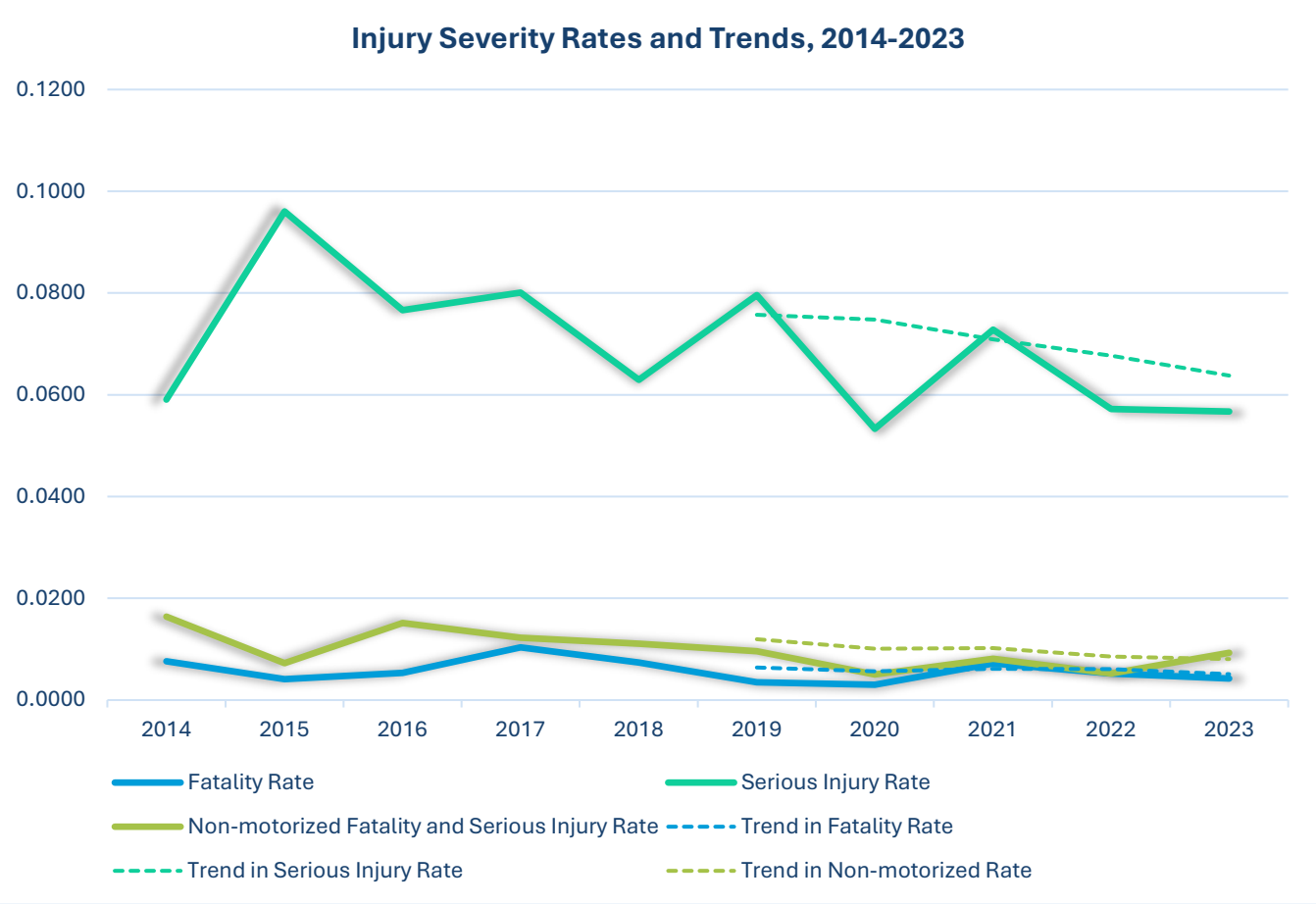



**Figure 5.1.** Injury Severity Rates and Trends, 2014-2023. Rates are calculated using MPA totals and La Crosse County VMT. *Data sources: TOPs Lab, UW Madison; WisDOT website; MnDOT.*

Based on the 5-year average (2019-2023) in the LAPC planning area, yearly there are approximately 5.2 roadway fatalities and 71.6 serious injuries. The rates (number of occurrences per million vehicle miles traveled) for fatalities, serious injuries, and non-motorized fatalities and serious injuries for a ten-year period, 2014-2023 are shown in **Figure 5.1**, along with the trends in moving averages from 2019-2023.

Non-motorized crashes discussed in this section are motor vehicle crashes that involve bicyclists or pedestrians. During the 5-year period (2019-2023) there were zero non-motorized fatalities in the planning area. However, there were 41 serious/incapacitating injury crashes. In 2020, during the onset of the Covid-19 Pandemic, the planning area experienced its lowest total of non-motorized serious injuries (5) since before 2010. The next year, in 2021 this drastically increased to a total of nine (9) non-motorized serious injuries. 2023 saw the highest number of serious injuries (11) in the 5-year period. Preliminary estimates for 2024 show this number increasing again. Unfortunately, and devastatingly, there were two (2) pedestrians, and one (1) bicyclist fatally struck in 2024. A more in-depth analysis of non-motorized crashes of the planning area are included in Local Tracking Measures section. 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. To carry 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*

**TABLE 5.3 WISDOT & MNDOT NATIONAL HIGHWAY PERFORMANCE PROGRAM TARGETS, 2022-2025**

| Performance Measure | 2-yr target (2023) | | 4-yr target (2025) | |
|---|---|---|---|---|
| | WisDOT | MnDOT | WisDOT | MnDOT |
| *Pavement Condition* | | | | |
| Interstate – Percentage pavements in "Good" condition | 60% | 60% | 60% | 60% |
| Interstate – Percentage pavements in "Poor" condition | 4% | 2% | 4%% | 2% |
| Non-Interstate NHS – Percentage pavements in "Good" condition | 30% | 55% | 30% | 40% |
| Non-Interstate NHS – Percentage pavements in "Poor" condition | 10% | 2% | 10% | 2% |
| *Bridge Condition* | | | | |
| Percentage of NHS bridges by deck area in "Good" condition | 49% | 30% | 48% | 20% |
| Percentage of NHS bridges by deck area in "Poor" condition | 3% | 5% | 3% | 5% |
| *Travel Time Reliability* | | | | |
| Interstate – Percent of person-miles traveled that are reliable | 92.5% | 82% | 93% | 82% |
| Non-Interstate NHS – Percent of person-miles traveled that are reliable | 91% | 90% | 89.5% | 90% |
| Interstate – Truck travel time reliability index | 1.3 | 1.4 | 1.3 | 1.4 |

*Sources:* Wisconsin and Minnesota Departments of Transportation.

## Planning Area Performance

### TABLE 5.4 PLANNING AREA PERFORMANCE: NATIONAL HIGHWAY PERFORMANCE PROGRAM MEASURES

| Performance Measure | 2022 | | 2023 | | Met or Did Not Meet 2-Year Targets (2023) | | 2024 | |
|---|---|---|---|---|---|---|---|---|
| | WI MPA | MN MPA | WI MPA | MN MPA | WI MPA | MN MPA | WI MPA | MN MPA |
| ***Pavement Condition*** | | | | | | | | |
| Interstate – Percentage pavements in "Good" condition | 76.7% | 76.7% | 83.7% | 79.6% | Met | Met | NA[1] | 72.4% |
| Interstate – Percentage pavements in "Poor" condition | 0% | 0% | 1.1% | 2.1% | Met | Met | NA | 2.3% |
| Non-Interstate NHS – Percentage pavements in "Good" condition | 29.6% | 56.4% | 37.9% | 75.2% | Met | Met | NA | 73.9% |
| Non-Interstate NHS – Percentage pavements in "Poor" condition | 6.7% | 0% | 24.5% | 2.2% | **Not** | Met | NA | 2.2% |
| ***Bridge Condition*** | | | | | | | | |
| Percentage of NHS bridges by deck area in "Good" condition | 50.6% | 55.7% | 45.7% | 54.7% | **Not** | Met | NA | 66.7% |
| Percentage of NHS bridges by deck area in "Poor" condition | 1.1% | 0% | 1.2% | 0% | Met | Met | NA | 33.3% |
| ***Travel Time Reliability*** | | | | | | | | |
| Interstate – Percent of person-miles traveled that are reliable | 100% | 99.7% | 100% | 100% | Met | Met | NA | 100% |
| Non-Interstate NHS – Percent of person-miles traveled that are reliable | 93.8% | 98.1% | 90.9% | 94.4% | **Not** | Met | NA | NA |
| Interstate – Truck travel time reliability index | 1.15 | 1.15 | 1.14 | 1.14 | Met | Met | NA | NA |

[1] NA: Data not yet available.

*Sources: Wisconsin and Minnesota Departments of Transportation; Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT performance dashboard.*

Table 5.4 reports the pavement and bridge condition and travel time reliability in the metropolitan planning area (MPA) for 2022 and 2023 and 2024 only for the Minnesota-side of the planning area due to Wisconsin data not available yet. As well, the table shows if the planning area has or has not met the respective 2-year state targets outline in Table 5.3. In 2023, over 83% of Wisconsin interstate pavements and over 79% of Minnesota intestate pavements in the MPA are rated "good." Small portions of our Minnesota interstate and non-interstate pavements were rated "poor", 2.1% and 2.2% respectfully, just barely over the state's 2-year target of 2%. In the same year, 1% of our Wisconsin interstate pavements were rated "poor", whereas roughly a quarter (24.5%) of our Wisconsin non-interstate pavements were rated "poor" and did not meet the state's 2-year target of 10%. See Figure 5.2 below for approximate locations of the NHS pavement ratings, and Figure 5.3 for the approximate location of the NHS bridge ratings.

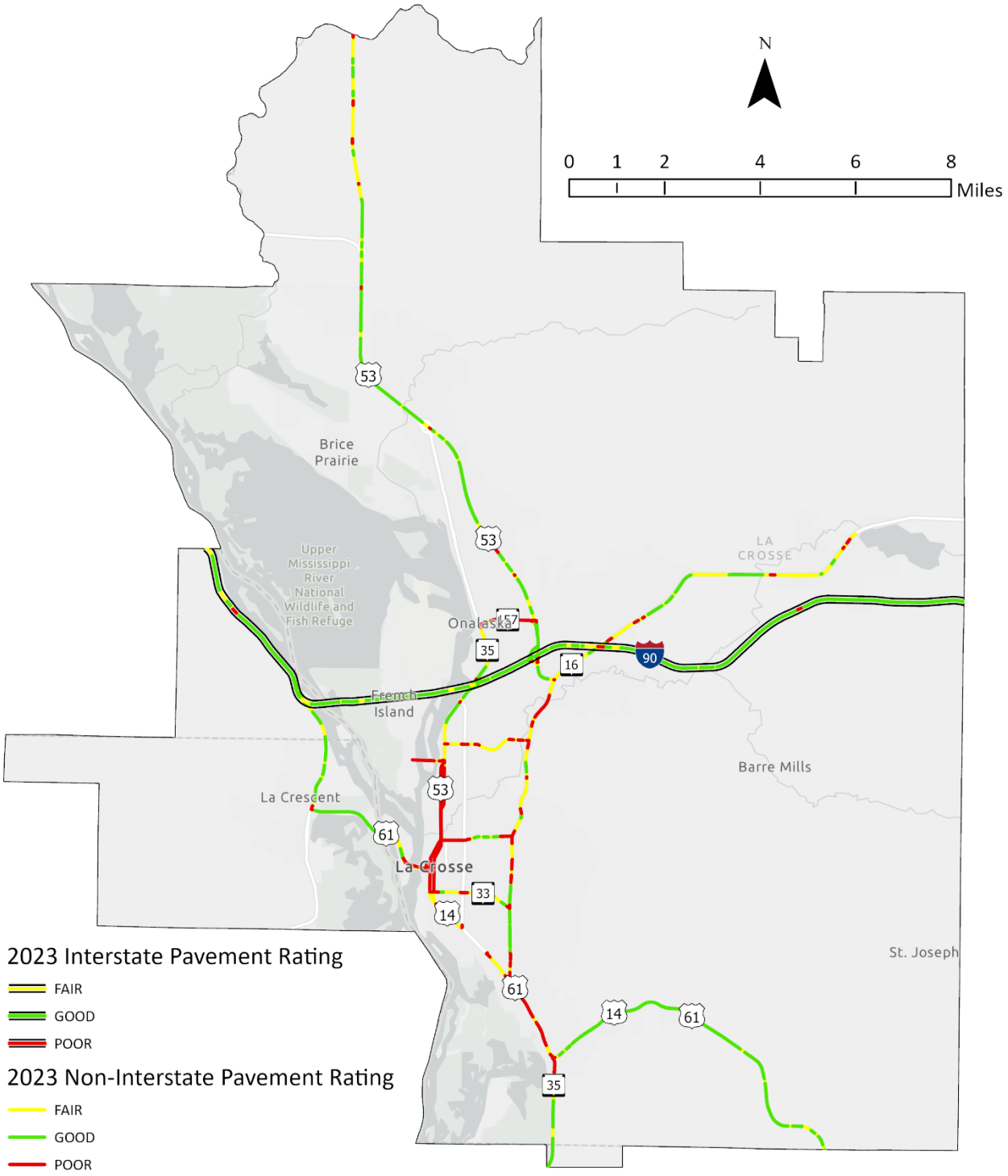



**Figure 5.21. 2023 pavement ratings separated by interstate and non-interstate pavement within the LAPC planning area.** *Source: WisDOT*

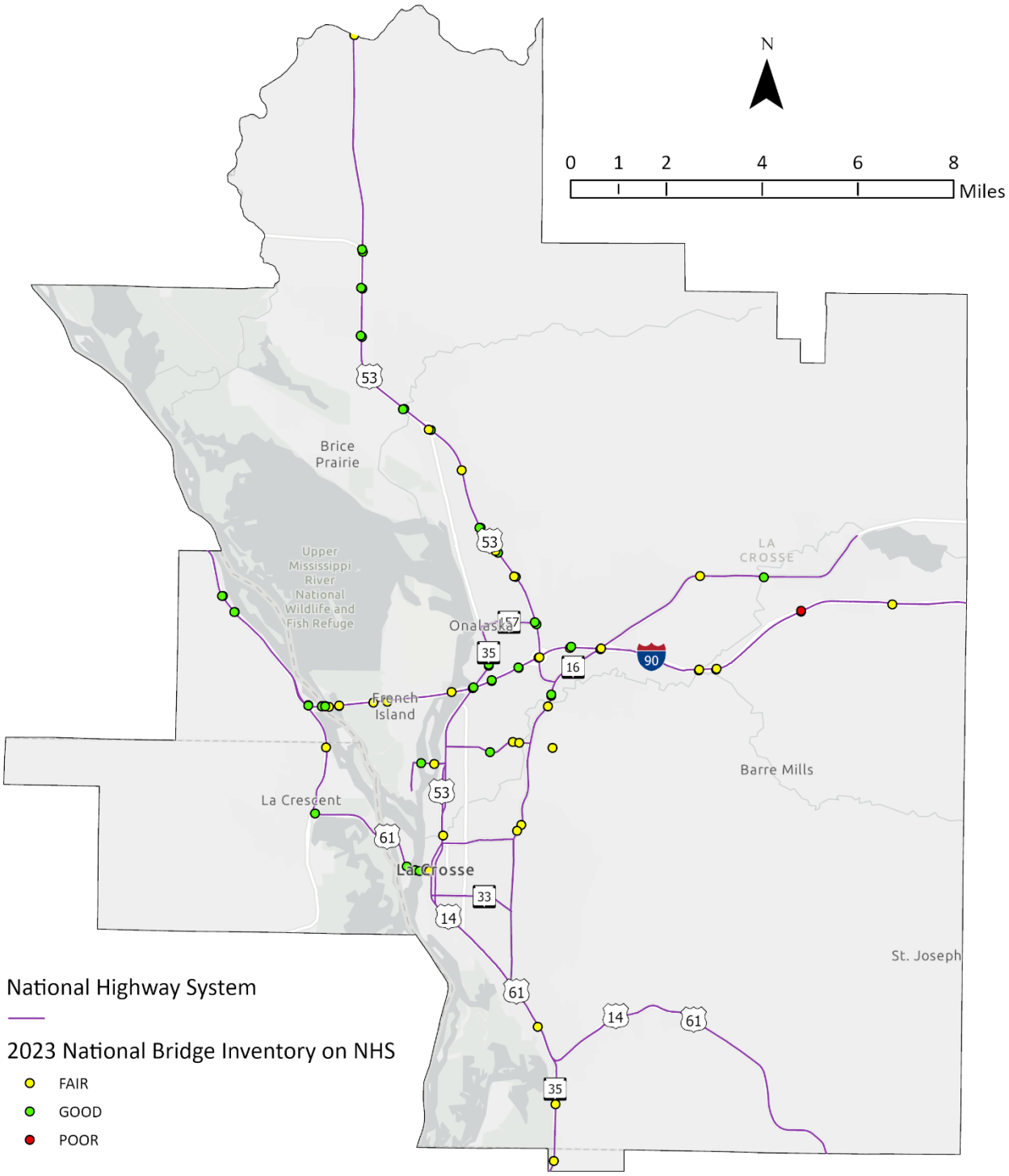



**Figure 5.32. National Highway System and the 2023 National Bridge Inventory of bridges along the NHS within the LAPC planning area.** *Source: WisDOT, LAPC*

## 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[31] or Tier II[32] 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).

Table 5.5 summarizes the performance for all bus, cutaway, and minivan vehicles (the type used by MTU or DriftLink) assessed in the State TAM Plan. WisDOT established targets whose percentages are rounded down from the respective percentage of vehicles exceeding the ULB. Under these targets, the rolling stock performance for MTU and DriftLink meets State targets.

The State targets for **Equipment** are 33% for automobiles and 29% for trucks or other rubber-tired vehicles. The State target for **Facilities** is 10%.

### *Planning Area Performance*

**TABLE 5.5 STATE OF GOOD REPAIR FOR ROLLING STOCK FOR LA CROSSE MUNICIPAL TRANSIT UTILITY (MTU) AND ONALASKA SHARED RIDE (OSR), 2022**

| Vehicle Type | ULB[1] (years) | 2022 TAM[2] Target | Wisconsin | | MTU | | DriftLink | |
|---|---|---|---|---|---|---|---|---|
| | | | # Vehicles | >ULB | # Vehicles | >ULB | # Vehicles | >ULB |
| Bus | 12 | 44.00% | 158 | 58.22% | 8 | 30.77% | 0 | 0.00% |
| Cutaway | 7 | 47.00% | 536 | 54.29% | 1 | 100.00% | 0 | 0.00% |
| Minivan | 4 | 27.00% | 488 | 47.95% | 0 | 0.00% | 0 | 0.00% |

[1]Useful life benchmark.
[2]Wisconsin Department of Transportation Transit Asset Management (TAM) Plan 2023-2026, updated September 2022.
*Source*: Federal Transit Authority, NTD; 2022 TAM Performance Tool.

## 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 safety measures include **major events, fatalities, injuries, assault on transit workers, and system reliability.**

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.

The targets developed through coordination between LAPC staff and the transit agencies, La Crosse Municipal Transit Utility (MTU) and the Onalaska, Holmen, West Salem shared ride (DriftLink) are reported in **Table 5.6**.

### *Planning Area Performance*

**TABLE 5.6 PUBLIC TRANSIT AGENCY SAFETY PLAN MEASURES AND TARGETS, 2024**

| Measure | La Crosse MTU | | DriftLink |
|---|---|---|---|
| | Fixed-Route Target | Paratransit Target | Shared-Ride Target |
| Total number of reportable fatalities | 0.0 | 0.0 | 0.0 |
| Rate of reportable fatalities per 100K VRM | 0.0 | 0.0 | 0.0 |
| Total number of reportable injuries | 0.0 | 0.0 | 0.6 |
| Rate of reportable injuries per 100K VRM | 0.0 | 0.0 | 0.2 |
| Total number of reportable safety events | 2.0 | 1.0 | 1.0 |
| Rate of reportable safety events per 100K VRM | 0.23 | 0.80 | 0.3 |
| Average distance between major mechanical failures | 8,913.8 | 8,899.6 | 322,848.9 |

# How the MTP Supports Performance Measures and Targets

LAPC supports federal performance measures and state targets through planning projects and recommending policies throughout the planning area. Short-term programmed projects are the most imminent improvements to the system that would impact LAPC's progress towards meeting its performance targets. These projects are already programmed in the 2025-2028 Transportation Improvement Program (TIP) or are included in the short-term illustrative projects list. The following table (**Table 5.7**) outlines the distribution of programmed projects from the TIP that support our performance measures.

**TABLE 5.7 DISTRIBUTION OF PROGRAMMED 2025-2028 TIP PROJECTS SUPPORTING EACH FEDERAL PERFORMANCE MEASURE**

| Performance Measure Category | Number of Programmed Projects | Percent of All TIP Projects |
|---|---|---|
| **Safety** | 23 | 21.3% |
| **Pavement Condition** | 12 | 11.1% |
| **Bridge Condition** | 7 | 7.4% |
| **State of Good Repair** | 11 | 10.2% |
| **Travel Time Reliability** | 24 | 22.2% |

Examples of projects programmed in the current TIP that will also support attainment of performance targets include the following:

- STH 16 (La Crosse – Sparta): Pavement replacement and reconstruction, with design in 2024, real estate in 2026, and construction in 2028—directly supporting *pavement condition* targets.
- USH 14, Cameron Avenue & Cass Street structures (B-32-202 & B-32-300): Bridge rehabilitation design in 2025, with construction anticipated by 2032—preserving key structures and improving *travel time reliability* and *bridge conditions*.
- IH 90 Dresbach Bridges (B-32-222 & 223): Polymer deck overlays designed in 2024, with construction forecasted for 2028—extending *bridge condition* (service life).
- MTU two Hybrid Bus replacements and two Clean Diesel Bus replacements—improving the rolling stock *state of good repair*.

Additional projects can be found in **Table 6.2**.

Beyond both the TIP and MTP-identified projects, there are additional planning efforts underway. The La Crosse Majors Study, a state-led initiative, targets three major state highways in the metro area to address deteriorating pavement quality, travel time reliability, and improve safety, particularly for vulnerable road users and at high-crash intersections. LAPC staff serves on the technical advisory committee for these projects and has continued to coordinate with WisDOT and local partners throughout the process to maximize positive impacts of the projects.

To further strengthen performance-based planning, LAPC's long-range goals and objectives (outlined in Chapter 9) include expanding data collection and tracking capabilities. These enhancements—detailed under Local Tracking Measures—will improve the MPO's ability to monitor project outcomes and measure progress toward performance targets over time.

# Local Tracking Measures

LAPC tracks several measures that together illustrate the performance of the planning area's transportation system. As LAPC has adopted the State and Federal performance targets, these local tracking measures represent additional data points that LAPC uses to monitor other aspects of the transportation network and inform local priorities.

## Safety

Improving roadway safety remains a core objective of LAPC. LAPC aligns safety strategies with FHWA's *Safe System Approach*, a holistic framework aiming to eliminate deaths and serious injury from roadway crashes. **Figure 5.4** shows the six (6) key principles and five (5) major objectives of the Safe Systems Approach. Rooted in the principles that humans make mistakes, and that those mistakes should not result in death or serious injury.


**Figure 5.4.3** FHWA Safe System Approach. *Source: https://highways.dot.gov/safety/zero-deaths*

This section provides additional data-driven crash safety analysis in the planning area between the 5-year period of 2019-2023, including all roadway crashes by municipality, per capita rates, and a deeper analysis into Vulnerable Road User (VRU) type crashes, roadway types, and driving behaviors. To note, not all crashes result in fatal or serious injuries, but any crash carries the potential for significant harm, especially for VRUs. Therefore, this analysis includes all reported crashes to better understand the full scope of risk.

### *Total Roadway Crashes*

**TABLE 5.8 Total Roadway Crashes in the MPA, 2019-2023**

| Municipalities | 2019 | 2020 | 2021 | 2022 | 2023 | 2019-2023 Total | Total as a % of MPA | 5-Year Average |
|---|---|---|---|---|---|---|---|---|
| T Barre | 22 | 37 | 32 | 37 | 19 | 147 | 0.9% | 29.4 |
| T Campbell | 71 | 35 | 46 | 57 | 37 | 246 | 1.6% | 49.2 |
| T Greenfield | 56 | 50 | 45 | 49 | 56 | 256 | 1.6% | 51.2 |
| T Hamilton | 103 | 88 | 116 | 109 | 102 | 518 | 3.3% | 103.6 |
| T Holland | 74 | 57 | 72 | 88 | 86 | 377 | 2.4% | 75.4 |
| T Medary | 40 | 30 | 41 | 31 | 46 | 188 | 1.2% | 37.6 |
| T Onalaska | 93 | 80 | 74 | 82 | 60 | 389 | 2.5% | 77.8 |
| T Shelby | 97 | 92 | 82 | 83 | 74 | 428 | 2.7% | 85.6 |
| V Holmen | 150 | 108 | 134 | 161 | 165 | 718 | 4.6% | 143.6 |
| V West Salem | 104 | 60 | 77 | 104 | 80 | 425 | 2.7% | 85 |
| C La Crosse | 2152 | 1241 | 1692 | 1892 | 1837 | 8814 | 56.0% | 1762.8 |
| C Onalaska | 702 | 530 | 583 | 691 | 609 | 3115 | 19.8% | 623 |
| T La Crescent | 6 | 4 | 6 | 13 | 5 | 34 | 0.2% | 6.8 |
| T Dresbach | 29 | 16 | 19 | 23 | 28 | 115 | 0.7% | 23 |
| C La Crescent | 26 | 15 | 26 | 25 | 17 | 109 | 0.7% | 21.8 |
| **Total MPA** | **3690** | **2424** | **3021** | **3409** | **3188** | **15732** | **100.0%** | **3146.4** |

*Sources: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*

Total reported roadway crashes in the planning area are shown in Table 5.8 by year, between 2019-2023. On average, there are 3,146 reportable traffic accident per year in the MPA. Reasonably, the City of La Crosse experiences the highest percentage of accidents with 56%, which is the largest and most populated community in the planning area.

To further understand the impact of traffic accidents on each of the municipalities, Table 5.9 shows the total roadway crashes per capita in the MPA, based on the 2019-2023 5-year averages. The Town of Dresbach, MN experiences the highest impact on roadway crashes with a per capita rate of 0.057. Meaning, for every 100 residents there are roughly 5.7 traffic accidents a year. This is due to a high percentage of accidents on the I-90 Interstate and US 14/61 interchange. Between 2019-2023, only ten (10) of the 115 crashes (8.7%) were not on the highway system in Dresbach. In the entire planning area, for every 100 residents there are roughly 2.6 traffic accidents yearly.

**TABLE 5.9 Total Roadway Crashes Per Capita, 2019-2023 5-Year Average**

| Municipality | 2020 Population | 2019-2023 5-Year Average All Crash Types | Per Capita Rate | Per 100 People |
|---|---|---|---|---|
| **T Barre** | 1,267 | 29.4 | 0.023 | 2.320 |
| **T Campbell** | 4,284 | 49.2 | 0.012 | 1.148 |
| **T Greenfield** | 2,187 | 51.2 | 0.023 | 2.341 |
| **T Hamilton** | 2,428 | 103.6 | 0.043 | 4.267 |
| **T Holland** | 4,530 | 75.4 | 0.017 | 1.664 |
| **T Medary** | 1,604 | 37.6 | 0.023 | 2.344 |
| **T Onalaska** | 5,835 | 77.8 | 0.013 | 1.333 |
| **T Shelby** | 4,804 | 85.6 | 0.018 | 1.782 |
| **V Holmen** | 10,661 | 143.6 | 0.013 | 1.347 |
| **V West Salem** | 5,277 | 85 | 0.016 | 1.611 |
| **C La Crosse** | 52,680 | 1762.8 | 0.033 | 3.346 |
| **C Onalaska** | 18,803 | 623 | 0.033 | 3.313 |
| **T La Crescent** | 1,210 | 6.8 | 0.006 | 0.562 |
| **T Dresbach** | 402 | 23 | 0.057 | 5.721 |
| **C La Crescent** | 5,040 | 21.8 | 0.004 | 0.433 |
| **Total MPA** | **121,012** | **3146.4** | **0.026** | **2.600** |

*Sources: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*

## Vulnerable Road Users

Bicyclists and Pedestrians (non-motorized) are recognized as **vulnerable road users** (VRUs), as well as highway workers on foot and Emergency First Responder, defined by the FHWA under the clauses of 23 USC 148(a) and 23 CFR 490.205. Both WisDOT and MnDOT have included *Vulnerable Road User Safety Assessments* as part of their required, *State Highway Safety Plans (SHSPs)*. WisDOT's Vulnerable Road User Assessment shows that in 2021, VRUs made up 15.6% of all Wisconsin traffic fatalities, with 84% were pedestrians and 16% bicyclists (*WisDOT, 2023*).

While there were zero VRU roadway deaths in the La Crosse Planning Area, between 2019-2023, injuries sustained in those crashes remains high. Shown in Figure 5.5, our

**Did you know?**

**In Wisconsin, one pedestrian was killed or injured every 7 hours, and one bicyclist was killed or injured every 12.4 hours in 2023.**

*Source: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison.*

bicyclist and pedestrians related crashes make up on average only 1.7% of all motor vehicle crashes. However, of those crashes, a striking 90% of bicyclist/pedestrians sustained injuries. **Figure 5.6** illustrates the levels of injury severity. Majority sustained non-incapacitating injuries (62%), while 17% sustained injuries that were incapacitating.

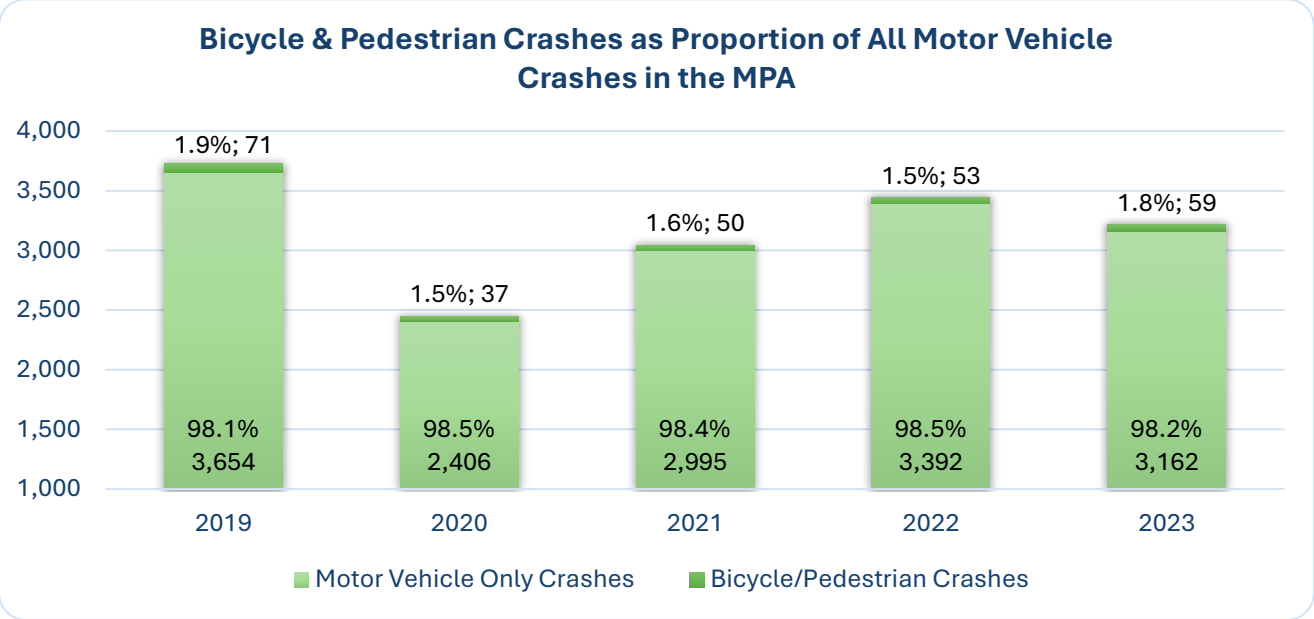



**Figure 5.5.** Bicycle and Pedestrian Crashes as Proportion of All Motor Vehicle Crashes in the MPA. *Sources: Wisconsin and Minnesota Departments of Transportation; Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*

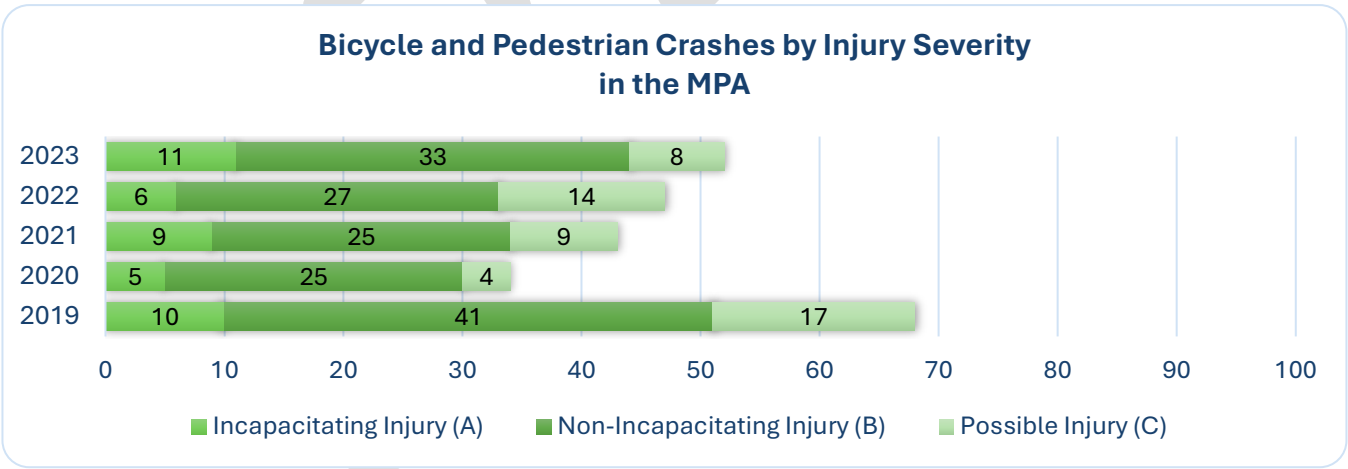



**Figure 5.6.** Bicycle and Pedestrian Crashes by Injury Severity. *Sources: Wisconsin and Minnesota Departments of Transportation; Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*

## Crash Patterns and Contributing Factors

Motor vehicle crashes across the planning area occurred on a variety of facility types, including the interstate I-90, US highways, state highways, county highways, and local roads. The differing characteristics of these road facilities, such as speed limits, congestion patterns, and roadway designs, influence crash severity risk and outcomes. Many crashes also occurred at intersections, where people are more at risk of death or serious injury. This section takes a deeper look into these crash locations, as well analyzes contributing risky driving behaviors, like speeding, distracted driving, impairment, and aggressive driving, and those linked to crashes that resulted in death or serious injury.

**TABLE 5.10 Motor Vehicle Crashes by Road Facility Type**

| | Interstate | | US Highways | | State Highways | | County Highways | | Local Roads | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Count | % of All Roadway Crashes | Count | % of All Roadway Crashes | Count | % of All Roadway Crashes | Count | % of All Roadway Crashes | Count | % of All Roadway Crashes |
| **2019** | 170 | 4.6% | 632 | 17.1% | 782 | 21.2% | 231 | 6.3% | 1902 | 51.5% |
| **2020** | 117 | 4.8% | 413 | 17.0% | 514 | 21.2% | 202 | 8.3% | 1190 | 49.1% |
| **2021** | 129 | 4.3% | 518 | 17.1% | 647 | 21.4% | 237 | 7.8% | 1508 | 49.9% |
| **2022** | 127 | 3.7% | 589 | 17.3% | 746 | 21.9% | 264 | 7.7% | 1714 | 50.3% |
| **2023** | 119 | 3.7% | 540 | 16.9% | 661 | 20.7% | 217 | 6.8% | 1666 | 52.3% |
| **Total** | 662 | 4.2% | 2692 | 17.1% | 3350 | 21.3% | 1151 | 7.3% | 7980 | 50.7% |

*Sources: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*

Shown in **Table 5.10**, over half of all reported accidents in the planning area occurred on local roads and nearly a quarter were on county highways. Frequency on these different facilities remained similar each year. While Interstate and US highways do tend to have higher traffic volumes, crash frequencies do tend to be lower because of limited and controlled access designs.

**TABLE 5.11 Motor Vehicle Intersection Crashes**

| | Total | % of All Roadway Crashes | Fatal | Serious Injuries |
|---|---|---|---|---|
| **2019** | 1038 | 28.1% | 0 | 27 |
| **2020** | 693 | 28.6% | 3 | 19 |
| **2021** | 948 | 31.4% | 4 | 32 |
| **2022** | 1032 | 30.3% | 1 | 32 |
| **2023** | 990 | 31.1% | 2 | 32 |
| **Total** | 4701 | 29.9% | 10 | 142 |

*Sources: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*

Crashes at intersections, regardless of facility type, are of certain concern. Traffic accidents occurring at signalized and unsignalized intersections are more at risk for fatal or serious injuries. In the United States, roughly a quarter of all traffic fatalities and nearly half of all serious-injury crashes occur at intersections (*FHWA, Intersection Safety*). **Table 5.11** shows the number of crashes occurring at intersections in the planning area and how many resulted in fatalities or serious injuries. Between the same time frame of 2019-2023, there were 26 traffic fatalities and 358 serious injuries. Meaning, 38% and 40%, respectively, occurred at intersections. Additionally, nearly 30% of all roadway crashes in the planning area also occurred at intersections.

Certain unsafe and illegal driving behaviors are common factors in crashes. Some of these include, going over the speed limit, driving while distracted, driving while under the influence of drugs or alcohol, and aggressive driving. **Table 5.12** shows how often these illegal driving behaviors were involved in crashes across the planning area.

**TABLE 5.12 Contributing Factors: Risky Driving Trends and Percent of Total Crashes in the MPA**

| | Speed | | Distracted | | Impaired | | Aggressive | |
|---|---|---|---|---|---|---|---|---|
| **2019** | 447 | 12.1% | 431 | 11.7% | 157 | 4.3% | 112 | 3.0% |
| **2020** | 232 | 9.6% | 228 | 9.4% | 141 | 5.8% | 61 | 2.5% |
| **2021** | 269 | 8.9% | 336 | 11.1% | 140 | 4.6% | 75 | 2.5% |
| **2022** | 369 | 10.8% | 333 | 9.8% | 171 | 5.0% | 125 | 3.7% |
| **2023** | 265 | 8.3% | 322 | 10.1% | 161 | 5.1% | 123 | 3.9% |
| **Total** | 1582 | 10.1% | 1650 | 10.5% | 770 | 4.9% | 496 | 3.2% |

*Sources: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*
Note: Contributing Factors are flags in the reporting system and does not indicate driver fault. These estimates are for planning purposes only.

**TABLE 5.13 Contributing Factors: Risky Driving Trends Involved in Fatal and Serious Injury Crashes in the MPA, 2019-2023**

| | Fatal | % of fatalities | Serious Injury | % of serious injuries | Non-Motorized Serious Injury | % of Non-Motorized Serious Injuries |
|---|---|---|---|---|---|---|
| **Speed** | 8 | 30.8% | 94 | 26.3% | 4 | 9.8% |
| **Distracted** | 1 | 3.8% | 41 | 11.5% | 4 | 9.8% |
| **Impaired** | 11 | 42.3% | 61 | 17.0% | 3 | 7.3% |
| **Aggressive** | 6 | 23.1% | 45 | 12.6% | 5 | 12.2% |

*Sources: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison; MnDOT Crash Mapping Analysis Tool (MnCMAT2).*
Note: Contributing Factors are flags in the reporting system and does not indicate driver fault. These estimates are for planning purposes only.
Note: There were no non-motorized fatalities in the MPA 2019-2023.

In Wisconsin, 31.4% of traffic-related fatalities involve impaired driving.

*Source: Wisconsin Traffic Operations and Safety Laboratory, University of Wisconsin-Madison.*

## Transit Efficiency and Effectiveness

In addition to the federally required transit performance measures, this section looks at metrics from the National Transit Database (NTD) Transit Agency Profiles to evaluate the cost-efficiency and service effectiveness performance of our three local transit services across the planning area: **La Crosse MTU**, **SMRT Bus**, and the Onalaska Shared Ride - **DriftLink**. These data-driven insights help us better understand the service needs, funding, and long-term improvements. The following are definitions of key terms used in this section and sourced from the NTD:

**Operating Expenses (OE):** Expenses associated with the operation of the transit agency.
**Vehicle Revenue Miles (VRM)**: Miles that vehicles are scheduled to or travel while in service.
**Vehicle Revenue Hours (VRH):** Hours that vehicles are scheduled to or travel while in services.
- It is important to note VRM and VRH do not include deadhead, operator training, maintenance testing, or any other non-revenue uses of vehicles.
**Annual Unlinked Passenger Trips (UPT)**: Number of passengers who board public transit vehicles and are counted each time they board vehicles no matter how many vehicles they use to travel from their origin to destination. (*FTA, NTD Glossary*)

### *Service Efficiency*

**Service Efficiency** measures how economically an agency is using its resources. In short, how much service can be provided per every dollar spent? These metrics include comparing cost per mile (OE per VRM), as well as cost per hour of service (OE per VRH). **Figures 5.7** and **5.8** show the Service Efficiency trends of the transit providers from 2019-2023.

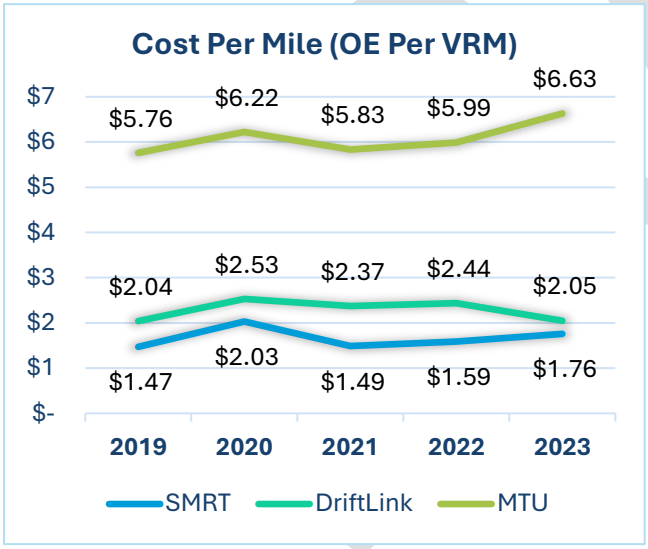



**Figure 5.7.** Service Efficiency, Cost Per Mile - Operating Expense per Vehicle Revenue Miles, 2019-2023, NTD.

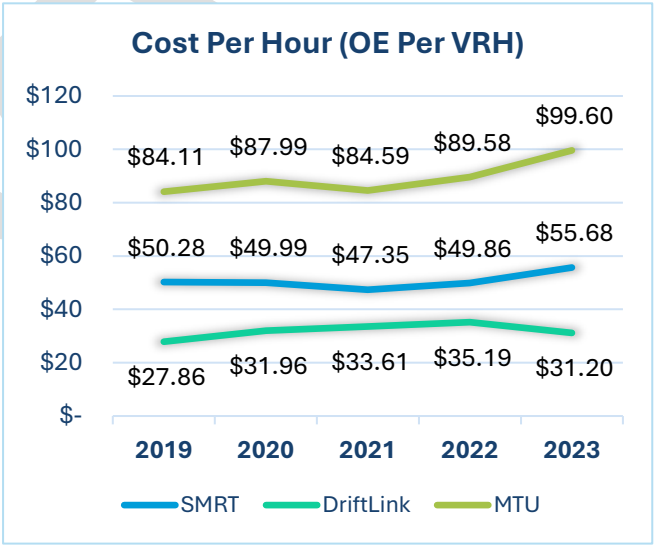



**Figure 5.8.** Service Efficiency, Cost Per Hour - Operating Expense per Vehicle Revenue Hours, 2019-2023, NTD.

**Figure 5.7** and **5.8** illustrates relatively stable cost per mile and cost per hour of service trends over the past five (5) years, despite fluctuations in 2020 due to the Covid-19 pandemic. In 2023, MTU's cost increased more to $6.63 per mile, a 15% increase from 2019. As well as, a cost increase of $99.60 per revenue hour, an 18% increase from 2019. These increases are likely due to rising fuel and maintenace

costs of urban buses and labor expenses. This is an expected trend for urban bus services when comparing nationally, but does show a growing cost pressure locally. Both SMRT Bus's cost per mile remains relatively low, which is consistent with rural fixed-route services characteristics. The cost per hour has a slight rise, but still remains efficient. The Onalaska Shared Ride service, DriftLink has maintained stable cost per mile and is returned back to pre-Covid stablization, even with rising fuel costs and inflation. DriftLink's cost per hour also remains relatively low, which is typical for demand-response services.

## *Service Effectiveness*

**Service Effectiveness** measures rider demand and how well a transit agency is using its service to move people. These metrics include how many passenger trips per mile (UPT per VRM), passenger trips per hour of service (UPT per VRH), and average cost for each passenger trip (OE per UPT). **Figures 5.9**, **5.10**, and **5.11** show the Service Effectiveness of each of the transit providers from 2019-2023.

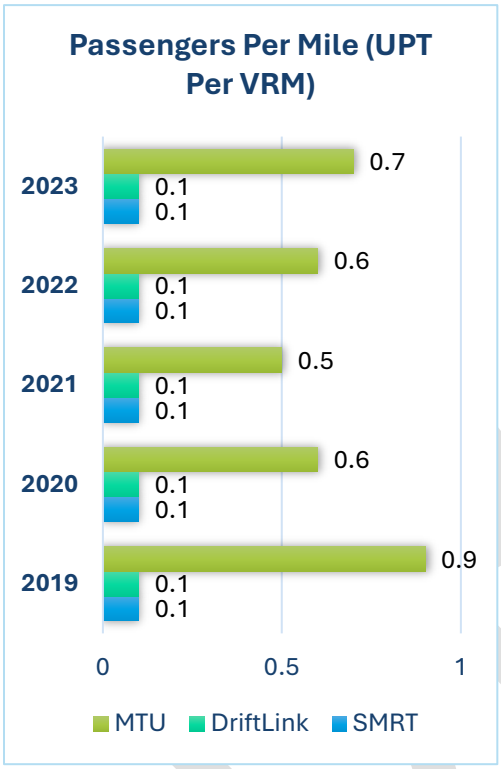



**Figure 5.9. Number of passengers aboard transit vehicles per mile of service.**

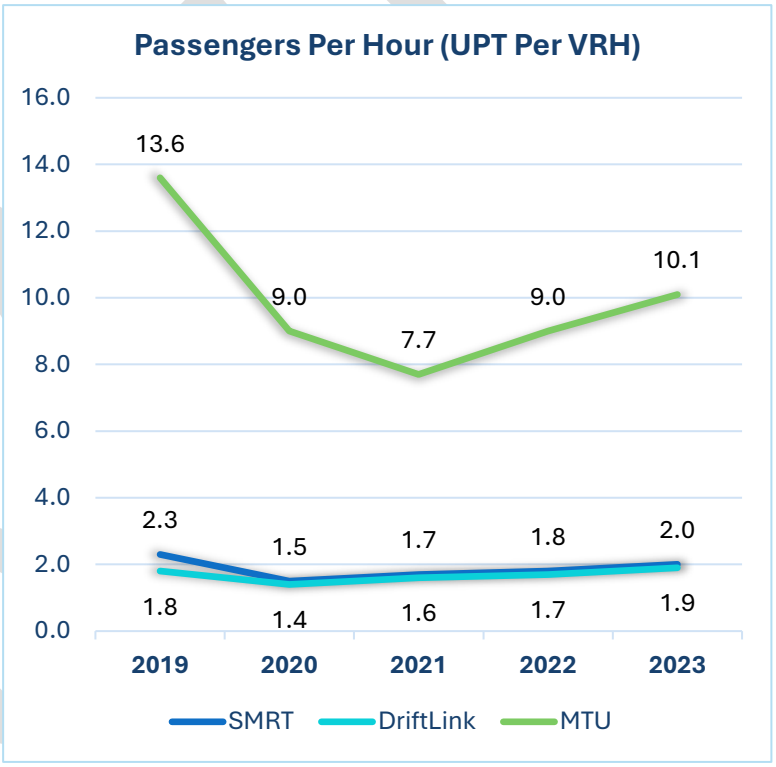



**Figure 5.10. Number of passengers aboard transit vehicles per hour of service.**

**Figures 5.9** and **5.10** show how many passengers aboard the transit vehicles per every mile of service and every hour of active service. The higher the values, the more the utilization of the service. For example, in 2023 the MTU saw approximately 7 passengers boarding for every 10 miles of service. As well in 2023, there were approximately 10.1 passengers boarding every hour. While the MTU has not yet returned to pre-Covid ridership, it does suggest a steady improvement of utilization. Both SMRT Bus and DriftLink steadily maintain approximately 1 passenger for every 10 miles of service throughout the years, which is expected for the types of services they provide – rural transit and on-demand services that is spread over longer distances with fewer boardings.

In addition to analyzing how many passengers board at every mile and hour of service, another key indicator for service effectiveness is looking at how much the average operating cost for every one passenger trip, shown in **Figure 5.11**. In 2020, all the transit providers saw a sharp increase in average operating cost per passenger. DriftLink has most notable shown post-pandemic recovery, with 2023 costs per passenger closely aligning with 2019 levels. SMRT does continue to operate under the cost pressures of a typical rural transit provider but does show improving trends. The MTU has not yet returned to pre-pandemic service effectiveness levels but is steadily recovering.

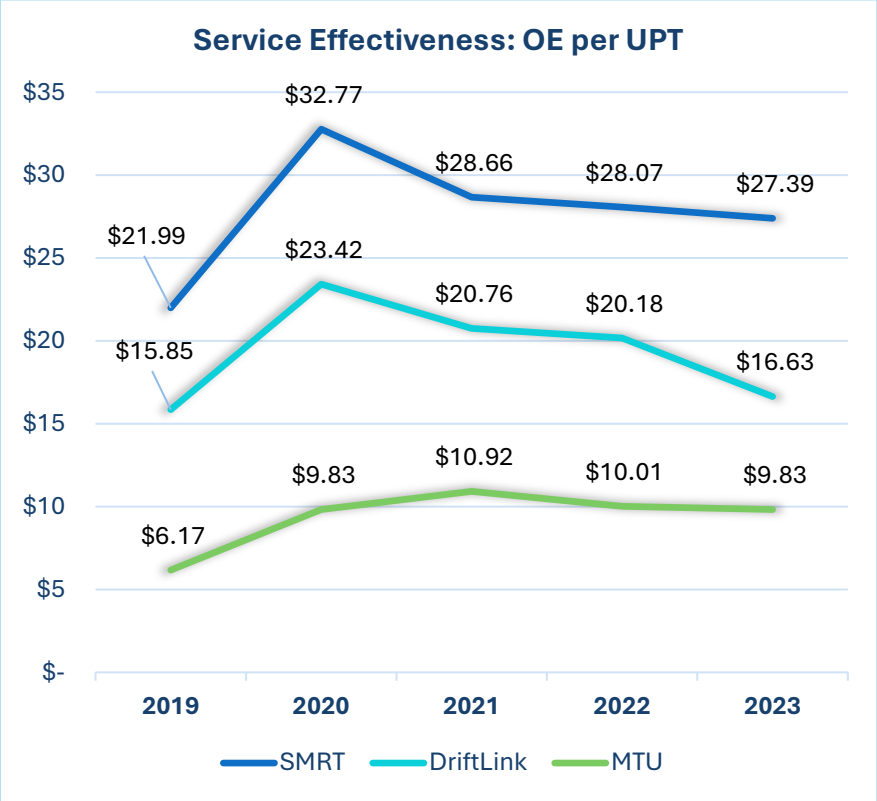



**Figure 5.11. Average cost per passenger trip.**

# Chapter 6
# Transportation Projects

This section outlines the transportation projects identified to support LAPC's vision for a continuous, cooperative, and comprehensive multimodal network.

The first part features programmed projects (**Table 6.1**) that are included in the 2025-2028 Transportation Improvement Program (TIP), which shows the near-term priorities and committed federal, state, and local funding sources.

The second part includes a list of illustrative projects (**Table 6.2**), which are unfunded and uncommitted potential future projects that emerged out of collaborating with municipal staff from communities in the planning area. While these projects are not currently funded, they reflect the local future priorities and serve as a guide for future planning and funding opportunities.

**Figures 6.1** and **6.2** show locations of the programmed and illustrative projects, respectfully.

In Chapter 7, the programmed and illustrative projects are evaluated for their potential environmental and social impacts. In Chapter 8, a financial analysis of the projects is provided.

## Programmed Projects

**Table 6.1** below show the projects that are programmed in the 2025-2028 TIP, as amended. These projects have committed funding from federal, state, and/or local agencies and are scheduled for implementation within or beginning/continuously in the TIP 4-year timeframe. They include a wide range of improvements, such as roadway reconstruction, bridge rehabilitation, bicycle and pedestrian infrastructure, transit enhancements, etc.

**TABLE 6.1 Programmed Projects in the Planning Area (2025-2028 TIP)**

| TIP # | Sponsor Agency | Project Description | Project Years | Project Type | Total Cost | Funding Source |
|---|---|---|---|---|---|---|
| 243-19-020 | State of Wisconsin | IH 90, Black River Bridges, Round Lake Bridges, Bainbridge Pedestrian Bridge, Concrete Overlays B-32-34, 35, 46, 47 and Bridge Rehabilitation B-32-73<br>➢ Bridge Rehabilitation | 2019-2026 Construction anticipated 2025-2026 | Sys Pres / Br Repl | $7,566,300 | NHPP |
| 243-20-027 | State of Wisconsin | IH 90 (West Salem to Sparta), Concrete Bridge Overlays of CTH C (Bridge B-32-57).<br>➢ Bridge Rehabilitation | 2022-2027 Construction anticipated 2026-2027 | Sys Pres / Br Rehab | $797,400 | NHPP |
| 243-24-026 | State of Wisconsin | IH 90 (La Crosse to Sparta) Dresbach Bridges (B-32-222 & 223), Polymer Deck Overlays (other State Let - reimbursement to MN-DOT) (Ref. TIP # 243-25-026)<br>➢ Bridge Resurfacing | 2024-2028 Construction anticipated 2028 | Br Rehab | $5,102,500 | NHPP |
| 243-25-018 | State of Wisconsin | IH 90 (La Crosse to Sparta) Dresbach Bridges (B-32-222 & 223) (other State Let - reimbursement to MN-DOT) | 2025-2030 Construction anticipated 2030 | Br Rehab | $544,500 | NHPP |

| | | | | | | |
|---|---|---|---|---|---|---|
| | | ➢ Bridge Joint Replacement & Drainage System Repairs | | | | |
| 243-20-016 | State of Wisconsin | USH 53, City of La Crosse, Third Street, from Cass St to 2nd St<br>➢ Pavement Replacement | 2022-2033 Construction anticipated 2032-2033 | Pav Repl | N/A | MAJORS NHPP |
| 243-20-028 | State of Wisconsin | USH 53, City of La Crosse, Fourth Street, from Cass St to 2nd St<br>➢ Pavement Replacement | 2022-2033 Construction anticipated 2032-2033 | Pav Repl | N/A | MAJORS NHPP |
| 243-22-018 | State of Wisconsin | USH 53, La Crosse – Galesville, from Old Hwy 93 to Black River<br>➢ Resurfacing | 2022-2030 Construction anticipated 2030 | Sys Pres | $27,500 | NHPP HSIP |
| 243-22-019 | State of Wisconsin | USH 53, La Crosse – Galesville, from STH 157 to Holmen Dr<br>➢ Pavement Replacement | 2022-2032 Construction anticipated 2031-2032 (advanceable to 2029) | Pav Repl | N/A | NHPP |
| 243-22-021 | State of Wisconsin | USH 53, from USH 14/61 to I-90 (PE thru Environmental Document/Study - Includes USH 14/61, USH 53, WIS 16, WIS 35)<br>➢ Reconstruction | 2022-2029 Construction anticipated 2029 (advanceable to 2027) | Re Constr | N/A | MAJORS (BOND) |
| 243-24-013 | State of Wisconsin | USH 53, La Crosse – Galesville, Sand Lake Rd Interchange NB Offramp<br>➢ Signal & Left Turn Lane improvements | 2022-2029 Construction Anticipated 2029 (advanceable to 2027) | Sys Pres | N/A | HSIP |
| 243-23-020 | State of Wisconsin | STH 16, La Crosse – Sparta, from USH 53 to STH 35<br>➢ Preliminary Engineering/NEPA<br>➢ Pavement Replacement | 2024-2028 Construction anticipated 2028 | Pav Repl | $6,427,500 | MAJORS |
| 243-23-021 | State of Wisconsin | STH 16, La Crosse – Sparta, from STH 35 to IH 90, includes WIS 157 from WIS 16 to IH 90<br>➢ Preliminary Engineering/NEPA<br>➢ Reconstruction | 2023- N/A Construction not currently scheduled | Reconstr | N/A | MAJORS (BOND) |
| 243-23-022 | State of Wisconsin | STH 35, La Crosse – Trempealeau, from USH 14/61 to USH 53<br>➢ Reconstruction | 2023-2030 Construction anticipated 2028-2030 | Reconstr | $22,515,000 | MAJORS |
| 243-23-023 | State of Wisconsin | USH 53, La Crosse – Galesville, from STH 35 to IH 90<br>➢ Preliminary Engineering/NEPA<br>➢ Reconstruction | 2023- N/A Construction not currently scheduled | Reconstr | N/A | MAJORS (BOND) |
| 243-24-040 | State of Wisconsin | USH 14, Cameron Ave & Cass St Structures (Bridge Structures B-32-202 & -300)<br>➢ Paint & Repair - Bridge Rehabilitation | 2025-2032 Construction anticipated 2032 | Sys Pres | $292,500 | NHPP |
| 243-14-026 | State of Wisconsin | STH 35, from La Crosse County Line to Garner Pl<br>➢ Reconstruction of STH 35 / USH 14/61 Intersection | 2014-2026 Construction anticipated 2026 (advanceable to 2025) | Re Const | $10,766,400 | NHPP |

| | | | | | | |
|---|---|---|---|---|---|---|
| 243-19-017 | State of Wisconsin | STH 16, Medary Overpass Structure, (Bridges B-32-111 & 115)<br>➢ Bridge Concrete Overlay, Paint, Repair | 2019-2025 Construction anticipated 2025 | Sys Pres | $3,494,000 | NHPP |
| 243-24-039 | State of Wisconsin | STH 16, La Crosse – Sparta, Moos Rd intersection<br>➢ Intersection improvements | 2025-2028 Construction anticipated 2028 | Sys Pres | $1,044,200 | HSIP |
| 243-19-034 | State of Wisconsin | STH 16, La Crosse – Sparta, from Losey Blvd to South Kinney Coulee Rd<br>➢ Pavement Repair, Mill & Overlay & Signal Replacement | 2019-2029 Construction anticipated 2028-2029 | Sys Pres | $10,473,900 | STBG |
| 243-22-034 | State of Wisconsin | STH 16, La Crosse – Sparta, from Veterans Park to CTH M<br>➢ Pavement Replacement | 2022-2029 Construction anticipated 2028-2029 | Pav Repl | $3,998,100 | NHPP |
| 243-19-035 | State of Wisconsin | STH 35, La Crosse – Trempealeau (Black River Bridges B-32-016 and B-32-018)<br>➢ Bridge Replacement | 2019-2027 Construction anticipated 2026-2027 | Br Repl | $12,529,600 | STBG |
| 243-21-002 | State of Wisconsin | USH 53, La Crosse - Galesville (Bridges B-32-131, 132, 135, 136, 139, 140)<br>➢ Bridge Rehabilitations | 2022-2032 Construction anticipated 2031-2032 | Sys Pres | N/A | NHPP |
| 243-24-027 | State of Wisconsin | STH 33/State Road, City of La Crosse, from Losey Blvd to East City Limits (including Bridge Rehab B-32-0083)<br>➢ Pavement Replacement | 2025-2032 Construction anticipated 2032 | Pav Repl | $864,200 | STBG |
| 243-25-012 | State of Wisconsin | STH 33, La Crosse – Cashton, from Wedgewood Dr to Southdale Dr<br>➢ Curb Ramp improvements for WisDOT ADA Trans Plan | 2025-2032 Construction anticipated 2032 | Other | $71,300 | STP |
| 243-20-030 | State of Wisconsin | STH 33 (La Crosse to Cashton), from Forest Ridge Dr to Kirschner Rd<br>➢ Resurfacing | 2020-2029 Construction anticipated 2029 (advanceable to 2026-2027) | Sys Pres | N/A | STBG |
| 243-22-030 | State of Wisconsin | STH 157 - Main St, from 5th Ave S to 0.05 East of 17th Ave<br>➢ Pavement Replacement | 2022-2029 Construction anticipated 2029 (advanceable to 2028) | Pav Repl | N/A | NHPP |
| 243-23-012 | La Crosse County | CTH FO, from CTH F to CTH OA<br>➢ Highway Safety Project<br>➢ Construct Wider Paved Shoulders | 2023-2025 Construction anticipated 2025 | Other | $400,000 | HSIP |
| 243-23-030 | La Crosse County | CTH OT, from STH 35 to CTH SN<br>➢ Pavement Replacement | 2023-2026 Construction anticipated 2026 | Pav Repl | $3,045,400 | STBG |
| 243-24-028 | La Crosse County | CTH W, from CTH D to CTH M (Johnson Coulee Creek Bridge B-32-0001)<br>➢ Bridge Replacement | 2025-2028 Construction anticipated 2028 | Br Repl | $993,500 | STBG |
| 243-24-029 | La Crosse County | CTH MH, from Briggs Rd to CTH HD<br>➢ Pavement Replacement | 2024-2028 Construction anticipated 2028 | Pav Repl | $1,343,100 | STBG |

| | | | | | | |
|---|---|---|---|---|---|---|
| 243-22-022 | City of Onalaska | Theater Road, from CTH OS to Midwest Dr<br>➢ Resurfacing | 2023-2025 Construction anticipated 2025 | Sys Pres | $436,300 | STBG |
| 243-24-030 | City of Onalaska | CTH SS, from 12th Ave S to Crossing Meadow Dr<br>➢ Pavement Replacement | 2024-2028 Construction anticipated 2028 | Pav Repl | $625,100 | STBG |
| 243-22-024 | City of La Crosse | 6th Street, from Cass St to State St<br>➢ Reconstruction | 2022-2028 Construction anticipated 2028 | Reconstr | $2,809,800 | STBG |
| 243-23-024 | City of La Crosse | Green Bay Street, from 22nd St S to Losey Blvd<br>➢ Reconstruction | 2023-2025 Construction anticipated 2024-2025 | Reconstr | N/A | STBG |
| 243-24-031 | City of La Crosse | Green Bay Street, from 9th St S to 14th St S<br>➢ Reconstruction | 2024-2028 Construction anticipated 2028 | Reconstr | $1,685,400 | STBG |
| 243-23-033 | City of La Crosse | Losey Boulevard, Main Street Intersection<br>➢ Intersection improvements - left turn lanes/monotubes | 2024-2026 Construction anticipated 2026 | Sys Pres | $1,329,700 | HSIP |
| 243-23-034 | City of La Crosse | Losey Boulevard, from Mormon Coulee Rd to Ward Ave<br>➢ Reconstruction | 2024-2027 Construction anticipated 2027 | Reconstr | $2,092,400 | HSIP |
| 243-23-025 | City of La Crosse | Monitor Street, from Rose St to Lang Dr<br>➢ Reconstruction | 2023-2027 Construction anticipated 2027 | Reconstr | $3,317,700 | STBG |
| 243-23-035 | La Crosse County | CTH M, Town of Barre - Town of Bangor (Russian Coulee Creek Bridge B-32-0239)<br>➢ Bridge Replacement | 2019-2025 Construction anticipated 2025 | Br Repl | $1,186,700 | STBG |
| 243-21-017 | La Crosse County | CTH M, from CTH I to CTH YY, (Bridge B-32-007)<br>➢ Bridge Replacement | 2021-2027 Construction anticipated 2026-2027 | Br Repl | $1,296,100 | STBG |
| 243-23-015 | La Crosse County | CTH O, from CTH OA to CTH M, (Bridge B-32-020)<br>➢ Bridge Replacement | 2023- N/A Construction not currently scheduled or obligated | Br Repl | N/A | LF |
| 243-21-018 | La Crosse County | Mohican Trail, Town of Onalaska, (Bridge P-32-923)<br>➢ Bridge Replacement | 2021-2025 Construction anticipated 2024-2025 | Br Repl | N/A | STBG |
| 243-24-024 | State of Wisconsin | Various Highways, approximately 20.7 miles of 186.3 miles is within LAPC on WIS 16 and US 14<br>➢ SW Region Epoxy Pavement Markings | 2024-2025 Construction anticipated 2024-2025 | Sys Pres | N/A | NHPP |
| 243-25-022 | State of Wisconsin | Various Highways, approximately 17 miles of the approximate 185 miles is within LAPC on WIS 16, WIS 33 and WIS 157<br>➢ SW Region Epoxy Pavement Markings | 2025-2026 Construction anticipated 2025-2026 | Sys Pres | $1,614,500 | NHPP |
| 243-21-021 | State of Wisconsin | IH 90, La Crosse - West Salem, from Theater Road to CTH C, (Bridges B-32-23, 24, & 27) | 2022-2027 Construction anticipated 2025-2027 | Sys Pres | $15,304,800 | NHPP |

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| | | ➢ Bridge Resurfacing and Deck Replacements | | | | |
| 243-24-022 | City of La Crosse | Bicycles & Racks (Various Locations)<br>➢ Bicycles & Racks Purchase | 2024-2025 Construction anticipated 2025 | Other | $56,700 | TAP |
| 243-22-035 | City of La Crosse | Grand Crossing Trail, from Myrick Park Dr to Saint James St, Bicycle/Pedestrian Multi-Use Trail<br>➢ New Construction | 2023-2026 Construction anticipated 2025-2026 | Other | $781,700 | TAP |
| 243-22-036 | City of La Crosse | Wagon Wheel Trail, from City of La Crosse to City of La Crescent, MN, Bicycle/Pedestrian Multi-Use Trail<br>➢ New Construction | 2023-2026 Construction anticipated 2025-2026 | Other | $5,013,100 | TAP |
| 243-24-032 | City of La Crosse | Avon Street Greenway, from St. Cloud St to Moore St<br>➢ New Construction | 2024-2028 Construction anticipated 2027-2028 | Other | $884,600 | TAP |
| 243-22-037 | Town of Shelby | Goose Island Trail, from CTH GI to Sunnyside Dr, Bicycle/Pedestrian Multi-Use Path<br>➢ New Construction | 2023-2026 Construction anticipated 2025-2026 | Other | $358,000 | TAP |
| 243-23-031 | Town of Holland | Holland Bluff Trail Phase 1, from Bluffview Ct to Sylvester Rd, Bicycle/Pedestrian Multi-Use Path<br>➢ New Construction | 2024-2026 Construction anticipated 2025-2026 | Other | $311,600 | TAP |
| 243-24-033 | Town of Holland | CTH MH Trail, from Sunrise Ln to Briggs Dr, Bicycle/Pedestrian Multi-Use Path<br>➢ New Construction | 2024-2028 Construction anticipated 2027-2028 | Other | $1,001,100 | TAP |
| 243-24-034 | Village of Holmen | Holland Bluff Trail Phase 2, from CTH MH to Bluffview Ct, Bicycle/Pedestrian Multi-Use Path<br>➢ New construction | 2024-2026 Construction anticipated 2025-2026 | Other | $353,800 | TAP |
| 243-24-035 | La Crosse County | La Crosse County, Safe Routes to School (SRTS) Programming, Commencement 06/2028<br>➢ Non-Infrastructure | 2027-2028 (non-infrastructure) | Other | $503,300 | TAP |
| 243-25-013 | La Crosse County | LAPC's Safe Streets For All (SS4A) Comprehensive Safety Action Plan<br>➢ Non-Infrastructure | 2025-2026 (non-infrastructure) | Other | $350,000 | SS4A |
| 243-25-020 | City of La Crosse | Carbon Reduction Program (CRP), 2nd Street Cycle Track Upgrade, from Market St to La Crosse St<br>➢ Reconstruction | 2025-2027 Construction anticipated 2026-2027 | Other | $408,487 | CRP |
| 243-25-021 | City of Onalaska | Carbon Reduction Program (CRP), East Avenue Sidewalk Installation, from Century Pl to Flint Ct<br>➢ Construction | 2025-2027 Construction anticipated 2026-2026 | Other | $489,241 | CRP |
| 243-23-016 | Town of Shelby | Safe Public Rail Access (EFL App# WI 98), New access road, parking lot and railroad crossing signals to Upper Mississippi National Wildlife Refuge (0.1 miles north of B-32-0163 on WIS 35)<br>USF&W providing match funding | 2023- N/A Construction not currently scheduled | Other | $1,190,000 | FLAP |

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| | | ➢ Construction and railroad crossing improvements | | | | |
| 243-25-016 | La Crosse County | Railroad Crossing Elimination (RCE) Planning Grant, Brice Prairie Rail Safety and Grade Separation Plan<br>➢ Comprehensive Planning and Environmental Linkages (PEL) Study | 2026-2027 (non-infrastructure) | Rail | $910,000 | RCE |
| 243-21-022 | State of Wisconsin | Twin Cities, Milwaukee, Chicago (dba Borealis) Intercity Passenger Rail Grant, La Crosse - St. Paul (2nd Round-trip)<br>➢ Railroad Crossing Improvements | 2021-2029 Construction anticipated 2024-2029 | Rail | $49,150,600 | Rail Safety |
| 243-24-015 | State of Wisconsin | Town of Shelby, Losey Boulevard (BNSF RR Xing 079827S)<br>➢ Railroad Crossing Geometric Improvements | 2024- N/A Construction not currently scheduled or obligated | Rail | N/A | Rail Safety |
| 243-21-023 | State of Wisconsin | Town of Shelby, Losey Boulevard (BNSF RR Xing 079827S)<br>➢ Railroad Crossing Signal Replacement | 2021-2026 Construction anticipated 2026 | Rail | $353,500 | Rail Safety |
| 243-24-018 | State of Wisconsin | Village of West Salem, Leonard Street (Soo Line RR Xing 390920B)<br>➢ Railroad Warning Device | 2024-2025 Construction anticipated 2024-2025 | Rail | N/A | Rail Safety |
| 243-24-019 | State of Wisconsin | Village of West Salem, Mill Street (Soo Line RR Xing 390917T)<br>➢ Railroad Warning Device | 2024-2025 Construction anticipated 2024-2025 | Rail | N/A | Rail Safety |
| 243-24-020 | State of Wisconsin | Village of West Salem, CTH B/Oak Avenue (Soo Line RR Xing 390921H)<br>➢ Railroad Warning Device | 2024-2025 Construction anticipated 2024-2025 | Rail | N/A | Rail Safety |
| 243-25-017 | City of La Crescent | Railroad Crossing Elimination (RCE), La Crescent Rail Corridor Safety Improvements<br>➢ Safety Improvement Plan | 2026-2027 (non-infrastructure) | Rail | $287,000 | RCE |
| 243-24-025 | City of La Crescent | Carbon Reduction Program (CRP), City of La Crescent: Lease 2 Electric Vehicles for Municipal Use<br>➢ Vehicle Purchase | 2024- N/A (non-infrastructure) | Other | $43,940 | CRP |
| 243-25-026 | State of Minnesota | Resurface Mainline bridges on i-90 over Mississippi River, Dresbach Bridges 85801 & 85802 (Ref. TIP #s 243-24-026)<br>➢ Bridge Resurfacing | 2024-2028 Construction anticipated 2028 | Br Rehab | N/A | NHPP |
| 243-24-038 | State of Minnesota | **ELLE** on MN 16 from 0.37 miles W. TH 61 to TH 61, on TH 61 FROM 0.3 miles E. TH 16/61 to 4th St.<br>➢ Pavement Replacement<br>➢ Bituminous Mill and Overlay | 2024-2028 Construction anticipated 2028 | Pav Repl | $2,500,000 | NHPP |
| 243-24-037 | State of Minnesota | CRP LAPC Carbon Reduction Set Aside | 2027-2028 Construction not currently scheduled or obligated | Other | $21,000 | CRP |

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| | | ***Transit Projects:*** | | | | |
| 243-09-015 | City of La Crescent | Apple Express, Operating Assistance | On-going (non-infrastructure) | Transit | $1,562,640 | 5307 |
| 243-03-037 | La Crosse County | Minibus, Volunteer Driver Assistance | On-going (non-infrastructure) | Transit | $1,410,400 | SF |
| 243-03-039 | City of La Crosse | MTU, Operating Assistance | On-going (non-infrastructure) | Transit | $22,358,412 | 5307 |
| 243-03-043 | City of Onalaska | DriftLink, Onalaska / Holmen / West Salem Public Transit. Operating Assistance | On-going (non-infrastructure) | Transit | $3,413,008 | 5307 |
| 243-13-013 | La Crosse County | SMRT, Scenic Mississippi Regional Transit Operating Assistance. Serves La Crosse, Crawford, Monroe, and Vernon Counties | On-going (non-infrastructure) | Transit | $2,223,312 | 5311 |
| 243-23-012 | City of La Crosse | MTU, Two (2) Hybrid Replacement Buses | 2023-2025 | Transit | $580,232 | 5399 |
| 243-23-013 | City of La Crosse | MTU, Two (2) Clean Diesel Replacement Buses | 2023-2025 | Transit | $1,241,300 | 5399 |
| 243-25-019 | Couleecap | Vehicle Loans, Operating Assistance (WETAP). Crawford, La Crosse, Monroe, and Vernon Counties | On-going (non-infrastructure) | Transit | $144,378 | SF |
| 243-22-013 | Vernon County | Mobility Management, Volunteer Driver Program and Vernon County Minibus. Serves locations in La Crosse Area | On-going (non-infrastructure) | Transit | $28,168 | 5310 |
| 243-25-014 | Vernon Area Rehab Center | One (1) medium-large bus replacement vehicle. | 2025 | Transit | $150,507 | 5310 |
| 243-23-018 | Center for Independent Living | Call Center, Mobility Management and Operating Assistance. Serves La Crosse County and 41 Other Wisconsin Counties | On-going (non-infrastructure) | Transit | $566,798 | 5310 |
| 243-25-023 | La Crosse County | SMRT, Purchase Replacement Standard 30ft Bus | 2025 | Transit | $200,000 | 5311 |
| 243-23-028 | La Crosse County | SMRT, Lease Replacement <30ft Bus | On-going (non-infrastructure) | Transit | N/A | 5311 |
| 243-25-015 | Monroe County | One (1) High Roof Rear Entry Transit Vehicle Replacement. Serves La Crosse and Monroe Counties | 2025 | Transit | $83,140 | 5311 |
| 243-24-036 | City of Onalaska | Two (2) Transit Vans, City of Onalaska, OHWS Public Transit, Obligation Anticipated in 2027 | 2025-2027 | Transit | $360,000 | TAP |

*Source: 2025-2028 LAPC Transportation Improvement Program (TIP), as amended.*

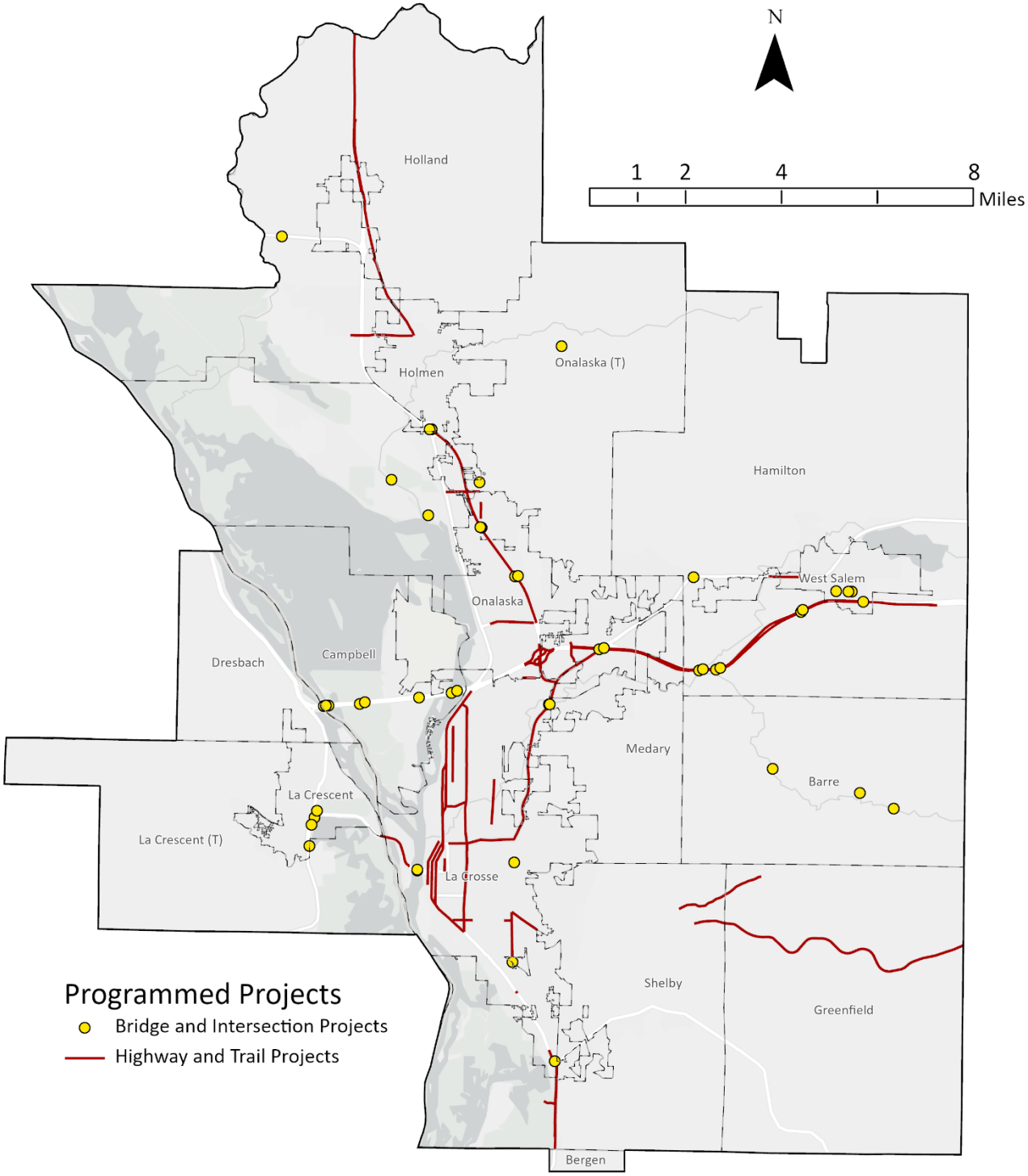


**Figure 6.14. Projects that are programmed in the 2025-2028 TIP, as amended.**

# Planned and Illustrative Projects

The illustrative projects listed below in **Table 6.2**, have been identified as potential future projects through ongoing discussions with municipal staff in the planning area. Fiscally constrained *planned* projects included in this section – as defined by the US Federal Code (23 CFR § 450.104) – are those for which are realistic, include sufficient financial information and can be implemented using sensibly available revenue sources with reasonable assurance the federally supported transportation systems are being adequately operated and maintained.

In the spring of 2025, LAPC staff met with various municipal staff (i.e., administrators, engineers, planners, clerks, transit providers) and local elected officials to discuss the MTP's goals, priorities, and key data findings pertaining to their respective communities. As well, LAPC staff discussed the overall results of the public engagement efforts and results specific to their communities. These planned and illustrative projects provide a snapshot of this local input and should serve as a guiding inventory of projects for advancing the region's transportation system beyond the current TIP horizon.

The projects are broken out into three categories in **Table 6.2**:

- **Fiscally Constrained Planned Projects** – Projects for which staff could realistically identify both an estimated year of implementation and a total project cost. These projects are included in the Financial Analysis in Chapter 8.
- **Short-Ranged Projects** – projects that are estimated to beginning in the near-term (between 2026-2035). These projects often have generally more defined scope of work and may be in the early stages of development or waiting for funding opportunities to advance into the design and engineering stages.
- **Mid-Ranged Projects** – projects estimated to begin in the mid-term to address anticipated infrastructure and capacity needs (between 2036-2045).
- **Long-Ranged** and **Undetermined Projects** – projects that reflect visionary concepts and potential long-term investments (2045-2055). At this stage, many have undefined scopes or cost estimates. Inclusion of these projects in this plan allows them to remain visible in the regional planning process.

If a total project cost is included in any of the listed projects, those estimations are in 2025 dollars. Further analysis of projects in *Chapter 7 Environmental and Social Impacts*, as well as projected cost to the year of construction is included in *Chapter 8 Financial Analysis*.

**TABLE 6.2 Planned and Illustrative Projects in the Planning Area**

| **Fiscally Constrained Planned Projects** | |
|---|---|
| Village of Holmen | Reconstruction of Main Street from Gaarder Road to Holmen Drive. Estimated total cost to be $4 million, with construction in 2027. |
| City of Onalaska | Installation of bike lanes along the Quincy Street corridor. Estimated total cost to be $30,000 and could be constructed in 2027. |
| City of Onalaska | Reconstruction/reconfiguration of S Kinney Coulee Road This would include installing a roundabout and right-in/right-out entrances. Estimated total cost of $2.5 million, with construction in 2029. |
| Village of Holmen | Resurfacing of Holmen Drive from CTH M to the end of La Crosse County jurisdiction. Estimated total cost of $1.5 million, with construction in 2030. |

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| City of Onalaska | Reconstruction and replacement of utilities along Sand Lake Road from Main Street to Redwood Street. Estimated total cost of $3.7 million, with construction in 2030. |
| City of Onalaska | Reconstruction and replacement of utilities along 12th Avenue South from Green Street to Main Street. Estimated total cost of $1.2 million, with construction in 2030. |
| City of Onalaska | Reconstruction and adding sidewalks and on-street bike lanes along East Avenue from Spruce Street to Riders Club Road. Estimated total cost of $1.9 million, with construction in 2030. |
| City of La Crosse | Protected bike lanes with permanent barriers along Ranger Drive from STH 35 to Gillette Street. Estimated total cost of $865,807, with construction in 2030. This project was identified as a Tier 1 priority project in the 2024 City of La Crosse *Bicycle and Pedestrian Master Plan*. |
| City of Onalaska | Reconstruction of Sand Lake Road from Redwood Street to Riders Club Road, with additional access point and intersection improvements. Estimated total cost of $2.8 million, with construction in 2031. |
| **Short-Range Projects** | |
| City of La Crosse | Completion of Phase 2 of the King Street Greenway from Front Street to 8th Street. Estimated total project cost of $1.32 million, with construction happening between 2026-2030. This project was identified as a Tier 1 priority project in the 2024 City of La Crosse *Bicycle and Pedestrian Master Plan*. |
| Town of Holland | Completion of Phase 2 of County Road MH shared-use trail from CTH XX to Sunrise Lane. Estimated total cost of $948,118, with construction between 2026 and 2030. Town of Holland was awarded TAP funding in 2024 for completion of phase 1. Project was recommended for implementation in the 2022 Town of Holland *Bicycle and Pedestrian Master Plan*. |
| City of La Crescent | Intersection improvements at County Road 6 and Michigan Avenue (County Road 25). Estimated total cost of $750,000, with construction between 2026 and 2030. |
| La Crosse County | Reconstruction of County Road B from STH 16 to Sablewood Drive in the Town of Medary. Estimated total cost of $2.23 million, with construction between 2026 and 2030. La Crosse County applied for STP-Urban funding in 2024 but was not selected for funding. |
| La Crosse County | Reconstruction of County Road B from Clinton Street to County Road BW/Lakeshore Drive. Estimated total cost of $9 million, with construction between 2026 and 2030. La Crosse County applied for STP-Urban funding in 2024 but was not selected for funding. |
| City of Onalaska | Reconstruction of East Main Street from STH 16 to Market Place. Estimated total cost of $500,000, with construction between 2028 and 2030. |
| City of La Crosse | Kinney Coulee Connection shared-use path along Kinney Coulee Road, connecting the STH 16 Trail to the La Crosse border. Estimated total cost of $8.5 million, with construction between 2026 and 2040. This project was identified as a recommendation to the All Ages and Abilities Network in the 2024 City of La Crosse *Bicycle and Pedestrian Master Plan*. |
| City of La Crescent | Railroad Crossing Elimination (RCE) grant program implementation. Estimated total cost and scope undetermined at this time. Anticipated construction timeline of 2026 to 2031. The City of La Crescent was awarded planning funds in 2025 from the Federal Railroad Administration (FRA) to study the rail corridor for safety improvements within the City of La Crescent. |
| Town of Onalaska | Railroad Crossing Elimination (RCE) grant program implementation. Estimated total cost and scope undetermined at this time. Anticipated construction timeline of 2026 to 2031. LAPC, on behalf of the Town of Onalaska, was awarded planning funds in 2025 from the FRA to study project activities related to alleviating the at-grade rail crossing entering and exiting Brice Prairie within the Town of Onalaska. |
| **Mid-Range Projects** | |
| Town of Holland | Paving the shoulder and adding a bike trail along Old NA, from County Road XX to STH 35. Estimated total cost of $1.32 million, with construction between 2030 and 2040. |

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| City of La Crescent | Corridor Safety Study between the interstate I-90 and South 14th Street, to address intersection and through-traffic concerns. Estimated total cost of the study to be $350,000. Planning study estimated to be completed between 2031 and 2040. |
| City of La Crescent | Root River Trail development and construction, connecting between City of La Crescent, Hokah, and Houston Minnesota. Total cost estimated to be $9 million, with construction estimated between 2035 and 2045. The Root River Trail completion has been listed in several State of Minnesota and City of La Crescent since approximately the 1970s. The City of La Crescent has had several attempts at applying for state and federal discretionary funds. While unsuccessful, the city remains diligent. |
| City of La Crescent | Bicycle and pedestrian accommodation installation, connecting to STH 16 in the City of La Crescent. Estimated total cost undetermined, with projected construction timeframe between 2031 and 2040. |
| City of La Crescent/ MnDOT | Reconstruction of STH 16 in the City of La Crescent, converting from 4-lanes to 2-lanes. Total cost undetermined, with projected construction timeframe between 2031 and 2040. |
| **Long-Range/Undetermined Projects** | |
| City of La Crosse | Converting existing on-street bike lanes to permanent protected bike lanes along Clinton Street from US 53 to STH 35. Total cost estimated to be $439,539, with construction year undetermined. This project was identified as a Tier 1 priority project in the 2024 City of La Crosse *Bicycle and Pedestrian Master Plan*. |
| City of La Crosse | 22nd Street/Hillview Avenue Greenway from Park Drive to Cass Street. Total estimate cost of $1.17 million, with construction year(s) undetermined. This project was identified as a Tier 1 priority project in the 2024 City of La Crosse *Bicycle and Pedestrian Master Plan*. |
| City of La Crosse | Protected bike lanes along 7th Street from King Street to Farnam Street. Total estimated cost of $986,960, with construction year(s) undetermined. This project was identified as a Tier 1 priority project in the 2024 City of La Crosse Bicycle and Pedestrian Master Plan. |
| City of La Crosse | Farnam Street Greenway from STH 14 to STH 33. Estimated total cost of $966,565, with construction year(s) undetermined. This project was identified as a Tier 1 priority project in the 2024 City of La Crosse *Bicycle and Pedestrian Master Plan*. |
| City of La Crosse | River Point Black River Trail extension, connecting the Jim Asfoor Trail near Riverside Park to the newly constructed River Point District. Estimated total cost of $2.5 million with construction year(s) undetermined. |
| City of La Crosse | Reconstruction and replace two signals and utilities along Losey Boulevard from La Crosse Street to Cass Street. Estimated total cost of $6.05 million, with construction year(s) undetermined. |
| City of La Crosse | Reconstruction and replace utilities along Losey Boulevard from Cass Street to State Road. Estimated total cost of $4.13 million, with construction year(s) undetermined. |
| City of La Crosse | Reconstruction and replace two signals and utilities along Losey Boulevard from State Road to Ward Avenue. Estimated total cost of $5.45 million, with construction year(s) undetermined. |
| City of La Crosse | Reconstruction and replace utilities along State Street from 16th Street to 17th Street. Estimated total cost of $588,000, with construction year(s) undetermined. |
| City of La Crosse | Reconstruction and replace utilities along 16th Street from State Street to Main Street. Estimated total cost of $548,000, with construction year(s) undetermined. |
| City of La Crosse | Corridor study of State Street, covering from West Avenue to Losey Boulevard. Estimated total cost and year undetermined. |
| City of La Crosse | 10th Street Greenway from Lueth Park to Winnebago Street. Estimated total cost and year undetermined. This greenway was identified in the City of La Crosse Downtown Plan, *Imagine 2040*. |

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| City of Onalaska | Secondary access route to South Kinney Coulee Road, with a bridge over I-90. Estimated total cost, scope, and year undetermined. |
| Village of West Salem | Reconstruction of West Hamilton Street from Harmony to West Avenue. Estimated total cost and year undetermined. Project is identified in the Village of West Salem *2023 Comprehensive Plan*. |
| Village of West Salem | Industrial Drive and Neshonoc Road intersection improvements. Estimated total cost and year undetermined. |
| TBD | Briggs Road Corridor Safety Study. Collaboration would need to include Town of Holland, Village of Holmen, Town of Onalaska, and the Holmen School District. Estimated total cost and year undetermined. |
| City of La Crescent | County Road 6 Road Diet. Estimated total cost and year undetermined. |
| MnDOT | Highway 14/61/16 road diet and traffic calming. Identified as a need by the City of La Crescent, with road ownership by the Minnesota Department of Transportation. Estimated total cost and year undetermined. |
| City of La Crescent | Separated bicycle and pedestrian facilities between Skunk Hollow Road and S 7th Street. Estimated total cost and year undetermined. |
| Town of Shelby | Reconstruction of Old Town Hall Road bridge and stormwater improvements. Estimated total cost and year undetermined. |
| Town of Shelby | Mormon Coulee Creek Trail Planning/Feasibility Study. (Phase 1) This project has been listed in several plans dating back to the 1990s, most recently the Town of Shelby *2022-2041 Comprehensive Plan*. This recreational trail would essentially follow along the Mormon Coulee Creek. Collaboration would be needed between the Town of Shelby and City of La Crosse because of close boundary borders. As well, WisDOT and County of La Crosse due to state and county roads potentially affected. Estimated total cost and year undetermined. |
| Town of Shelby | Mormon Coulee Creek Trail. (Phase 2) This would be the implementation and construction of the Mormon Coulee Creek Trail, based on the recommendations from the Planning and Feasibility Study. |
| Town of Medary | Smith Valley bridge reconstruction. |
| Town of Medary | Secondary access to Smith Valley Road. |

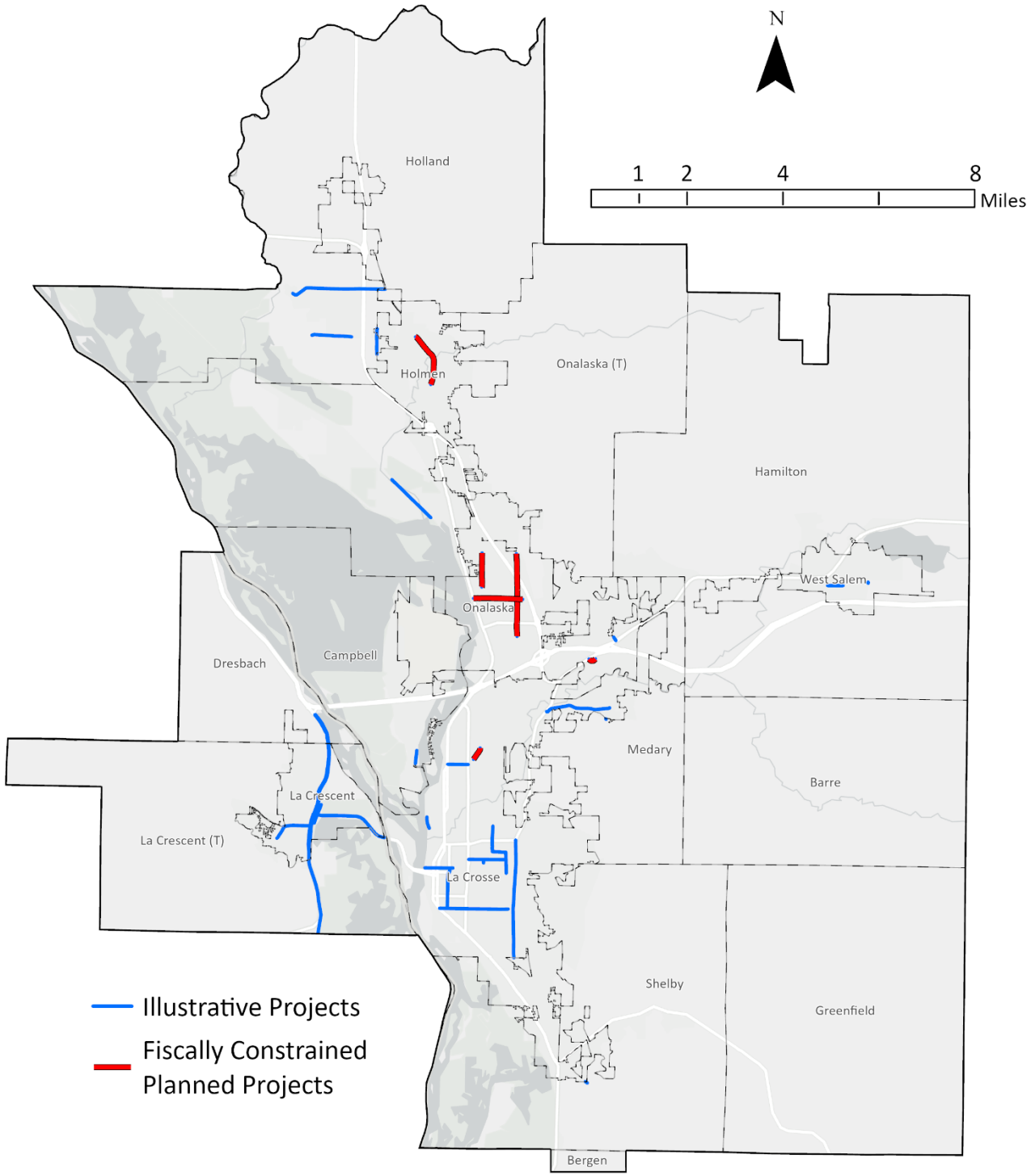


**Figure 6.25. Estimated extents of illustrative and planned projects.**

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# Chapter 7
# Environmental and Social Impacts

This chapter explores the potential environmental, social, and cultural impacts that both programmed and illustrative projects could have. Large or intensive developments can adversely affect large swathes of area and diminish the quality of the environment. To enhance the consideration of these vital resources, the potential environmental and social impacts of programmed and illustrative projects have been analyzed by LAPC staff and organized in this chapter. The resources considered for the impact analysis can be found in **Appendix D**, broadly however, each of the programmed and illustrative projects were spatially compared to existing environmental and cultural resource inventories to identify if any impacts could occur. Additionally, whether the project fell within a zip code that has been identified by FEMA to be at-risk was included in the analysis.

## Programmed Transportation Projects

The programmed projects shown in **Table 7.1** below do not include pavement replacement, resurfacing, and paint/repair projects in this analysis.

**TABLE 7.1 Environmental and Social Impact Analysis – Programmed Transportation Projects**

| TIP # | Sponsor Agency | Project Description | Environmental/Cultural and FEMA Hazard Risks and Social Vulnerability (NRI) |
|---|---|---|---|
| **243-19-020** | State of Wisconsin | IH 90, Black River Bridges, Round Lake Bridges, Bainbridge Pedestrian Bridge, Concrete Overlays B-32-34, 35, 46, 47 and Bridge Rehabilitation B-32-73 | *Enviro:* Within regulatory floodway, impaired waterway (Mississippi), & crosses Upper Mississippi National Wildlife and Fish Refuge<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-20-027** | State of Wisconsin | IH 90 (West Salem to Sparta), Concrete Bridge Overlays of CTH C (Bridge B-32-57). Bridge Rehabilitation | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-25-018** | State of Wisconsin | IH 90 (La Crosse to Sparta) Dresbach Bridges (B-32-222 & 223) (other State Let - reimbursement to MN-DOT) Bridge Joint Replacement & Drainage System Repairs | *Enviro:*<br>*FEMA Hazard Risk (NRI):*<br>*Socially Vulnerable (NRI):* |
| **243-24-013** | State of Wisconsin | USH 53, La Crosse – Galesville, Sand Lake Rd Interchange NB Offramp. Signal & Left Turn Lane improvements | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-23-021** | State of Wisconsin | STH 16, La Crosse – Sparta, from STH 35 to IH 90, includes WIS 157 from WIS 16 to IH 90. Preliminary Engineering/NEPA & Reconstruction | *Enviro:* Crosses regulatory floodway, impaired waterway (La Crosse River), partially within 100-year floodplain, within archeologically sensitive area, & crosses Great River State Trail<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| **243-23-022** | State of Wisconsin | STH 35, La Crosse – Trempealeau, from USH 14/61 to USH 53. Reconstruction | *Enviro:* Crosses regulatory floodway, impaired waterway (La Crosse River), within 100-year floodplain, & adjacent to historic district<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| **243-23-023** | State of Wisconsin | USH 53, La Crosse – Galesville, from STH 35 to IH 90. Preliminary Engineering/NEPA & Reconstruction | *Enviro:* Crosses regulatory floodway, impaired waterway (La Crosse River), within 100-year floodplain, partially within archeologically sensitive area, & adjacent to historic district<br>*FEMA Hazard Risk (NRI):* Yes |

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| | | | *Socially Vulnerable (NRI):* Yes (very high) |
| **243-14-026** | State of Wisconsin | STH 35, from La Crosse County Line to Garner Pl. Reconstruction of STH 35 / USH 14/61 Intersection | *Enviro:* Within archeologically sensitive are, crosses regulatory floodway & class 2 trout stream (Mormon Creek)<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-039** | State of Wisconsin | STH 16, La Crosse – Sparta, Moos Rd intersection improvements | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-19-035** | State of Wisconsin | STH 35, La Crosse – Trempealeau (Black River Bridges B-32-016 and B-32-018) Bridge Replacement | *Enviro:* Within 100-year floodplain, adjacent to Van Loon Wildlife Area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-23-012** | La Crosse County | CTH FO, from CTH F to CTH OA. Highway Safety Project - Construct Wider Paved Shoulders | *Enviro:* No<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-028** | La Crosse County | CTH W, from CTH D to CTH M (Johnson Coulee Creek Bridge B-32-0001) Bridge Replacement | *Enviro:* Within archeologically sensitive area, crosses impaired waterway (Johnson Coulee Creek)<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-22-024** | City of La Crosse | 6th Street, from Cass St to State St Reconstruction | *Enviro:* None<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes (very high) |
| **243-24-031** | City of La Crosse | Green Bay Street, from 9th St S to 14th St S Reconstruction | *Enviro:* Adjacent to designated historic place (Gund Brewing Company Bottling Works)<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| **243-23-025** | City of La Crosse | Monitor Street, from Rose St to Lang Dr Reconstruction | *Enviro:* Within 100-year floodplain<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| **243-23-035** | La Crosse County | CTH M, Town of Barre - Town of Bangor (Russian Coulee Creek Bridge B-32-0239) Bridge Replacement | *Enviro:* Crosses wetlands, within archeologically sensitive area, adjacent to 100-year floodplain<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-21-017** | La Crosse County | CTH M, from CTH I to CTH YY, (Bridge B-32-007) Bridge Replacement | *Enviro:* Within archeologically sensitive area, crosses regulatory floodway & class 2 trout stream (Botswick Creek), & adjacent to La Crosse Area Comprehensive Fishery Area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-23-015** | La Crosse County | CTH O, from CTH OA to CTH M, (Bridge B-32-020) Bridge Replacement | *Enviro:* Within archeologically sensitive area, crosses regulatory floodway & class 2 trout stream (Botswick Creek), & within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-21-018** | La Crosse County | Mohican Trail, Town of Onalaska, (Bridge P-32-923) Bridge Replacement | *Enviro:* Within archeologically sensitive area & crosses regulatory floodway<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-22-035** | City of La Crosse | Grand Crossing Trail, from Myrick Park Dr to Saint James St, Bicycle/Pedestrian Multi-Use Trail – New Construction | *Enviro:* Within regulatory floodway, wetlands, & La Crosse Marsh Natural Resource Area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| **243-22-036** | City of La Crosse | Wagon Wheel Trail, from City of La Crosse to City of La Crescent, MN, Bicycle/Pedestrian Multi-Use Trail – New Construction | *Enviro:* Within archeologically sensitive area, regulatory floodway, impaired waterway (Mississippi River, & adjacent to wetlands<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes (very high) |
| **243-24-032** | City of La Crosse | Avon Street Greenway, from St. Cloud St to Moore St – New Construction | *Enviro:* Partially within 100-year floodplain<br>*FEMA Hazard Risk (NRI):* Yes |

| | | | |
|---|---|---|---|
| | | | *Socially Vulnerable (NRI):* Yes |
| **243-22-037** | Town of Shelby | Goose Island Trail, from CTH GI to Sunnyside Dr, Bicycle/Pedestrian Multi-Use Path – New Construction | *Enviro:* Crosses regulatory floodway, class 2 trout stream (Mormon Coulee Creek), wetlands, partially within archeologically sensitive area, & adjacent to historic district<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-23-031** | Town of Holland | Holland Bluff Trail Phase 1, from Bluffview Ct to Sylvester Rd, Bicycle/Pedestrian Multi-Use Path – New Construction | *Enviro:* None<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-033** | Town of Holland | CTH MH Trail, from Sunrise Ln to Briggs Dr, Bicycle/Pedestrian Multi-Use Path – New Construction | *Enviro:* None<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-034** | Village of Holmen | Holland Bluff Trail Phase 2, from CTH MH to Bluffview Ct, Bicycle/Pedestrian Multi-Use Path – New Construction | *Enviro:* None<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-25-020** | City of La Crosse | Carbon Reduction Program (CRP), 2nd Street Cycle Track Upgrade, from Market St to La Crosse St. Reconstruction | *Enviro:* Within archeologically sensitive area, adjacent to historic district<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes (very high) |
| **243-25-021** | City of Onalaska | Carbon Reduction Program (CRP), East Avenue Sidewalk Installation, from Century Pl to Flint Ct – New Construction | *Enviro:* Partially within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-23-016** | Town of Shelby | Safe Public Rail Access (EFL App# WI 98), New access road, parking lot and railroad crossing signals to Upper Mississippi National Wildlife Refuge (0.1 miles north of B-32-0163 on WIS 35). USF&W providing match funding. New Construction and railroad crossing improvements | *Enviro:* Within regulatory floodway, impaired waterway (Mississippi River), within Upper Mississippi National Wildlife Refuge, and within 100-year floodplain & wetlands<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-015** | State of Wisconsin | Town of Shelby, Losey Boulevard (BNSF RR Xing 079827S) Railroad Crossing Geometric Improvements | *Enviro:* None<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-21-023** | State of Wisconsin | Town of Shelby, Losey Boulevard (BNSF RR Xing 079827S) Railroad Crossing Signal Replacement | *Enviro:* None<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-018** | State of Wisconsin | Village of West Salem, Leonard Street (Soo Line RR Xing 390920B) Railroad Warning Device | *Enviro:* Within archeologically sensitive area & adjacent to La Crosse River State Trail<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-019** | State of Wisconsin | Village of West Salem, Mill Street (Soo Line RR Xing 390917T) Railroad Warning Device | *Enviro:* Within archeologically sensitive area & adjacent to La Crosse River State Trail<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| **243-24-020** | State of Wisconsin | Village of West Salem, CTH B/Oak Avenue (Soo Line RR Xing 390921H) Railroad Warning Device | *Enviro:* Within archeologically sensitive area & adjacent to La Crosse River State Trail<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |

# Illustrative Transportation Projects

**TABLE 7.2 Environmental and Social Impact Analysis – Planned & Illustrative Transportation Projects**

| Sponsor Agency | Project Description | Potential Areas of Impact |
|---|---|---|
| V. Holmen | Main Street reconstruction (Gaarder Road to Holmen Drive) | *Enviro:* Within 100-year floodplain; crosses Class 3 trout stream and riverine wetlands (Halfway Creek); and adjacent to locally designated historic places (Jostad's Store, Burr Oak Tree, Cooperative Creamery)<br>*FEMA Hazard Risk (NRI):* No<br>*Socially Vulnerable (NRI):* No |
| C. La Crosse | Ranger Drive Protected Bike Lane | *Enviro:* Within 100-year floodplain<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. Onalaska | Sand Lake Road reconstruction and replacement of utilities (Main St to Redwood St) | *Enviro:* Intersects with archeologically sensitive area – north of US 53<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. La Crosse | King Street Greenway | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| T. Holland | Phase 2 of County MH Trail (CTH XX to Sunrise Lane) | *Enviro:* Adjacent to WI DNR managed lands (Holland Sand Prairies)<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| La Crosse County | County Road B reconstruction (STH 16 to Sablewood Dr) | *Enviro:* Within archeologically sensitive area, partially intersects a regulatory floodway, wetlands, and Class 1 trout stream (Smith Valley Creek); and adjacent to the La Crosse River State Trail<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. La Crescent | Corridor Safety Study between I-90 and S 14th St - address intersection and through-traffic concerns | *Enviro:* Within archeologically sensitive area – portion south of N 4th St.<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. La Crescent | Root River Trail development | *Enviro:* Within archeologically sensitive area; 100-year floodplain; and adjacent to the Upper Mississippi River National Wildlife Refuge<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. Crosse | 7th Street Protected Bike Lane | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes (Very High) |
| C. Crosse | Farnam Street Greenway | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* Yes |
| C. Crosse | River Point Black River Trail extension | *Enviro:* Within 100-year floodplain; a portion in the regulatory floodway; and within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. Crosse | Losey Boulevard reconstruction and replace two signals and utilities (La Crosse St to Cass St) | *Enviro:* Adjacent to archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* No<br>*Socially Vulnerable (NRI):* No |
| C. La Crescent | Railroad Crossing Elimination (RCE) grant implementation | *Enviro:* Within archeologically sensitive area; within 100-year floodplain; and adjacent to wetlands<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| T. Onalaska | Railroad Crossing Elimination (RCE) grant implementation | *Enviro:* Within archeologically sensitive area; within 100-year floodplain; within wetlands; adjacent to DNR open water; and adjacent to National Fish and Wildlife Refuge<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| | Bike/Ped connection to Highway 16 | *Enviro:* Within archeologically sensitive area |

| | | |
|---|---|---|
| C. La Crescent | | *FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. La Crescent | STH 16 reconstruction, conversion of 4-lane to 2-lane | *Enviro:* Within archeologically sensitive area; adjacent to 100-year floodplain; and adjacent to Upper Mississippi National Wildlife Refuge<br>*FEMA Hazard Risk (NRI):* No<br>*Socially Vulnerable (NRI):* No |
| C. La Crosse | State Street Corridor Study; West Ave to Losey Blvd | *Enviro:* Crosses through designated historic<br>*FEMA Hazard Risk (NRI):* No<br>*Socially Vulnerable (NRI):* No |
| V. West Salem | Hamilton Street Reconstruction | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| V. West Salem | Industrial Drive and Neshonoc Road intersection improvements | *Enviro:* Within archeologically sensitive area<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| C. La Crescent | County Road 6 Road Diet | *Enviro:* Within archeologically sensitive area; adjacent to a National Register of Historic Place (Daniel Cameron House)<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| MnDOT | Highway 14/61/16 road diet - slimming down | *Enviro:* Within archeologically sensitive area; adjacent to 100-year floodplain; and adjacent to Upper Mississippi River National Wildlife Refuge<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| T. Shelby | Old Town Hall Road bridge reconstruction and stormwater improvements | *Enviro:* Within archeologically sensitive area; Within regulatory floodway; crosses class 2 trout stream and wetlands (Mormon Coulee Creek), and adjacent to DNR managed property (La Crosse Area Comprehensive Fisher Area)<br>*FEMA Hazard Risk (NRI):* Yes<br>*Socially Vulnerable (NRI):* No |
| T. Medary | Smith Valley bridge reconstruction | *Enviro:* Within archeologically sensitive area; within regulatory floodway; and crosses class 1 trout stream and wetlands (Smith Valley Creek)<br>*FEMA Hazard Risk (NRI):* Yes (Very High)<br>*Socially Vulnerable (NRI):* No |

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# Chapter 8
# Financial Analysis

As part of the MTP's implementation process, LAPC has conducted a financial analysis to support the identification, evaluation, and prioritization of transportation projects. The MTP Financial analysis demonstrates the balance between expected revenue sources and the estimated cost of projects, otherwise referred to as a fiscally constrained plan. The intent of this financial analysis is to illustrate that it can be reasonably expected that there is adequate funding to complete the programmed projects and plan recommendations. This chapter identifies federal, state, and local funding sources for transportation projects. These activities are federally required and critical to developing a meaningful MTP.

Local transportation expenses and revenue projections are based on historical spending/funding patterns. Values unavailable for current year estimates use the annual average of the previous five (5) years, 2019 to 2023. The use of year-of-expense dollars indicate the corresponding increases in funding will be required to maintain the desired level of preservation, maintenance, and expansion.

Any tables included in this chapter that forecast future needs and funding include an inflation adjustment to reflect year of expense dollars. Estimated costs (expenditures) are adjusted by an annual inflation factor of 2.93% (for capital/expansion) and revenues adjusted by an annual inflation factor of 2.0%[10] from 2025 to the horizon year of 2055. **Tables 8.2** and **8.3** are not adjusted since these tables include historical data which is used to estimate future year revenues.

Generally, projects that are included in the Transportation Improvement Program (TIP) and have identified funding sources available in the year of expenditure are considered "fiscally constrained." In other words, the funding is reasonably expected to be available at the time the project is scheduled for construction. By contrast, projects that are planned and anticipated, but lack dedicated funding sources and/or a defined year of expenditure, are considered "unconstrained."

The full planning horizon for the Metropolitan Transportation Plan (MTP) extends to the year 2055. The MTP organizes projects into three time "bands":

- Short-range: 2026–2035
- Mid-range: 2036–2045
- Long-range: 2046–2055

During the planning process, the La Crosse Area Planning Committee (LAPC) also compiles an illustrative project list. This list contains projects that are likely to be completed in the mid- to long-term (10 or more years into the future) but currently lack a clear funding pathway. Although these projects do not yet have committed funding or construction timelines, they align with various goals and objectives of the LAPC and

[10] The expenditure inflation factor of 2.93% and revenue inflation factor of 2.0% are based on estimates provided by the Wisconsin State Transportation Improvement Program (STIP). As stated in the STIP, the inflationary rate is based on the current ten-year average change in the Consumer Price Index and matches the rate assumed by the Wisconsin MPOs in the TIPs and long-range plans. The expenditure inflation rate of 2.93% is higher than the annual revenue rate of 2.0%, reflecting an important fiscal dynamic: costs are projected to grow faster than the available funding over time.

its member communities. Funding for such projects, when it becomes available, is typically expected to come from a combination of state and federal programs, along with required local matching funds. LAPC staff continuously monitor funding opportunities to advance these projects as conditions allow.

Projects programmed in the early part of the planning cycle (e.g., FY2026–2028) have a high likelihood of moving forward to construction as scheduled. By contrast, projects in the outer years (e.g., FY2045–2055) are subject to regular review as part of the MTP update process, which occurs every five years. This review ensures that regionally significant projects remain aligned with current priorities, funding realities, and community needs.

As a bi-state MPO, the LAPC receives state and federal transportation funding from both Minnesota and Wisconsin DOTs. The following sections describe the principal funding sources from each state, review historical revenue and expenditure trends to inform future projections, and summarize anticipated project needs for the region.

# Local Roads and Highways

## Funding Programs

There are various federal, state, and local sources of funding that have supported past transportation projects and remain available for future projects in the MPO planning area. Table 8.1 below outlines the primary sources of funding expected to be used for implementing the transportation projects in this plan.

**TABLE 8.1 Street and Highway Funding Sources**

| Program | Sponsor | Description | Local Match Requirement |
|---|---|---|---|
| ***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 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 match |
| ***Surface Transportation Block Grant Urban Program*** | Federal | Funds a wide variety of transportation projects. Projects must be on roadways classified as collectors or higher. Transit, bike, and pedestrian projects are eligible. | 20%-50% local match |
| ***State Trunk Highways Preservation*** | Federal and State | Includes "backbone" and "non-backbone 3R" funds. May be used on backbone routes and the state highway system for preservation, reconstruction, resurfacing and reconditioning. | Most projects- no local match required |
| ***Surface Transportation Block Grant Program – Local Bridge*** | Federal and State | Local units of government are eligible for rehabilitation and replacement of bridges based on sufficiency ratings. | 20% local match |
| ***State Trunk Highway Operations and Maintenance*** | State | Funding for State Trunk Highways for operations and maintenance. State contracts with local unit of government for maintenance of State Trunk Highways. | No local match – contract with State |
| ***Local Road Improvement Program*** | State | The program assists local units of government with improvements on deteriorating county highways, town roads, and city and village streets. | Minimum 50% local match |
| ***Connecting Highway Aids Program*** | State | The program provides local units of governments funding for connecting segments of State Trunk Highways to address costs associated with road maintenance and increased traffic. | No local match |
| ***General Transportation Aids*** | State | This program returns a portion of state collected transportation revenues to local units of government and can be used on any road project. | No local match |
| ***Local Funds*** | Local | Local funding sources for highway projects may come from a variety of sources: General Fund, special assessments, bonding authority, Tax Incremental Financing, etc. | NA |

# Historical Expenditures and Funding

## *Local Expenditures*

To determine past local expenditures on streets and highways as well as maintenance costs the Wisconsin Department of Revenue reports "*County and Municipal Revenues and Expenditures* (2020 – 2023) and the "*Minnesota County Finances Report*", the *"Minnesota City Finances Report",* and the "*Minnesota Town Finances Report"* (2020-2022) were reviewed (2023 data not yet available). Annually local units of government report revenues and expenses to their respective state departments. The annual state reports break down street and highway expenses into various categories accounting for maintenance, construction, engineering, administration, etc. **Table 8.2** illustrates the annual street and highway (including operations and maintenance) expenses for Minnesota and Wisconsin local units of government in the MPO planning area for the most recent reported years (2020-2023).

**TABLE 8.2 Summary of Historical Transportation Local Street and Highway Expenses**

| Jurisdiction | 2020 | | 2021 | | 2022 | | 2023 | |
|---|---|---|---|---|---|---|---|---|
| | Operat. & Mainten. | Total | Operat. & Mainten. | Total | Operat. & Mainten. | Total | Operat. & Mainten. | Total |
| **Wisconsin** | | | | | | | | |
| La Crosse County* | $4,140,224 | $4,402,125 | $4,106,369 | $4,391,555 | $4,024,360 | $4,440,094 | $4,774,855 | $5,107,620 |
| C. La Crosse | $8,001,275 | $25,919,866 | $7,122,129 | $27,750,720 | $8,029,242 | $23,767,244 | $8,310,959 | $31,193,721 |
| C. Onalaska | $1,605,076 | $5,153,987 | $1,434,298 | $2,927,226 | $1,403,499 | $3,490,693 | $1,661,291 | $3,787,587 |
| V. Holmen | $1,282,257 | $7,006,460 | $1,167,181 | $1,927,196 | $1,048,980 | $6,286,953 | $1,269,960 | $2,983,633 |
| V. West Salem | $387,724 | $423,121 | $272,771 | $302,884 | $407,968 | $532,379 | $367,414 | $912,118 |
| T. Barre | $263,865 | $263,865 | $279,429 | $279,429 | $79,005 | $116,868 | $123,129 | $124,631 |
| T. Campbell | $421,504 | $687,713 | $307,071 | $355,827 | $515,914 | $559,942 | $334,262 | $451,441 |
| T. Greenfield | $260,123 | $657,979 | $176,481 | $442,913 | $155,940 | $547,937 | $176,097 | $478,976 |
| T. Hamilton | $437,527 | $437,527 | $514,347 | $514,347 | $631,112 | $631,112 | $604,537 | $604,537 |
| T. Holland | $137,536 | $376,994 | $353,062 | $585,749 | $600,772 | $1,124,079 | $230,903 | $556,858 |
| T. Medary | $161,281 | $161,281 | $192,475 | $192,475 | $311,264 | $311,264 | $263,265 | $263,265 |
| T. Onalaska | $494,145 | $494,145 | $359,521 | $359,521 | $413,344 | $441,832 | $454,625 | $454,625 |
| T. Shelby | $1,132,266 | $1,132,266 | $1,276,992 | $1,276,992 | $1,218,161 | $1,218,161 | $1,135,328 | $1,135,328 |
| *WI Total* | *$18,724,803* | *$47,117,329* | *$17,562,126* | *$41,306,834* | *$18,839,561* | *$43,468,558* | *$19,706,625* | *$48,054,340* |
| **Minnesota** | | | | | | | | |
| Houston County** | $125,907 | $510,130 | $162,050 | $675,047 | $146,397 | $299,106 | NA | NA |
| C. La Crescent | $456,042 | $4,024,618 | $1,901,698 | $2,769,161 | $569,569 | $695,625 | NA | NA |
| T. La Crescent | $205,589 | $205,589 | $172,714 | $172,714 | $257,100 | $257,100 | NA | NA |
| Winona County** | $103,137 | $111,558 | $36,760 | $137,144 | $38,300 | $74,424 | NA | NA |
| T. Dresbach | $41,460 | $57,216 | $24,355 | $92,530 | $52,553 | $54,277 | NA | NA |
| *MN Total* | *$932,135* | *$4,909,111* | *$2,297,577* | *$3,846,597* | *$1,063,919* | *$1,380,532* | NA | NA |
| **Planning Area Total** | **$19,656,938** | **$52,026,440** | **$19,859,703** | **$45,153,431** | **$19,903,480** | **$44,849,090** | **$19,706,625** | **$48,054,340** |

*Percent of La Crosse County expenditures attributed to MPO Planning Area (based on percent of County Highway mi).
**Percent of Houston & Winona County expenditures attributed to Planning Area (based on percent of County Highway mi).
*Sources: County and Municipal Revenues and Expenditures Report published by the Wisconsin Department of Revenue (2020-2023). The Minnesota County Finances Report, the Minnesota City Finances Report, the Minnesota Town Finances Report (2020-2022).*

## *Federal and State Expenditures*

**Table 8.3** illustrates historic expenditures from federal and state sources for transportation projects listed in the LAPC TIP 2019-2024.

**TABLE 8.3 2019-2024 Historical State and Federal Highway and Transit Funding**

| | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 |
|---|---|---|---|---|---|---|
| Federal Street and Highway | $23,619,400 | $13,607,8 00 | $36,834,800 | $32,822,900 | $20,578,400 | $38,303,100 |
| State Street and Highway | $4,934,600 | $9,830,800 | $13,724,300 | $18,968,900 | $14,130,900 | $9,576,500 |
| Transit (Federal) | $6,785,300 | $4,135,700 | $3,350,800 | $3,543,500 | $6,641,600 | $4,346,100 |
| Transit (Minnesota) | $0 | $0 | $70 | $0 | $0 | $0 |
| Transit (Wisconsin) | $2,095,100 | $2,083,700 | $3,144,400 | $1,981,200 | $1,723,700 | $1,723,700 |
| Local Match | $9,141,800 | $10,813,400 | $17,276,000 | $11,388,600 | $5,446,200 | $5,651,500 |
| **Total Planning Area** | **$46,576,200** | **$40,471,400** | **$74,400,300** | **$68,705,100** | **$48,520,800** | **$59,600,900** |

Note: Funding amounts not adjusted to 2025 $. Funding amounts shown to the nearest hundredth.
*Sources: LAPC Transportation Improvement Programs (TIPs): 2019-2022, 2020-2023, 2021-2024, 2022-2025, 2023-2026, and 2024-2027, as amended.*

## *Federal and State Funding Obligations*

**Table 8.4** shows the federal, state, and local funding obligations that are programmed in the 2025-2028 Transportation Improvement Program (TIP), as amended in May 2025. These short-range expenditures are adjusted at a 2.93% inflation rate for the years 2026, 2027, and 2028. There is a little over $228.6 million in transportation projects programmed in the TIP.

**TABLE 8.4 Short-Range Funding Projections (2025-2028)**

| Funding Source / Program | | 2025-2028 |
|---|---|---|
| Federal Highway Administration | Highway Safety Improvement Program (HSIP), Surface Transportation Block Grant (STBG), National Highway Performance (NHPP), Carbon Reduction Program (CRP), Transportation Alternatives Program (TAP), etc. | $114,584,580 |
| Federal Transit Administration | Urban Area Formula Program (5307), Bus and Bus Facilities Program (5339), Enhanced Mobility of Seniors and Individuals with Disabilities (5310), Rural Area Formula Grants (5311), etc. | $16,580,059 |
| Federal Railroad Administration | Rail Safety, Rail Crossing Elimination (RCE), etc. | $28,876,795 |
| | *Total Federal* | *$160,041,434* |
| Wisconsin State Funds | Including Major Projects and State Transit Funds | $36,651,805 |
| Minnesota State Funds | State Funds Including State Construction Oversight | $6,203,765 |
| | *Total State* | *$42,855,570* |
| Local Funds (Local Share of State and Federal funded projects and local costs) | Local Funds (Wisconsin) | $24,288,147 |
| | Local Funds (Minnesota) | $1,418,173 |
| | *Total Local* | *$25,706,319* |
| | **Total Programmed Projects** | **$228,603,323** |

NOTE: 2.93% annual inflation applied 2026-2028.
*Source: LAPC 2025-2028 TIP, as amended (May 2025).*

# Future Street and Highway Revenue Projections

## *Local Revenues*

To project local units of government future revenues (2025-2055) for street and highway funding (including operation and maintenance), the expenditure average of the years 2020-2023 (**Table 8.2**) were calculated and adjusted for inflation to current 2025 dollars. The four-year (inflation adjusted) average expenditures for each local unit of government were then inflated by 2.0% annual revenue inflation rate (2026-2055) and local revenues were projected to the 2055 plan horizon. The Wisconsin Department of Revenue "*County and Municipal Revenues and Expenditures*" and the "*Minnesota County, City, Town Finances Reports*", includes state highway aids and/or grants as a line-item revenue. For calculations in **Table 8.5** *Average Local Transportation Expenditures and Projected Revenues 2026-2055*, the state highway aids and/or grants line item was separated from the transportation costs to more accurately reflect local unit of governments true cost and associated revenues.

**TABLE 8.5 Average Annual Local Transportation Expenditures and Estimated Revenues 2026-2055**

| Jurisdiction | Average Annual Transportation Expenditure | Percent of Total Expenditure |
|---|---|---|
| **Wisconsin** | | |
| La Crosse County* | $3,200,352 | 7.3% |
| C. La Crosse | $25,711,071 | 58.4% |
| C. Onalaska | $3,112,527 | 7.1% |
| V. Holmen | $4,384,657 | 10.0% |
| V. West Salem | $199,693 | 0.5% |
| T. Barre | $161,084 | 0.4% |
| T. Campbell | $396,528 | 0.9% |
| T. Greenfield | $410,914 | 0.9% |
| T. Hamilton | $442,544 | 1.0% |
| T. Holland | $565,597 | 1.3% |
| T. Medary | $197,261 | 0.4% |
| T. Onalaska | $324,637 | 0.7% |
| T. Shelby | $885,472 | 2.0% |
| *WI Total* | *$39,992,338* | *90.8%* |
| **Minnesota** | | |
| Houston County** | $236,341.77 | 0.5% |
| C. La Crescent | $3,577,151.60 | 8.1% |
| T. La Crescent | $139,473.43 | 0.3% |
| Winona County** | $54,911.50 | 0.1% |
| T. Dresbach | $62,757.14 | 0.1% |
| *MN Total* | *$4,070,635* | *9.2%* |
| **Total Local Expenditures*** ** | **$44,062,973** | **$2,088,079,162 (over 30 years)** |
| **Projected Local Revenue*** ** | **$44,062,973 (yearly)** | **$1,867,364,159 (over 30 years)** |

*Percent of La Crosse County expenditures attributed to MPO Planning Area (based on % of County Highway miles).
**Percent of Houston County and Winona County expenditures attributed to MPO Planning Area (based on % of County Highway miles).
***The average annual transportation expenditures were inflated at an annual rate of 2.0% to arrive at the projected local revenue over 30-year plan horizon. Average annual expenditures were inflated at an annual rate of 2.93%.
NOTE: MN 2023 data not yet available. 3-year average from 2020-2022 applied and inflated with the 2023 expenditure inflation rate of 1.89% to get to the 4-year average of the planning area.
NOTE: 2024 and 2025 estimates are inflated from the 4-year average with the 2025 expenditure inflation rate of 2.93%
*Sources: County and Municipal Revenues and Expenditures Report published by the Wisconsin Department of Revenue (2020-2023). The Minnesota County Finances Report, the Minnesota City Finances Report, the Minnesota Town Finances Report (2020-2022). Projected revenue calculated by LAPC.*

Table 8.5 illustrates the results of the analysis and shows local units of government average annual local expenditure for transportation in the planning area is close to $44,000,000 (in 2025 dollars). The City of La Crosse accounts for over 58% of the total expenditures while the other local units of government account for the remaining 42% balance. Important to note, that a portion of the projected local revenues will be utilized for operations and maintenance. Historically, approximately 41.6% of local expenses pertain to operations and maintenance.

## Anticipated Federal and State Funding Revenues

Annual state and federal revenues are projected at a 2.0% annual increase, as provided from WisDOT. Table 8.6 shows the 2025 average annual revenues, as provided by WisDOT (July 2025) and the 30-year planning period (2026-2055) projection allocation for each program, prepared by LAPC staff.

The table outlines state and federal funding for state trunk highway preservation, maintenance, and operations, as well as local road expansion and preservation. It also includes funding for cities of La Crosse and Onalaska for Connecting Highway Aids (CHA). Additional funding from the Infrastructure Investment and Jobs Act (IIJA) for the Transportation Alternatives Program (TAP) and the Carbon Reduction Program (CRP). Also included are the estimated state and federal revenues for local governments in the Minnesota portion of the planning area, based on average annual funding from 2019-2022. Over the 30-year planning period, total anticipated funding – adjusted for inflation – is projected to exceed $2.8 billion.

**TABLE 8.6 State and Federal Funding Projections for Local Roads and Highways**

| Funding Type | Short-Range (2026-2035) | Mid-Range (2036-2045) | Long-Range (2046-2055) | Estimated Total Revenue |
|---|---|---|---|---|
| WI State Trunk Highway (STH) Preservation, Maintenance, and Operations | | | | |
| Combined Backbone and Non-Backbone | $193,582,164 | $216,583,590 | $264,014,188 | $674,179,942 |
| STH Bridges | $4,015,676 | $4,492,819 | $5,476,721 | $13,985,215 |
| STH Large Bridges | $28,585,250 | $31,981,748 | $38,985,572 | $99,552,570 |
| STH Maintenance and Operations | $78,457,087 | $87,779,355 | $107,002,544 | $273,238,986 |
| *Total* | *$304,640,176* | *$340,837,512* | *$415,479,025* | *$1,060,956,713* |
| WI Local Roads Expansion and Preservation | | | | |
| STP Urban | $32,767,187 | $36,660,583 | $44,689,046 | $114,116,815 |
| General Transportation Aids (GTA) | $387,826,221 | $433,907,719 | $528,931,089 | $1,350,665,029 |
| Connecting Highway Aids (CHA) | $5,992,326 | $6,704,334 | $8,172,545 | $20,869,205 |
| LRIP | $4,840,021 | $5,415,113 | $6,600,992 | $16,856,126 |
| Federal Safety Program | $3,497,922 | $3,913,545 | $4,770,589 | $12,182,055 |
| Local Bridges | $7,499,020 | $8,390,053 | $10,227,428 | $26,116,500 |
| *Total* | *$442,422,696* | *$494,991,346* | *$603,391,688* | *$1,540,805,730* |
| WI Other | | | | |
| Transportation Alternatives Program (TAP) | $4,328,193 | $4,842,469 | $5,902,942 | $15,073,604 |
| Carbon Reduction Program (CRP) | $16,498,746 | $16,498,746 | $22,501,572 | $55,499,064 |
| *Total* | *$20,826,939* | *$21,341,215* | *$28,404,514* | *$70,572,668* |
| Minnesota State and Federal Funding | $49,534,399 | $55,420,074 | $67,556,762 | $172,511,235 |
| **Planning Area Totals** | **$817,424,210** | **$912,590,147** | **$1,114,831,989** | **$2,844,846,346** |

Source: Wisconsin Department of Transportation; LAPC; *The Minnesota County/City/Town Finances Report (2020-2022)*

Table 8.7 summarizes projected revenues by source over the 30-year plan horizon. When adjusted for inflation, over $3.6 billion is anticipated in transportation revenue for the planning area. This does not include anticipated transit revenues, which is discussed further in this chapter.

**TABLE 8.7 Summary of Projected Planning Area Revenues for Local Roads and Highways**

| Funding Type | Short-Range (2026-2035) | Mid-Range (2036-2045) | Long-Range (2046-2055) | Estimated Total Revenue |
|---|---|---|---|---|
| WI STH Preservation, Maintenance and Operation | $304,640,176 | $340,837,512 | $415,479,025 | $1,060,956,713 |
| WI Federal and State Funding for Expansion, Preservation, and Safety | $463,249,635[1] | $518,292,941 | $631,796,203 | $1,613,338,778 |
| WI Local Operation and Maintenance (not paid by GTA funds | $227,655,720 | $254,705,765 | $310,484,906 | $792,846,392 |
| Minnesota State and Federal Funding (including Operation & Maintenance) | $49,534,399 | $55,420,074 | $67,556,762 | $172,511,235 |
| **Total** | **$1,045,079,930** | **$1,169,256,292** | **$1,425,316,896** | **$3,639,653,118** |

[1]Short-Range WI Federal and State Funding for Expansion, Preservation, and Safety includes WI Majors Program for design only.
*Sources: Wisconsin Department of Transportation 2025 Revenues (July 2025); County and Municipal Revenues and Expenditures Report published by the Wisconsin Department of Revenue (2020-2023); The Minnesota County/City/Towns Finances Report (2020-2022); Projected revenue calculated by LAPC.*

# Operations and Maintenance, Preservation, and Reconstruction Needs

## *Programmed Projects Funding*

Programmed Projects, which are projects that have funding obligations and are identified in the 2025-2028 Transportation Improvement Program (TIP), as amended. Details of the programmed projects are discussed in Chapter 6 and 7. As shown previously in Table 8.4, there is roughly $228.6 million expenditures obligated in the 2025-2028 TIP.

In the previous MTP, *Beyond Coulee Vision 2040*, the financial section outlined "Significant Future Projects" which represent high-cost projects that are scheduled outside of the TIP window that are needed to improve the safety and performance of the transportation system. These include the *La Crosse Corridor Study Majors* projects – STH 16, STH 35, and USH 53 – as well as I-90 from STH 16 to CTH C pavement and bridge replacements. Since then, all these projects have made progress, and some have funding already identified in the 2025-2028 TIP. The USH 53 project outlined in the previous MTP is a new roadway from 12th Ave to CTH SS. This project has been removed modified to focus on the existing USH 53, from STH 35 to I-90.

## *Planned Projects Funding Needs (Fiscally Constrained and Illustrative)*

Fiscally constrained *planned* projects included in this section – as defined by the US Federal Code (23 CFR § 450.104) – are those for which are realistic, include sufficient financial information and can be implemented using sensibly available revenue sources with reasonable assurance the federally supported transportation systems are being adequately operated and maintained. Additional projects that are included in the fiscal constraint analysis are the programmed projects in the 2025-2028 TIP.

Illustrative projects are those that are identified as a future regional priority but do not have committed funding within the fiscally constrained portion of the MTP. In the spring of 2025, LAPC staff met with municipal staff of member communities in the planning area to discuss future and illustrative projects. LAPC also share relevant data, and public engagement results specific to each community to help identify projects that further the regional needs and priorities. Out of these discussions, lists of projects were developed and shown in **Tables 8.8**, **8.9**, **8.10**, and **8.11**. Projected funding scenarios were based on the annual 2.93% expenditure inflation rate, as provided by the Wisconsin Department of Transportation. These projects are broken out by the following:

- **Fiscally Constrained Planned Projects** – Projects for which staff could realistically identify both an estimated year of implementation and a total project cost. (**Table 8.8**)
- **Illustrative Projects**:
    - **Ranged Estimated Year of Expense** – Projects with a defined total cost in 2025 dollars, but with implementation expected within a range of years rather than a fixed date. (**Table 8.9**)
    - **Undetermined Year of Expense** – Projects with a known 2025-dollar cost estimate, but with no clear timeframe for implementation. For planning purposes, these are shown with projected funding scenarios across short-range (2026-2035), mid-range (2036-2045), and long-range (2046-2055) horizons. (**Table 8.10**)
    - **Undetermined Total Cost and Year of Expense** – Projects identified as future needs but lacking sufficient data to estimate cost or timing. These projects are recommended for further study to better define score, timeline, and budget. (**Table 8.11**)

It is a challenge to assign a specific year and total funding amount to an illustrative project in the long-range plan because such projects are typically unfunded and contingent on future resources that are not committed or predictable. The timing of project implementation often depends on complex factors (i.e., right-of-way acquisitions, stakeholder coordination, environmental review, evolving regional needs). As well, funding availability over the long-term planning horizon can fluctuate in federal, state, and local budgets, often changed by policy priorities and economic conditions. While illustrative projects are very important in helping demonstrate the needs of the area based on the MPO's regional vision and priorities, pinpointing the exact year, cost, and score is inherently uncertain. Therefore, illustrative projects are not included in the **Table 8.14** Fiscal Constraint Analysis. Additionally, the projects shown in this section are discussed in more detail in Chapters 6 and 7.

As additional funding sources arise, such as federal discretionary funding that cannot be accurately determined at this time, projects identified illustratively can be moved into the Fiscally Constrained Planning Projects list.

**TABLE 8.8 Fiscally Constrained Planned Projects (with 2.93% annual inflation)**

| Sponsor Agency | Description | Type | Year | Estimated Cost (2025 $) | Projected Year of Expense |
|---|---|---|---|---|---|
| V. Holmen | Main Street reconstruction (Gaarder Road to Holmen Drive) | Reconst. | 2027 | $4,000,000 | $4,237,834 |
| C. Onalaska | Quincy Street bike lanes | Bike/Ped | 2027 | $30,000 | $31,784 |
| C. Onalaska | S Kinney Coulee Road reconstruction with roundabout installation and right-in, right-out | Reconst. | 2029 | $2,500,000 | $2,806,131 |
| V. Holmen | Holmen Drive resurfacing (CTH M - County Jurisdiction) | Pav. Repl. | 2030 | $1,500,000 | $1,733,010 |
| C. Onalaska | Sand Lake Road reconstruction and replacement of utilities (Main St to Redwood St) | Reconst. | 2030 | $3,700,000 | $4,274,759 |
| C. Onalaska | 12th Avenue South reconstruction and replacement of utilities (Green St to Main St) | Reconst. | 2030 | $1,200,000 | $1,386,408 |
| C. Onalaska | East Avenue reconstruction and add sidewalks and on-street bike lanes (Spruce St to Riders Club Rd) | Reconst. | 2030 | $1,900,000 | $2,195,146 |
| C. La Crosse | Ranger Drive Protected Bike Lane | Bike/Ped | 2030 | $865,807 | $1,000,302 |
| C. Onalaska | Sand Lake Road reconstruction with additional access point and intersection improvements (Redwood St to Riders Club Rd) | Reconst. | 2031 | $2,800,000 | $3,329,737 |
| | | | ***Totals:*** | ***$18,495,807*** | ***$20,995,111*** |

*Source: Projects identified by LAPC discussions with municipal staff. 2.93% expenditure inflation rate provided by WisDOT.*

**TABLE 8.9 Illustrative Projects - Ranged Estimated Year of Expense (with 2.93% annual inflation)**

| Sponsor Agency | Description | Type | Year | | Estimated Cost (2025 $) | Projected Year of Expense |
|---|---|---|---|---|---|---|
| C. La Crosse | King Street Greenway | Greenway | short-range | 2026-2030 | $1,321,433 | $1,360,151 - $1,571,437 |
| T. Holland | Phase 2 of County MH Trail (CTH XX to Sunrise Lane) | Bike/Ped | short-range | 2026-2030 | $948,118 | $975,898 - $1,127,494 |
| C. La Crescent | County Road 6 and Michigan Avenue (County Road 25) intersection improvements | Reconst. | short-range | 2026-2030 | $750,000 | $771,975 - $891,894 |
| La Crosse Cty | County Road B reconstruction (STH 16 to Sablewood Dr) | Reconst. | short-range | 2026-2030 | $2,230,400 | $2,295,751 - $2,652,373 |
| La Crosse Cty | County Road B reconstruction (Clinton St. to BW) | Reconst. | short-range | 2026-2030 | $9,000,000 | $9,263,700 - 10,702,724 |
| C. Onalaska | East Main Street reconstruction (STH 16 to Market Pl) | Reconst. | short-range | 2028-2030 | $500,000 | $545,250 - $594,596 |
| C. La Crosse | Kinney Coulee Connection shared-use path | Bike/Ped | mid-range | 2026-2040 | $8,500,000 | $8,749,050 - $13,108,365 |
| T. Holland | Old NA bike trail/paved shoulder (CTH XX to STH 35) | Bike/Ped | mid-range | 2030-2040 | $1,320,000 | $1,525,049 - $2,035,652 |
| C. La Crescent | Corridor Safety Study between I-90 and S 14th St - address intersection and through-traffic concerns | Plan | mid-range | 2031-2040 | $350,000 | $416,217 - $539,756 |
| C. La Crescent | Root River Trail development | Bike/Ped | long-range | 2035-2045 | $9,000,000 | *$12,013,298 - $16,035,480* |
| | | | | ***Totals:*** | ***$33,919,951*** | ***$37,916,339 - $49,259,771*** |

*Source: Projects identified by LAPC discussions with municipal staff. 2.93% expenditure inflation rate provided by WisDOT.*

### TABLE 8.10 Illustrative Projects - Undetermined Year of Expense, Short/Mid/Long Estimations

| Sponsor Agency | Description | Type | Year | Estimated Cost (2025$) | Projected Short-Range (2026-2035) | Projected Mid-Range (2036-2045) | Projected Long-Range (2046-2055) |
|---|---|---|---|---|---|---|---|
| C. La Crosse | Clinton Street Protected Bike Lane | Bike/Ped | TBD | $439,593 | $452,473 - $586,774 | $603,966 - $783,232 | $806,180 - $1,045,466 |
| C. La Crosse | 22nd Street/Hillview Ave Greenway | Greenway | TBD | $1,173,988 | $1,208,386 - $1,567,052 | $1,612,967 - $2,091,718 | $2,153,005 - $2,792,048 |
| C. La Crosse | 7th Street Protected Bike Lane | Bike/Ped | TBD | $986,960 | $1,015,878 - $1,317,405 | $1,356,005 - $1,758,486 | $1,810,010 - $2,347,247 |
| C. La Crosse | Farnam Street Greenway | Greenway | TBD | $966,565 | $994,885 - $1,290,181 | $1,327,984 - $1,722,148 | $1,772,607 - $2,298,742 |
| C. La Crosse | River Point Black River Trail extension | Bike/Ped | TBD | $2,500,000 | $2,573,250 - $3,337,027 | $3,434,802 - $4,454,300 | $4,584,811 - $5,945,648 |
| C. La Crosse | Losey Boulevard reconstruction and replace two signals and utilities (La Crosse St to Cass St) | Reconst. | TBD | $6,052,000 | $6,229,324 - $8,078,275 | $8,314,969 - $10,782,969 | $11,098,910 - $14,393,225 |
| C. La Crosse | Losey Boulevard reconstruction and replace utilities (Cass St to State Rd) | Reconst. | TBD | $4,130,000 | $4,251,009 - $5,512,769 | $5,674,293 - $7,358,504 | $7,574,108 - $9,822,210 |
| C. La Crosse | Losey Boulevard reconstruction and replace signal and utilities (State Rd to Ward Ave) | Reconst. | TBD | $5,450,000 | $5,609,685 - $7,274,719 | $7,487,868 - $9,710,374 | $9,994,888 - $12,961,513 |
| C. La Crosse | State Street reconstruction and replace utilities (16th St to 17th St) | Reconst. | TBD | $588,000 | $605,228 - $784,869 | $807,865 - $1,047,651 | $1,078,348 - $1,398,416 |
| C. La Crosse | 16th Street reconstruction and replace utilities (State St to Main St) | Reconst. | TBD | $548,000 | $564,056 - $731,476 | $752,909 - $976,383 | $1,004,991 - $1,303,286 |
| | | | ***Totals:*** | ***$22,835,106*** | *Between* ***$24,395,350 – $56,366,914*** | | |

*Source: Projects identified by LAPC discussions with municipal staff. 2.93% expenditure inflation rate provided by WisDOT.*

### TABLE 8.11 Illustrative Projects - Undetermined Funding and Year

| Sponsor Agency | Description | Type | Year | Estimate Cost |
|---|---|---|---|---|
| C. La Crescent | Railroad Crossing Elimination (RCE) grant implementation | Rail | 2026-2031 | TBD |
| T. Onalaska | Railroad Crossing Elimination (RCE) grant implementation | Rail | 2026-2031 | TBD |
| C. La Crescent | Bike/Ped connection to Highway 16 | Bike/Ped | 2031-2040 | TBD |
| C. La Crescent | STH 16 reconstruction, conversion of 4-lane to 2-lane | Reconst. | 2031-2040 | TBD |
| C. La Crosse | State Street Corridor Study; West Ave to Losey Blvd | Plan | TBD | TBD |
| C. La Crosse | 10th Street Greenway | Greenway | TBD | TBD |
| C. Onalaska | South Kinney Coulee Road - secondary access route (bridge over I-90) | Const. | TBD | TBD |
| V. West Salem | Hamilton Street Reconstruction | Reconst. | TBD | TBD |
| V. West Salem | Industrial Drive and Neshonoc Road intersection improvements | Reconst. | TBD | TBD |
| TBD | Briggs Road Corridor Study - safety concerns, Holland/Holmen/Town of Onalaska/Holmen School District would need to be involved | Plan | TBD | TBD |
| C. La Crescent | County Road 6 Road Diet | Reconst. | TBD | TBD |
| MnDOT | Highway 14/61/16 road diet - slimming down | Reconst. | TBD | TBD |
| C. La Crescent | Separated bike/ped facility between Skunk Hollow Rd and S 7th St | Bike/Ped | TBD | TBD |
| T. Shelby | Old Town Hall Road bridge reconstruction and stormwater improvements | Bridge | TBD | TBD |
| T. Shelby | Mormon Coulee Creek Trail Planning/Feasibility Study | Plan | TBD | TBD |
| T. Shelby | Mormon Coulee Creek Trail | Const. | TBD | TBD |
| T. Medary | Smith Valley bridge reconstruction | Bridge | TBD | TBD |
| T. Medary | Secondary access to Smith Valley Road | Const. | TBD | TBD |

*Source: Projects identified by LAPC discussions with municipal staff.*

## Summary of Streets and Highways Needs

Table 8.12 summarizes the projected anticipated costs for programmed street and highway projects (including bridges), including operation, maintenance, preservation – as well as projects that are programmed in the 2025-2028 TIP and planned fiscally constrained projects. The total funding projections for the projects in the TIP do include transit projects, but these projects are not duplicated in the subsequent transit financial analysis section.

Planned projects that are fiscally constrained include a 2025-dollar amount inflated by a 2.93% annual inflation rate to the project year-of-expense value.

**TABLE 8.12 Street and Highway Projects Funding Needs (Expenditures)**

| | Short-Range (2026-2035) | Mid-Range (2036-2045) | Long-Range (2046-2055) | Estimated Total Expenditures |
|---|---|---|---|---|
| WI Local Street and Highway Operations, Maintenance, and Preservation Needs | $227,655,720 | $254,705,765 | $310,484,906 | $792,846,392 |
| WI Local Street and Highway Expansion and Preservation Needs | $306,344,544 | $518,292,941 | $631,796,203 | $1,456,433,687 |
| WI STH Expansion and Preservation (Combined Backbone/ Non-Backbone and Majors Program – design only in short-range) | $128,014,866 | $216,583,590 | $264,014,188 | $608,612,643 |
| WI STH Bridges | $2,655,545 | $36,474,566 | $44,462,293 | $83,592,405 |
| WI STH Maintenance and Operation | $78,457,087 | $87,779,355 | $107,002,544 | $273,238,986 |
| Minnesota (Local and STH) Street and Highway Operations, Maintenance and Preservation Needs | $49,534,399 | $55,420,074 | $67,556,762 | $172,511,235 |
| Programmed Projects in the TIP (includes transit projects) (fixed $) | $228,603,323 | N/A | N/A | $228,603,323 |
| Planned Projects (Fiscally Constrained) inflated at 2.93% | $20,995,111 | N/A | N/A | $20,995,111 |
| ***Total Estimated Street and Highway Needs*** | ***$1,042,260,595*** | ***$1,169,256,292*** | ***$1,425,316,896*** | ***$3,636,833,783*** |

*Sources: Wisconsin Department of Transportation 2025 Revenues (July 2025); County and Municipal Revenues and Expenditures Report published by the Wisconsin Department of Revenue (2020-2023); The Minnesota County/City/Towns Finances Report (2020-2022); LAPC 2025-2028 TIP, as amended (May 2025); Planned Projects identified by LAPC and local municipal staff; Projected revenue and expenditures calculated by LAPC.*

# Transit Funding

Three public transit operations serve the LAPC planning area:

- La Crosse Municipal Transit Utility (**MTU**)
- Onalaska/Holmen/West Salem Shared Ride Public Transit (**DriftLink**)
- Scenic Mississippi Regional Transit (**SMRT**)

There are four (4) main sources of funding for public transit: federal (FTA), state, local, and farebox.

In Wisconsin, bus systems serving communities with populations over 50,000 – but with operating budgets smaller than those of Madison and Milwaukee – are classified under the Tier B funding category. In the LAPC planning area, this includes La Crosse MTU and the shared-ride service, DriftLink. The state establishes a standardized percentage share of combined state and federal funding, which includes support from the FTA Section 5307, Federal Formula Grant Program for Urbanized areas.

The Scenic Mississippi Regional Transit (SMRT), which provides regional rural transit in southwestern Wisconsin (covering LAPC planning area), receives its primary funding through the FTA Section 5311 program. This program provides funding support for capital, administrative, operating, and training activities for rural transportation providers. Eligible recipients include state agencies, local governments, tribal governments, and non-profit organizations, with all projects required to serve residents in non-urbanized areas – those with populations under 50,000.

The operational financial information in this section is based on the 2025 WisDOT Transit Funding Distribution tables. Capital financial information provided is based on yearly averages of capital expenses in the LAPC 2025-2028 Transportation Improvement Program (TIP). Projections for future funding needs and cost estimates in this section has been developed based on these funding estimates, assuming continuation of existing services and operational structures. While these projections show a conservative baseline, they provide a critical foundation for assessing financial capacity and planning for sustainable transit investments over the long-range planning horizon. Any significant changes in services, funding policies or opportunities, or regional growth will require an update to these forecasts.

A detailed evaluation of potential transit operations and funding scenarios for the LAPC region is outlined in the *2021 Regional Transit Development Plan*. This plan explores in great detail, future financial needs based on scenarios of service expansions/enhancements, different levels of investments, and policy directions. The detailed funding scenarios developed in the Transit Development Plan were not included in this section to streamline the financial analysis and focus on current baseline conditions and known sources of funding.

The expenditure inflation factor of 2.93% and revenue inflation factor of 2.0% are based on estimates provided by the Wisconsin State Transportation Improvement Program (STIP). This can contribute to differences in applied inflation rates between revenues and expenditures, resulting in a potential margin-of-error.

## Transit Capital and Operating Expenses and Revenue

Transit capital revenues and needs discussed below are summarized in **Table 8.13**. These estimates were derived from the LAPC 2025-2028 Transportation Improvement Program (TIP), as yearly averages based on capital expenses over the 4-year period. Both MTU and SMRT are working towards transitioning from diesel to electric buses. The assessment discussed below do not include this scenario but assumes traditional vehicles.

Transit operating revenues and needs discussed below are summarized in **Table 8.13**. Operating expenses and revenues were derived from the 2025 WisDOT Transit Funding Distribution tables.

### *La Crosse Municipal Transit Utility (MTU)*

The MTU, maintains 41 vehicles with up to 26 vehicles being in service at peak hours. Over the past couple years, the MTU has significantly invested in purchasing new vehicles, increasing the number of vehicles within their Useful Life Benchmark (ULB). The yearly average capital expenses are projected to be approximately $20.6 million over the long-range planning period (2029-2055). Shown in **Table 8.13**, MTU capital needs ($20,601,076) exceed projected revenue ($17,422,139), resulting in a deficit of approximately 15% ($3,178,937) over the planning period. This difference over the 30-year planning period could reasonably be made up by various discretionary grant opportunities or minor changes in service operations. This deficit is included in the Local Capital Assistance dollar amount, as the local service provider would bear the burden of the cost.

The 2025 annual operating costs were projected to 2055 (adjusted for inflation) and a total of approximately $272.4 million is projected to be needed to operate the MTU over the planning period.

### *Onalaska/Holmen/West Salem Public Transit (DriftLink)*

The shared-ride service public transit service, DriftLink, maintains 22 vehicles, with up to 9 being in service at peak hours. The capital expense projections for DriftLink are projected to be approximately $4.1 million over the planning period. DriftLink capital needs ($4,071,471) exceed projected revenues ($3,443,205), resulting in a deficit of $628,266 over the long-range planning period. Similarly to MTU, this deficit can reasonable be made up through additional local match, capital discretionary grant opportunities, or minor changes in operational services. This deficit is included in the Local Capital Assistance dollar amount, as the local service provider would bear the burden of the cost.

Annual operating expenses were projected to 2055 (adjusted for inflation) and result in a total of around $30.2 million needed to operate DriftLink.

### *Scenic Mississippi Regional Transit (SMRT)*

SMRT bus capital needs by 2055 are projected to be approximately $2.26 million. Projected capital expenses ($2,261,928) exceed projected revenues ($1,912,892) by $349,037. Similarly to MTU and DriftLink, SMRT would have to apply for capital discretionary grant opportunities, increase the local contributions, or make changes in operational services. This deficit is included in the Local Capital Assistance dollar amount, as the local service provider would bear the burden of the cost.

Operating expenses projected to 2055 (adjusted for inflation) show a total of $13.8 million needed to operate SMRT over the planning period.

**TABLE 8.13 LAPC Planning Area Summary of Transit Revenues and Expenses**

| | 2025 | Total 2029-2055 Adjusted for Inflation***** |
|---|---|---|
| **Transit Funding (Capital)** | | |
| **Projected Capital Expenses:** | | |
| MTU* | $455,388 | $20,601,076 |
| DriftLink | $90,000 | $4,071,471 |
| SMRT** | $50,000 | $2,261,928 |
| ***Total Projected Capital Expenses*** | ***$595,388*** | ***$26,934,475*** |
| **Projected Capital Funding Sources: *** ** | | |
| FTA 5339 | | |
| MTU | $221,461 | $8,472,618 |
| DriftLink | $72,000 | $2,754,564 |
| *Sub-total* | *$293,461* | *$11,227,182* |
| FTA 5311 | | |
| SMRT | $40,000 | *$1,530,313* |
| Local Capital Assistance | | |
| MTU | $233,927 | $12,128,458 |
| DriftLink | $18,000 | $1,316,907 |
| SMRT | $10,000 | $731,615 |
| *Sub-total* | *$261,927* | *$14,176,980* |
| ***Total Projected Capital Revenues*** | ***$595,388*** | ***$26,934,475*** |
| **Transit Funding (Operating)** | | |
| **Projected Operating Expenses:** | | |
| MTU | $7,119,989 | $272,395,349 |
| DriftLink | $1,075,772 | $30,223,650 |
| SMRT** | $590,827 | $13,784,603 |
| ***Total Projected Operating Expenses*** | ***$8,786,588*** | ***$316,403,601*** |
| **Projected Operating Funding Sources:** | | |
| FTA 5307 | | |
| MTU | $2,582,489 | $98,800,432 |
| MTU MN 5307 | $86,336 | $3,303,028 |
| DriftLink | $412,845 | $15,794,555 |
| *Sub-total* | *$3,081,670* | *$117,898,016* |
| FTA 5311 | | |
| SMRT | $277,914 | $10,632,387 |
| State Operating Assistance (85.20) | | |
| MTU | $1,179,613 | $45,129,437 |
| DriftLink | $188,577 | $7,214,547 |
| SMRT | $41,197 | $1,576,108 |
| *Sub-total* | *$1,409,387* | *$53,920,092* |
| Local (farebox, local match, etc.) | | |
| MTU**** | $3,271,551 | $125,162,451 |
| DriftLink | $188,577 | $7,214,547 |
| SMRT | $41,197 | $1,576,108 |
| *Sub-total* | *$3,501,325* | *$133,953,106* |
| ***Total Projected Operating Revenues*** | ***$ 8,786,588*** | ***$316,403,601*** |

* Does not account for MTU transitioning to a mixed fleet (diesel/electric)
**Does not account for SMRT potentially transitioning to a mixed fleet (diesel/electric)
*** Transit Capital projections based on yearly average of capital expenses in the 2025-2028 TIP. Where capital expenditure inflation is higher than revenues, the remaining is added to Local Capital Assistance.
****Includes MN local matching funds
*****Estimations do not include the years 2025-2028, as those dollar amounts are included in Table 8.4 Short-Range Funding Projections
*Source: Wisconsin Department of Transportation 2025 Transit Funding Distribution; 2025-2028 LAPC TIP.*

## Summary of Transit Needs and Estimated Revenues

Given there is some level of margin of error in these estimates, the public transit financial analysis indicates a potentially minor shortfalls in capital funding for the MTU, DriftLink, and SMRT Bus over the duration of the planning period, approximately $4,156,239. These deficits could be reasonably made through discretionary grant programs, increases in local funding, and minor increases in farebox revenues. For planning purposes, the disbursement of the deficit funds is included in local capital assistance in **Table 8.13**.

LAPC has supported the need to invest in transit and expand services to provide enhanced regional coverage. LAPC plans, including Coulee Vision 2040, Beyond Coulee Vision 2040, and 2021 Regional Transit Development Plan, 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 expanded service coverage.

# Financial Analysis Summary

Table 8.14 summarizes the local street and highway and transit revenues and needs for the planning area over the 30-year planning horizon. A goal of the financial element of the plan is to determine if transportation plans and projections are fiscally constrained over the planning period. The revenue and cost estimates aid in determining the fiscal feasibility of the plan. If any of the illustrative projects detailed in this plan are deemed regionally significant, the MTP will be amended to include the project(s).

**TABLE 8.14 Fiscal Constraint Analysis**

| Revenues and Expenses (Needs) | Short-Range | Mid-Range | Long-Range | Estimated Total |
|---|---|---|---|---|
| **Streets and Highways** | | | | |
| Operation and Maintenance Revenues | $532,295,896 | $595,543,277 | $725,963,931 | $1,853,803,104 |
| Operation and Maintenance Expenses | $532,295,896 | $595,543,277 | $725,963,931 | $1,853,803,104 |
| | | *Subtotal (Revenues minus Expenses)* | | *$0* |
| Construction and Preservation Revenues | $463,249,635 | $518,292,941 | $631,796,202 | $1,613,338,778 |
| Construction and Preservation Expenses | $460,430,299 | $518,292,941 | $631,796,202 | $1,610,519,442 |
| | | *Subtotal (Revenues minus Expenses)* | | *$2,819,336* |
| Minnesota Revenues (includes O & M) | $49,534,399 | $55,420,074 | $67,556,762 | $172,511,235 |
| Minnesota Expenses (includes O & M) | $49,534,399 | $55,420,074 | $67,556,762 | $172,511,235 |
| | | *Subtotal (Revenues minus Expenses)* | | *$0* |
| **Transit** | | | | |
| Operation and Maintenance Revenues | $66,551,960 | $112,596,787 | $137,254,855 | $316,403,602 |
| Operation and Maintenance Expenses | $66,551,960 | $112,596,787 | $137,254,855 | $316,403,602 |
| | | *Subtotal (Revenues minus Expenses)* | | *$0* |
| Capital Revenues | $5,109,939 | $9,347,454 | $12,477,082 | $26,934,475 |
| Capital Expenses | $5,109,939 | $9,347,454 | $12,477,082 | $26,934,475 |
| | | *Subtotal (Revenues minus Expenses)* | | *$0* |
| **Total Transportation** | | | | |
| Anticipated Revenues | $1,116,741,829 | $1,291,200,533 | $1,575,048,832 | $3,982,991,194 |
| Anticipated Expenses | $1,113,922,493 | $1,291,200,533 | $1,575,048,832 | $3,980,171,858 |
| **Planning Area Total (Revenues minus Expenses)** | *$2,819,336* | *$0* | *$0* | *$2,819,336* |

Note: Revenues inflated at a 2.0% rate, while planned and programmed project expenses inflated at a 2.93% rate, as provided by WisDOT.

These projections are based on available data sources including historical averages from state reports, anticipated local and state formula-based funding, and mere estimates for illustrative projects. However, this analysis does not account for uncertain or discretionary funding sources, such as competitive federal and state grant programs, or total construction costs for the Majors (La Crosse Corridor) projects, which are outside of what is programmed in the current TIP. Similarly, many illustrative projects developed in this MTP lack details related to total project cost, estimated year of construction, and even total project scope in a few instances.

As shown in **Table 8.14**, there is a short-range (2025-2035) surplus of **$2,819,336** in revenues over anticipated expenditures for construction and preservation projects. As program funding becomes available, it is reasonably expected for municipalities to capitalize on these funds for projects that may currently be listed as illustrative.

Projecting revenues and expenditures over a 30-year period presents significant uncertainty due to inflation variability, policy changes, shifts in travel behavior, and advancements in technology. The MTP is designed to be a living document, and the goal is the adapt as new funding sources become available, and project scopes are refined. Looking ahead, LAPC will continue to explore funding sources for fiscally constrained and unconstrained projects, these include:

**Fiscally Constrained (Reasonably Expected Revenues)**

- Regular formula and discretionary allocations from traditional federal programs such as STBG, NHPP, HSIP, and FTA transit funds (e.g., Sections 5307, 5311, 5339)
- Wisconsin and Minnesota State transportation funds, and General Transportation Aids

**Unconstrained (Illustrative/Visionary Sources)**

- A new Federal transportation reauthorization bill could expand funding available for safety-related and multimodal projects, along with maintenance.
- Specialized programs including Bridge Investment Program (BIP), Transportation Infrastructure Finance and Innovation Act (TIFIA), FRA Rail Crossing Elimination (RCE) Program, Port Infrastructure Development Program (PIDP) other new discretionary programs to-be-determined.
- Continued use of State and local programs like Transportation Alternatives Program (TAP), WisDOT Harbor Assistance Program, MnDOT Active Transportation Program, public private partnerships, and exploring new revenue sources.

# Chapter 9
# Next Steps and Future Considerations

Throughout the development of the MTP, several core principles and priorities emerged through conversations with local communities, agency partners, and stakeholders. These ideas reflect several common goals across the region—particularly around state of good repair, multimodal connectivity, safety, equity, and increased planning coordination.

Chapter 9 organizes these strategic goals with accompanying objectives and action items. As noted, a review of local plans, group discussions and one-on-one meetings with member communities identified common themes for the region.

Below is a summary of the principles and priorities which are organized into six strategic goals, with supporting objectives and action items—providing a roadmap for the region's transportation future and vision.

## Strategic Goal 1:
## Advance Multimodal Transportation and Accessibility

### Objective 1.1: Expand and improve active transportation facilities

#### *Action Items:*

- Construct new trails (e.g., STH 16, Mormon Coulee Creek, USH 14, Root River/I-90, La Crosse River).
- Implement Bluffland Traverse.
- Develop a signed, intercity bicycle route system.
- Identify optimal areas of separated bike facilities.
- Use high-traffic and/or at-risk routes to target locations for protected bicycle facility improvements.
- Prioritize bike/ped projects that fill gaps and improve connections.
- Coordinate with communities to sign routes and address connectivity, access, and comfort issues.
- Utilize off-road facilities to the greatest extent possible.

Potential Challenges

- Limited right-of-way in key corridors
- Resistance from adjacent property owners
- Inconsistent local design standards
- Funding gaps for non-motorized projects
- Winter maintenance obligations and liability

### Objective 1.2: Enhance transit service and planning

#### *Action Items*

- Modify MTU Route 6 and re-establish Route 9 in Onalaska.
- Participate in MTU and Onalaska Utilities Committee meetings.

- Evaluate the demand for a new regional Transit Development Plan (2026).
- Develop a regionally integrated transit system.
- Develop an action plan for pursuing an RTA (2026).

### Potential Challenges

- Limited operational funding for route expansion
- Declining ridership trends post-Covid
- Coordination among different transit agencies
- Infrastructure constraints at stops and stations
- Political hesitation on regional governance (RTA)

## Objective 1.3: Improve intercity and regional transportation

### *Action Items*

- Work with state and Amtrak to implement second Borealis train and promote local connectivity.
- Support high-speed rail and other passenger rail expansions.
- Work with CTAT on transit and active transportation routes.
    - Update Regional Bicycle and Pedestrian Master Plan.

### Potential Challenges

- State and federal rail investment priorities may differ
- Long timelines for passenger rail expansions
- Track access and agreements with freight railroads
- Public support and awareness of intercity options

## Objective 1.4: Ensure inclusive design and mobility

### *Action Items*

- Develop a design guide focusing on equity and accessibility.
- Encourage ADA transition plans in municipalities.

### Potential Challenges

- ADA implementation costs for small communities
- Balancing equity goals with limited capital dollars
- Difficulty engaging certain demographics

# Strategic Goal 2: Support Sustainable Land Use and Environmental Stewardship

## Objective 2.1: Promote smart growth and transportation-land use integration

### *Action Items*

- Participate in local comp plans, corridor studies, and land use plans.
- Provide LAPC review/comment on comprehensive plans.
- Support housing choice beyond single-family housing.
- Evaluate land use and housing data to better target assistance.
- Facilitate updates to municipal boundary agreements.

#### Potential Challenges

- Varying growth philosophies among municipalities
- Limited staff capacity at the local level

## Objective 2.2: Incorporate environmental and air quality considerations

### *Action Items*

- Update STP-U criteria to consider environmental impacts.
- Assist local transit agencies in transitioning to alternative fuels.
- Support alternative fuel infrastructure.
- Evaluate EV readiness plan, ITS, and (connected and automated vehicles) CAVs for regional fit.

#### Potential Challenges

- Limited MPO authority over environmental regulation
- Political sensitivity around climate action
- Lack of local data for air quality baselines
- High up-front costs of green technologies

## Objective 2.3: Reduce vehicle dependency and parking demand

### *Action Items*

- Promote TDM strategies (bike share, ride home, work pass, carpooling).
- Provide parking reform guidance (reduce minimums, rethink design).
- Encourage congestion mitigation strategies in local comp plans.

### Potential Challenges

- Developer pushback on reducing parking minimums
- Limited transit alternatives in some areas, particularly rural areas
- Car-centric regional culture
- Public perception around safety and reliability of alternatives

# Strategic Goal 3: Advance Regional Safety, Resilience, and Freight Mobility

## Objective 3.1: Improve safety for all modes

### *Action Items*

- Develop Comprehensive Safety Action Plan (2025-2026).
- Pursue implementation of safety improvements (2026-2027).
- Coordinate with Safe Routes to School.
- Implement SS4A initiatives and pilot projects when complete.
- Continue coordination with Operation Lifesaver and local students.

### Potential Challenges

- Infrastructure retrofits and alternatives may be high cost
- Difficulty addressing behavioral factors (e.g., speeding, distracted driving, impaired driving)

## Objective 3.2: Support freight and economic movement

### *Action Items*

- Evaluate truck freight logistics and a SWOT analysis of the regional truck freight system.
- Continue assisting with port and waterway strategies.
- Determine feasibility of a multimodal freight and/or goods movement plan.
- Monitor freight and rail safety issues.

### Potential Challenges

- Lack of disaggregate data on local freight operations
- Freight planning has not historically been prioritized in the region
- Complex governance and planning for ports/waterways

# Strategic Goal 4:
# Enhance Regional Planning Capacity and Data Tools

## Objective 4.1: Strengthen internal and external planning coordination

### *Action Items*

- Continue coordinating with WisDOT on Majors Projects and TIP projects 243-06-012/013.
- Continue coordinating with MnDOT on La Crescent multimodal planning efforts.
- Integrate LAPC in local planning efforts.
- Meet annually (or more) with municipal boards.
    - Continue to expand local planning liaison efforts in member communities
- Participate in local plan coordination.
    - Including but not limited to: Comprehensive Planning, Bicycle and Pedestrian Planning, Hazard Mitigation Planning.

#### Potential Challenges

- Timing between MPO and municipal planning cycles
- Limited MPO authority

## Objective 4.2: Use data-driven planning and performance tracking

### *Action Items*

- Update travel model to include all users.
- Conduct spatial mismatch and social/health impact studies.
- Supplement Census data with local data.
- Develop local performance measures (bike/ped safety, EMS, GHG).
- Maintain and integrate data dashboard, mapping tools, E-TIP, and web tools. Draft a regional data modernization initiative.
- Continue to deploy Miovision traffic counter for supplemental and targeted multimodal counts

#### Potential Challenges

- Appropriately allocating staff time and resources to maintain dashboards/tools
- Difficulty aligning federal performance measures with local priorities
- Utility of GIS and modeling resources at local level

# Strategic Goal 5:
# Foster Inclusive Public Engagement and Communication

## Objective 5.1: Maintain transparency and stakeholder communication

### *Action Items*

- Distribute annual report, newsletter, and outreach one-pagers.

- Update LAPC Policy Board at bi-monthly meetings.
- Use website for education and input.
- Maintain an accessible, user-friendly site.
- Enhance online participation (Teams, mapping apps, documents).
- Develop a social media plan.
- Update Public Participation Plan (2028).

### Potential Challenges

- Survey and outreach fatigue from community members and organizations
- Low attendance at public meetings, securing feedback from wide demographic pool
- Technological barriers for underserved populations
- Keeping online tools current, relevant, and meaningful

## Objective 5.2: Engage underrepresented populations and partners

### *Action Items*

- Establish/maintain relationships with nonprofit and social organizations.
- Incorporate equity in all planning processes.
- Assess community, social, and health impacts.

### Potential Challenges

- Historical distrust or lack of awareness of local planning processes
- Language and cultural barriers
- Increasingly limited bandwidth of partner organizations
- Difficulty translating technical concepts for broad audiences

# Strategic Goal 6:
# Prioritize Strategic Investment and Project Implementation

## Objective 6.1: Plan and prioritize infrastructure projects

### *Action Items*

- Use STP-U ranking process for multimodal priorities.
- Review illustrative projects quarterly and align with grants.
- Proactively support grant applications for member communities.

#### Potential Challenges

- Competition for federal and state funds, local match availability and timing
- Project readiness constraints (design, NEPA, ROW)
- Alignment between local needs and grant program criteria

## Objective 6.2: Implement key infrastructure projects

### *Action Items*

- Widen CTH OS.
- Improve E Main St/Green Coulee Rd.
- Execute state-led downtown improvements and streetscaping.

#### Potential Challenges

- Construction cost inflation
- State-led project timelines outside MPO control
- Long lead times and high costs for environmental clearance

# Next Steps

The strategic goals, objectives, and action items outlined above provide a clear framework for advancing the LAPC region's transportation priorities. As elements of the plan shifts from development to implementation, LAPC staff—working closely with member communities and partner agencies—will begin prioritizing action items in the **first quarter of 2026**.

**Key steps will include:**

- Identifying and organizing high-impact, near-term actions into a short-term (1–2 year) implementation agenda.
- Establishing a timeline and performance tracking system to monitor progress on key initiatives, including safety planning, transit improvements, and active transportation expansion.
- Coordinating with the Policy Board, local jurisdictions, and state and federal partners to align planned projects with upcoming funding opportunities. This includes a review of illustrative projects and continued grant readiness efforts.
- Strengthening alignment between local and regional priorities through regular coordination meetings focused on project development, infrastructure readiness, and funding strategy.

This process will guide the LAPC's 2026 Unified Planning Work Program, shape technical assistance and grant support activities, and advance policy priorities consistent with the region's long-range transportation vision.