

SAFE STREETS FOR ALL

Regional Transportation Safety Plan

LA CROSSE REGIONAL

TRANSPORTATION SAFETY PLAN

La Crosse Area Planning Committee

FINAL PLAN

ADOPTION DATE OCTOBER 21, 2026

ACKNOWLEDGMENTS

The La Crosse Regional Transportation Safety Plan was prepared by the La Crosse Area Planning Committee (LAPC) in partnership with numerous agency partners and other stakeholders.. The development of the Plan was informed by input from numerous community stakeholders, including the Task Force group, who provided guidance, shared insights, and offered valuable feedback throughout the process. The following individuals and groups contributed to the development of the plan:

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LAPC LA CROSSE AREA PLANNING COMMITTEE

IN MEMORIAM

We remember and honor the lives lost to, and forever changed by, traffic crashes in our communities.

Each person represented in these numbers was a loved one, friend, and neighbor whose life mattered.

This plan is dedicated to their memory and is a commitment to continuously work toward a transportation system that is safe for everyone.

EXECUTIVE SUMMARY

The La Crosse Regional Transportation Safety Plan (the plan) establishes a shared vision to eliminate traffic fatalities and serious injuries across the La Crosse Area Planning Committee (LAPC) metropolitan planning area through a coordinated, data-driven, and implementation-focused approach. The plan reflects the Safe System Approach, recognizing that people make mistakes and that transportation systems should be designed to ensure those mistakes do not result in death or life-changing injuries.

The plan serves the bi-state region encompassing communities in Wisconsin and Minnesota and aligns with national, state, and local safety initiatives, including the Safe Streets and Roads for All (SS4A) program, Wisconsin's Zero in Wisconsin initiative, and Minnesota's Toward Zero Deaths program.

VISION

CREATE SAFER ROADWAYS ACROSS THE REGION

CORE OBJECTIVES

TO EVALUATE SAFETY ISSUES AND CONCERNS FOR PEOPLE DRIVING, WALKING, BIKING, ROLLING, AND TAKING TRANSIT.

TO IDENTIFY AND PRIORITIZE PROJECTS, PROGRAMS, AND STRATEGIES TO IMPROVE TRANSPORTATION SAFETY FOR THE PEOPLE WHO LIVE, WORK, AND PLAY IN THE GREATER LA CROSSE REGION.

LAPC COMMITMENT

LAPC is committed to a goal of Vision Zero – a transportation system in which no person is killed or seriously injured while traveling in the LAPC metropolitan planning area. LAPC recognizes that traffic deaths and serious injuries are preventable and that transportation planning, design, operations, and investment decisions play an important role in preventing these outcomes.

To uphold this pledge, LAPC Policy Board establishes a goal of **zero traffic-related fatalities and serious injuries by 2055, with a target of achieving an average annual reduction of 5 percent in fatalities and serious injuries.** Refer to ***Appendix H*** for the adopted ***Resolution 16-2026*** for this goal. This commitment is to be reviewed and recommended by the Technical Advisory Committee and Safety Action Plan's Task Force. Progress towards these goals will be monitored and reported annually to support transparency, accountability, and continued advancement toward Vision Zero.

LAPC recognizes that achieving zero will require sustained collaboration among regional partners and a comprehensive approach to addressing roadway design, speed, human behavior, vehicle safety, emergency response, and other factors that influence transportation safety.

Study Area

Wisconsin and Minnesota
~320 square miles across the greater La Crosse region

120,754 residents

Major roadways: I-90, US 14, US 53, and US 61, WI 16, WI 35, and MN 16

Past Planning and Safety Efforts

The plan builds upon numerous local, regional, and state planning efforts already underway throughout the region. Key themes across plans and efforts are:

- Speed management
- Protection of vulnerable roadway users
- Multimodal connectivity
- Data-driven decision making
- Coordination across jurisdictional boundaries

Safety and Crash Analysis

A comprehensive analysis of ten years of crash data (2015-2024) revealed the following:

26,860 Total Crashes

60 Fatal Crashes

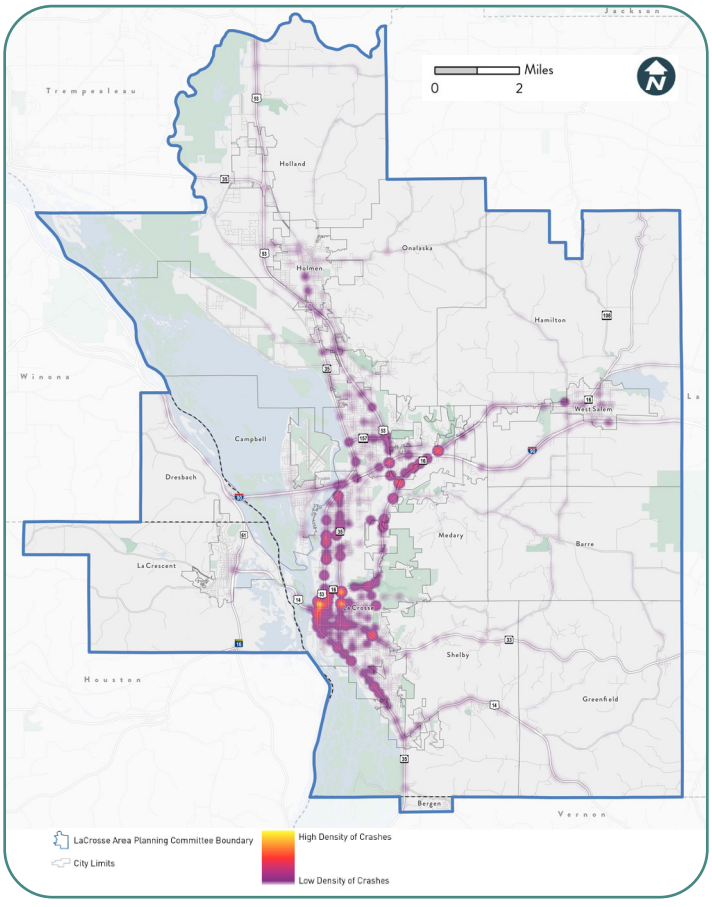
451 Serious Injury Crashes

FATAL AND SERIOUS INJURY CRASHES ACCOUNTED FOR LESS THAN 2% OF ALL CRASHES, AN AVERAGE OF 51 DEATHS AND SERIOUS INJURIES PER YEAR.

CRASH TYPES AND RISK FACTORS:

- **230** pedestrian (3 fatalities) and **208** bicyclist crashes (173 injuries) were recorded.
- Rear end crashes accounted for around **30%** of all crashes while angle crashes were responsible for the most fatal and serious injury crashes.
- Principal arterials comprise just **9%** of roadway mileage but account for nearly half of all fatal and serious crashes.
- Heavy vehicles were involved in nearly **23%** of fatal and serious injury crashes, while aggressive driving, impaired driving, and speeding were over-represented in severe crashes.

CRASH DENSITY MAP (2015-2024)



High Injury Network

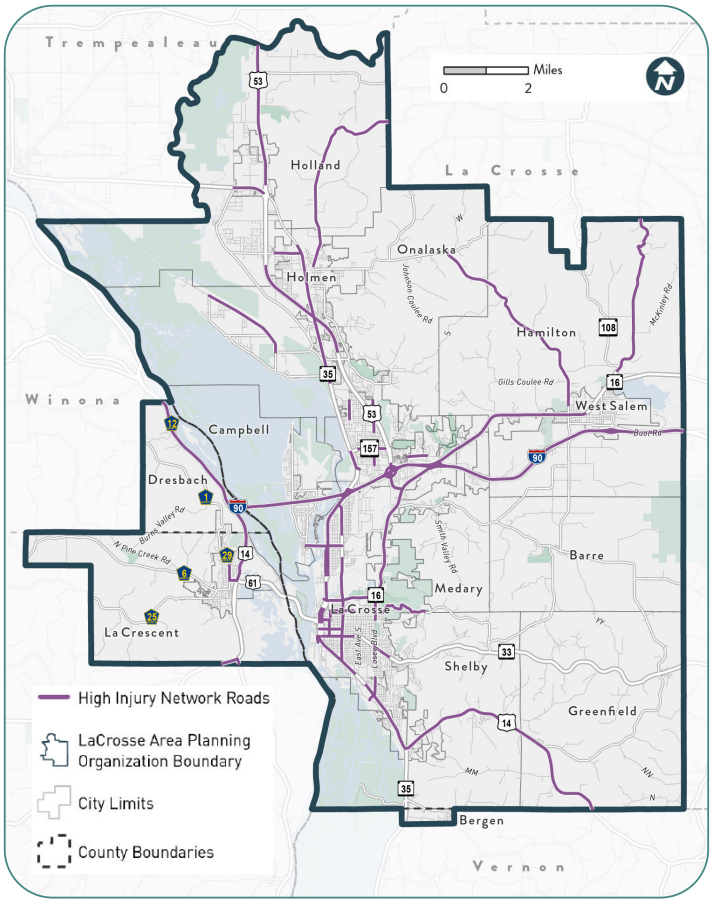
A High Injury Network (HIN) is a data-driven representation of roadway corridors and intersections that experience a disproportionately high share of fatal and serious-injury crashes. The identified locations serve as the foundation for future project prioritization and investment decisions.

HIN CHARACTERISTICS:

Represents **11.5%** of roadway mileage but accounts for:

- **66.9%** of the region's fatal and serious injury crashes
- **65.5%** of the region's combined bike and pedestrian crashes

HIGH INJURY NETWORK MAP



Engagement

Over 1,200 residents contributed through surveys, community events, stakeholder meetings, and an online engagement tool that generated over 90 comments.

A Project Task Force representing local agencies and partners was engaged regularly and helped guide plan development, review findings, and shape recommendations.

KEY THEMES ACROSS ENGAGEMENT:

- SPEEDING/ AGGRESSIVE DRIVING
- PEDESTRIAN INFRASTRUCTURE GAPS
- INTERSECTION SAFETY CONCERNS
- DISTRACTED DRIVING
- INCONSISTENT BICYCLE FACILITIES
- LIMITED CROSSING OPPORTUNITIES ON MAJOR ROADWAYS



Corridor and Intersection Prioritization

A prioritization framework was developed to help identify where investments are likely to have the greatest safety benefit. The prioritization process evaluated crash history, fatal and serious injury crashes, community feedback, social and demographic considerations, multimodal connectivity, and access to destinations.

The highest-priority locations identified through the process included many of the region's most heavily traveled state highways and key intersections. Some of the top-ranked locations include:

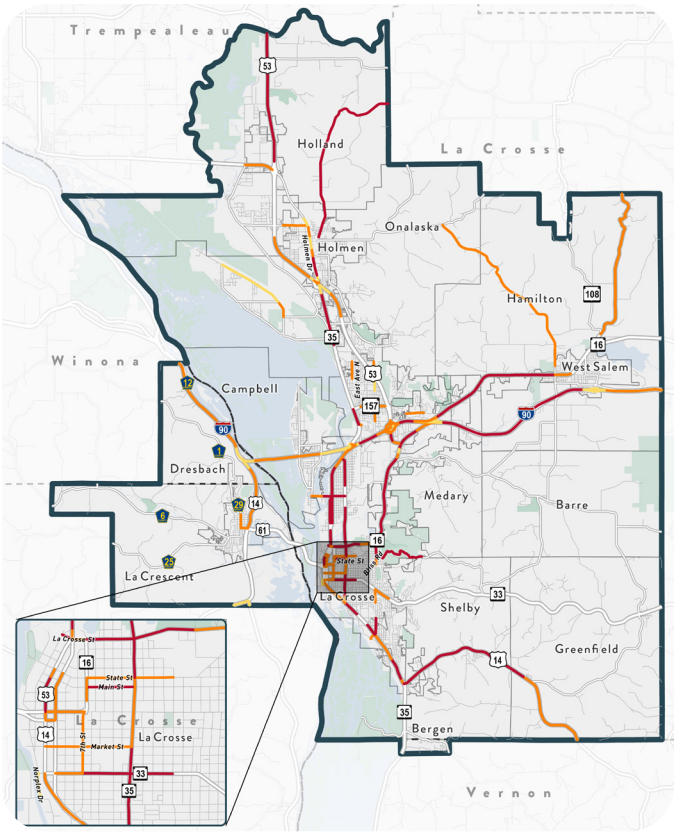
PRIORITY CORRIDORS

- Highway 35 (Palace St to Gillette St)
- Highway 16 (Losey Blvd to Gillette St)
- Highway 14 (33rd St to Marion Rd)
- Highway 16 (La Crosse St/7th St to Hwy 35)
- Highway 53 (Monitor St to Clinton St)

PRIORITY INTERSECTIONS

- Highway 53 and Pearl St
- Highway 14 and Losey Blvd
- Highway 33 and Highway 35
- Highway 14 and 7th St
- Highway 16 & 7th St & Kinney Coulee Rd N

PRIORITIZED HIGH INJURY NETWORK MAP



Safety Design Treatments

The plan provides a toolbox of proven safety countermeasures that regional agencies can use to address crash patterns and risk factors. These treatments have demonstrated significant crash reduction and support the Safe System principle by creating self-enforcing roadways.



IMPLEMENTATION

Concept Designs

Three priority locations were selected for conceptual design development to demonstrate potential future investments. The selection process combined safety data, Task Force input, roadway context, and coordination with local agencies to identify locations where planning-level concepts could provide the greatest impact for near- and long-term safety improvements

1. HIGHWAY 16 & N KINNEY COULEE ROAD/E MAIN ST

What: A roundabout concept was developed to address a location that experienced 188 crashes over the 10-year analysis period. The concept is intended to reduce severe conflict points, improve traffic operations, and create a safer intersection environment.

Cost: Approximately $5.3M

2. CLINTON STREET: ROSE STREET TO GEORGE STREET

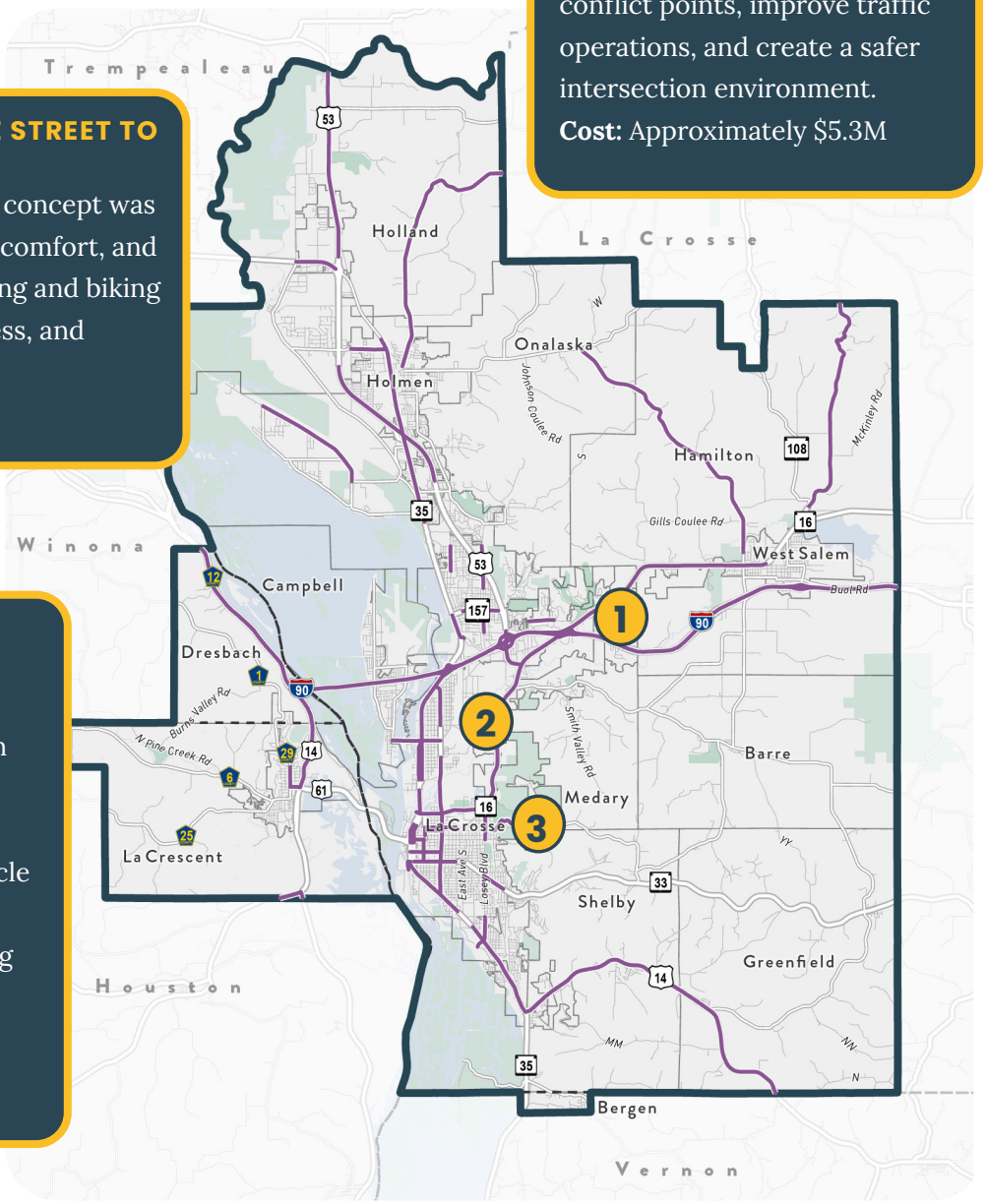
What: A multimodal corridor concept was developed to improve safety, comfort, and connectivity for people walking and biking while balancing parking, access, and traffic operations.

Cost: Approximately $2.7M

3. LOSEY BOULEVARD: LA CROSSE STREET TO CASS STREET

What: A conceptual redesign would maintain five travel lanes while narrowing lane widths, adding separate bicycle facilities, improving crossing opportunities, and addressing longstanding speeding concerns.

Cost: Approximately $6.5M



Demonstration Projects

The plan also identifies demonstration project opportunities in the following locations, allowing communities to test safety improvements using temporary materials before making permanent investments.

1. LOSEY BOULEVARD (LA CROSSE)

Location: Losey Boulevard at the intersections of King Street (right-in/right-out only) and Hackberry Lane.

Proposed Treatments: Temporary medians and crossing islands

2. PEARL STREET & 4TH STREET (LA CROSSE)

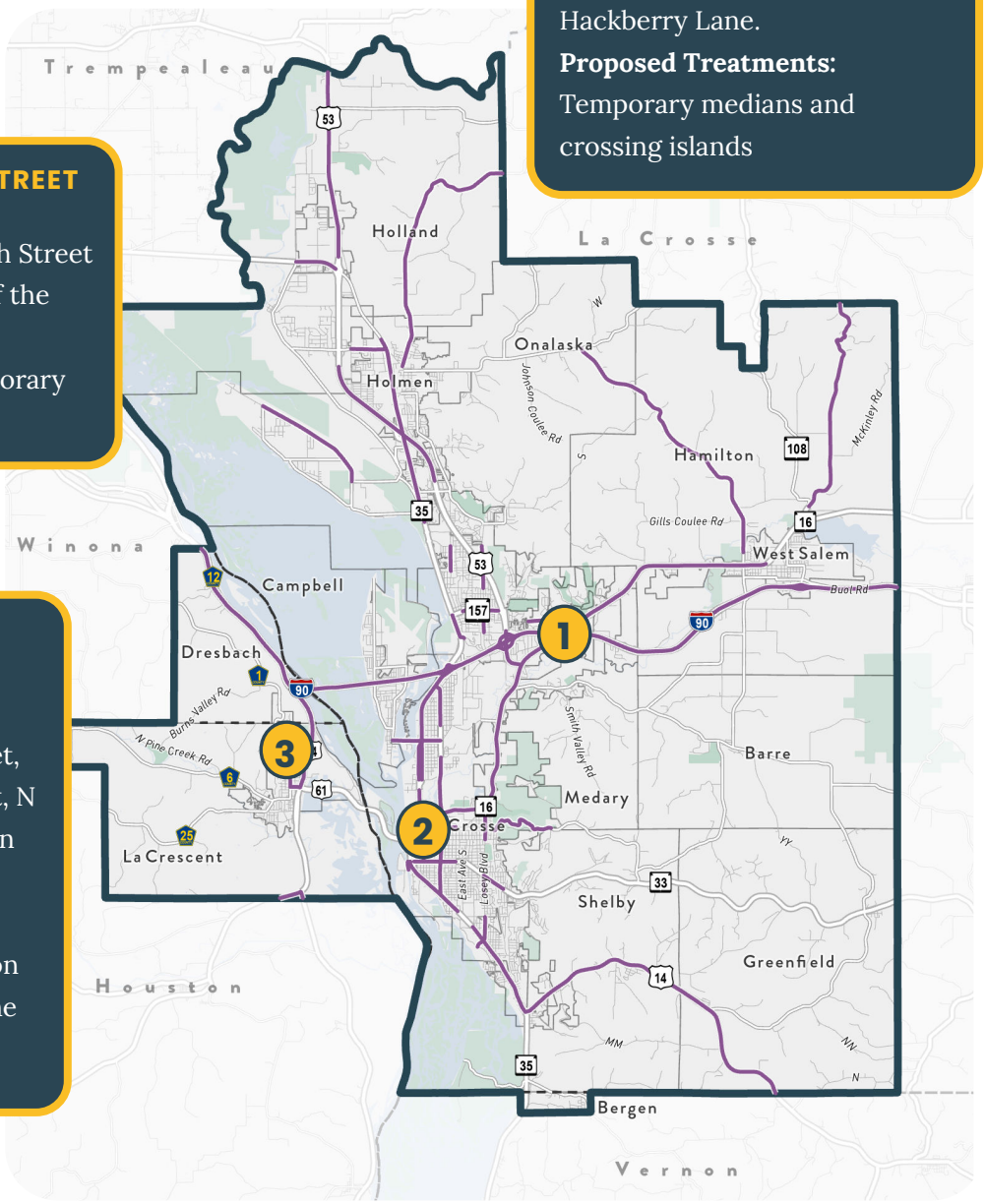
Location: Pearl Street and 4th Street at the NW and SW corners of the intersection.

Proposed Treatments: Temporary curb extensions

3. ELM STREET (LA CRESCENT)

Location: Up to eight intersections along Elm Street, which could include: N 4th St, N 3rd St, N 2nd St, N 1st St, Main St, S 1st St, S 2nd St, S 3rd St.

Proposed Treatments: Temporary curb extensions on the NW and SW corners of the intersections listed



Funding and Implementation

Successful implementation will require sustained coordination amongst local governments, state agencies, community organizations, and regional partners. The plan identifies a variety of potential federal, state, and local funding opportunities, including Safe Streets and Roads for All, Transportation Alternatives Program, Surface Transportation Block Grant, and other state and regional programs. By identifying priority projects and establishing a clear implementation framework, the plan positions the region to compete for future funding opportunities and advance projects from concept through construction. This plan includes a detailed implementation framework, funding sources for the identified priority projects, strategies on project readiness and grant competitiveness along with other funding strategies.

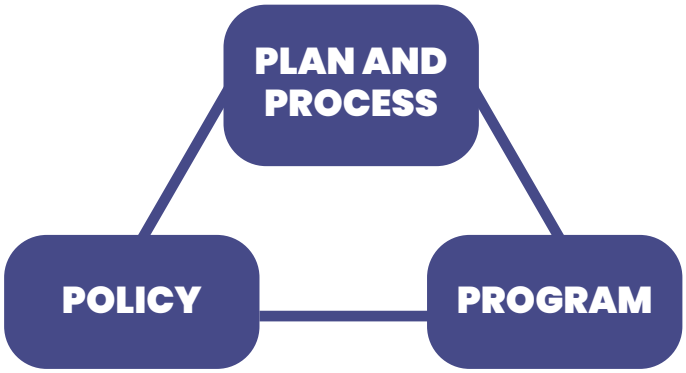
IMPLEMENTATION RESOURCES

- LIST OF FUNDING SOURCES
- RESOURCES FOR PRIORITY PROJECTS
- FUNDING IMPLEMENTATION FRAMEWORK
- PROJECT READINESS AND GRANT COMPETITIVENESS
- FUNDING STRATEGY CONSIDERATIONS

Recommendations

Infrastructure improvements alone will not achieve the region's safety goals. The plan delivered a set of recommendations categorized in plan and process, policy, and program that are complementary to roadway safety design changes. These recommendations focused on education, policy, enforcement, and organizational best practices.

RECOMMENDATION CATEGORIES



KEY RECOMMENDATIONS INCLUDE:

- Developing regional safety education campaigns.
- Expanding Safe Routes to School programming.
- Advancing Vision Zero and Complete Streets policies.
- Implementing targeted speed awareness and enforcement efforts.
- Supporting safer pedestrian, bicycle, transit, and freight travel.
- Improving coordination among jurisdictions and transportation partners.
- Continuing to integrate safety into planning, development, and investment decisions.

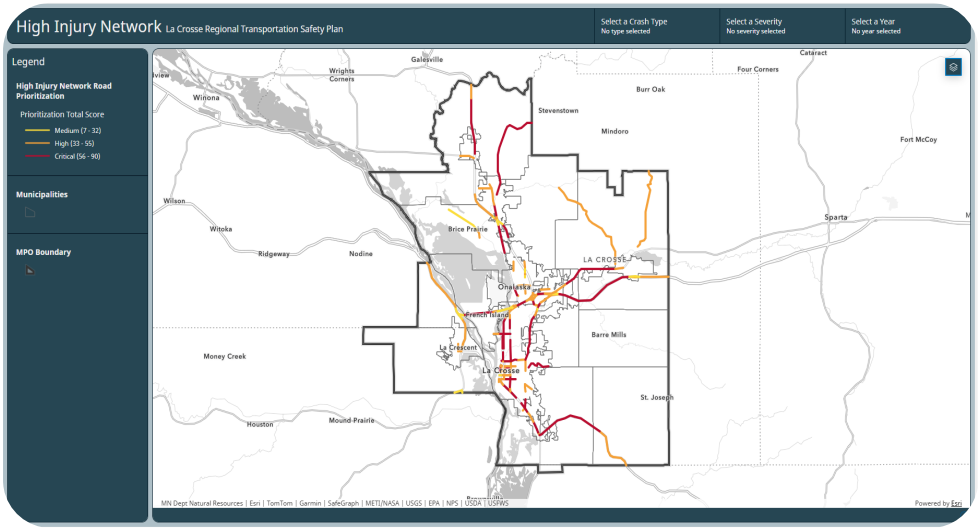
Progress Tracking

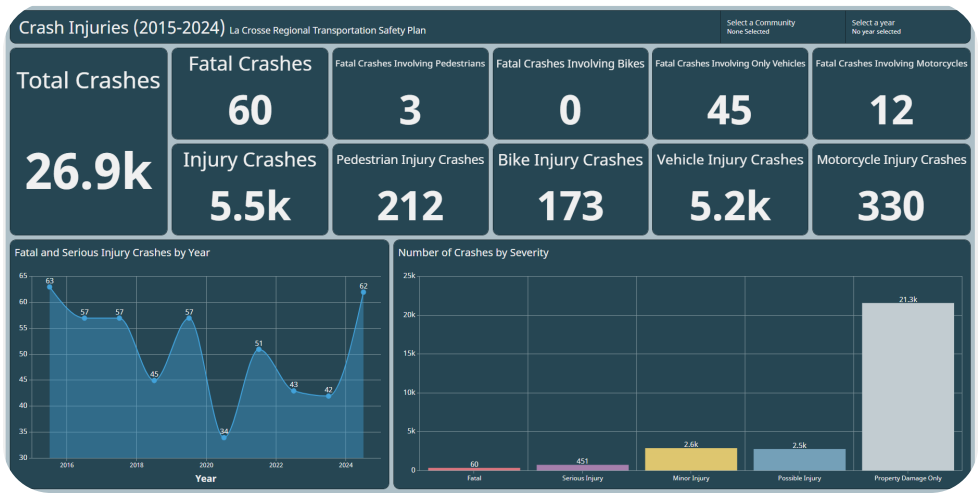
Long-term success will depend on continuous monitoring and accountability. The plan establishes a framework for measuring progress, evaluating safety outcomes, tracking implementation activities, and updating crash data over time through the *Crash Data Dashboard*. Performance measures will allow the LAPC and partner agencies to assess the effectiveness of safety investments, adjust strategies as needed, and maintain transparency with the public as the region works toward eliminating traffic fatalities and serious injuries.

Conclusion

Together, the recommendations contained in this plan provide a coordinated regional roadmap for reducing traffic fatalities and serious injuries. By combining data-driven analysis, community perspectives, proven safety countermeasures, targeted investments, and ongoing collaboration, the La Crosse region is positioned to make meaningful progress toward a future where all people can travel safely regardless of how they choose to move.

ONLINE CRASH DATA DASHBOARD





PLAN COMPONENTS

The La Crosse Regional Transportation Safety Plan is organized to move readers from understanding regional traffic safety conditions to identifying practical, implementable strategies designed to reduce crashes and improve safety for all modes of transportation. The chapters build sequentially, linking data analysis, community input, and prioritization methods to short- and long-term safety actions in the La Crosse metropolitan planning area.

Chapter 1: Introduction

Provides an overview of the plan's purpose and the Safe Streets and Roads for All (SS4A) program. This chapter also outlines the guiding principles and regional approach that shape the plan.

Chapter 2: Previous Planning and Safety Efforts

Reviews previous plans and safety initiatives within the LAPC region, highlighting their relevance to this planning effort. It also features a section that acknowledges significant projects completed over the past 5–10 years that have improved traffic safety.

Chapter 3: Safety and Crash Analysis

Summarizes regional crash patterns and trends, including crash frequency, severity, and contributing factors across roadway types and jurisdictions. This chapter introduces the High Injury Network, which identifies corridors and intersections where fatal and serious injury crashes are concentrated and can help focus safety investments.

Chapter 4: Engagement

Describes the outreach and engagement activities conducted throughout the planning process, including public events, stakeholder coordination, and online engagement tools. Community input was used to ground the plan in lived experiences and regional priorities.

Chapter 5: Corridor and Intersection Prioritization

Presents the methodology used to prioritize roadway segments and intersections for safety improvements. The framework combines crash history and risk, community feedback, social indicators, and destination connectivity to ensure resources are directed to locations with the greatest safety need and potential benefit.



Chapter 6: Safety Design Treatments

Provides a set of proven, context-sensitive safety strategies and design treatments applicable across the region. The design treatments address common risk factors such as speeding, conflicts at intersections, and pedestrian and bicycle exposure, with information on effectiveness and implementation considerations.

Chapter 7: Conceptual Designs and Demonstration Project Opportunities

Illustrates longer-term conceptual design approaches for priority corridors and intersections. These concepts are intended to guide future planning, project development, and coordination among jurisdictions. Also, outlines potential demonstration project locations, recommended treatments, material needs, and cost estimates.

Chapter 8: Program, Policy, Plan, and Process Recommendations

Outlines a series of non-infrastructure recommendations aimed at improving safety, increasing education and awareness, and reducing crashes. Recommendations include programs, policies, processes, and plans.

Chapter 9: Funding and Implementation Plan

Summarizes potential federal, state, regional, and local funding sources, including SS4A, and discusses strategies for leveraging funding to advance safety projects consistent with regional priorities.

Chapter 10: Safety Evaluation, Progress, and Tracking

Recommends performance measures and tracking methods to support ongoing safety improvements. This chapter outlines how progress will be monitored and reported over time to maintain accountability and transparency. An accompanying safety tracker spreadsheet allows LAPC to update crash data and, if expanded, to monitor both project implementation and outcomes for a comprehensive view of safety trends.

Appendices

Provide supporting technical information, detailed data summaries, engagement documentation, and additional reference materials.

Together, these chapters form a regional roadmap for reducing traffic fatalities and serious injuries across the LAPC planning area. The plan is designed to be flexible, actionable, and supportive of coordinated implementation across jurisdictions.





CHAPTER 1: INTRODUCTION

> The La Crosse Regional Transportation Safety Plan establishes a strategic framework to enhance roadway safety for all users.

01 | INTRODUCTION



PLAN OVERVIEW AND OBJECTIVES

The La Crosse Regional Transportation Safety Plan establishes a strategic framework to enhance roadway safety for all modes of travel. This plan integrates data analysis, community input, and partner agency perspectives to identify and prioritize where and how safety improvements can be most effective for all modes, including pedestrians, bicyclists, transit users, and motorists. This approach aligns with national and state initiatives such as the U.S. Department of Transportation's Safe Streets and Roads for All (SS4A) program, Wisconsin Department of Transportation's ZERO in Wisconsin initiative, and the Minnesota Department of Transportation's Towards Zero Deaths initiative.

The primary objectives of this plan are:

- To evaluate safety issues and concerns for people driving, walking, biking, rolling, and taking transit
- To engage the public, stakeholders, cities, counties, and Departments of Transportation (DOTs) staff in understanding safety issues
- To develop strategies and recommendations for future projects and policies to reduce and eliminate fatal and serious injuries
- To identify and prioritize initiatives and programs to improve transportation safety for the people who live, work, and play in the Greater La Crosse region

WHAT IS A SAFETY ACTION PLAN?

The Safe Streets and Roads for All (SS4A) Program is a Federal Highway Administration (FHWA) grant program established through the Bipartisan Infrastructure Law (BIL), allocating $5 billion in appropriated funds over five years (2022-2026). The LAPC was awarded a SS4A planning grant in FY2024, and together with numerous regional partner agencies developed this Regional Transportation Safety Plan. The primary objective of the La Crosse Regional Transportation Safety Plan is to significantly reduce and eliminate roadway fatalities and serious injuries.

The FHWA recommends that safety action plans include the following key components:

- **Leadership Commitment and Goal Setting:** An official public commitment by a governing body to an eventual goal of zero roadway fatalities and serious injuries
- **Planning Structure:** A committee or other group charged with the oversight of the Action Plan's development, implementation, and monitoring
- **Safety Analysis** of existing conditions and historical trends to provide a baseline level of crashes involving fatalities and serious injuries
- **Engagement and Collaboration:** Robust engagement with the public and relevant stakeholders
- **Policy and Process Changes:** Assessment of current policies, plans, and standards to identify opportunities for improvements
- **Strategy and Project Selections:** Identification of a comprehensive set of projects and strategies, as well as input that will address safety problems
- **Progress and Transparency:** Include a method to measure progress over time and ensure ongoing transparency

Figure 1. Safe System Approach



The plan utilizes the Safe System Approach adopted by the U.S. Department of Transportation as the guiding vision for addressing roadway safety. The Safe System Approach, see Figure 1, acknowledges that people make mistakes and that the transportation system should be designed to prevent those mistakes from resulting in fatal or life altering injuries. The approach emphasizes shared responsibility across five key elements:

- **Safe People:** Encourage responsible behavior and protect vulnerable users
- **Safe Roads:** Design streets that reduce the risk of crashes and minimize harm when crashes occur
- **Safe Speeds:** Manage speeds to match roadway context and human tolerance for crash forces
- **Safe Vehicles:** Promote technologies that prevent crashes and protect occupants
- **Post-Crash Care:** Ensure rapid and effective emergency response when crashes happen

This approach fundamentally shifts the focus from solely preventing crashes to minimizing the severity of injuries when crashes do occur. By integrating the five key elements through six principles (Figure 1), the Safe System Approach seeks to create a holistic, proactive strategy for transportation safety, fostering collaboration between agencies, communities, and stakeholders to protect everyone who uses the La Crosse, WI – La Crescent, MN region's roadways.

STUDY AREA

The study area includes the full regional roadway network within the La Crosse Area Planning Committee (LAPC) metropolitan planning area (Figure 2). The planning area encompasses approximately 320 square miles (205,000 acres) and spans portions of both Wisconsin and Minnesota, reflecting the bi-state nature of daily travel patterns in the region. Specifically, the study area includes 12 communities in western La Crosse County, Wisconsin; two communities in northeastern Houston County, Minnesota; one community in southeastern Winona County, Minnesota; and a small portion of northern Vernon County, Wisconsin.

The LAPC planning area is home to 120,754 residents, according to the 2020 U.S. Census Bureau. The region includes a diverse mix of neighborhood, employment centers, industrial uses, educational institutions, and recreational destinations across rural and urban settings. This diversity creates a wide range of transportation needs and travel behaviors, from short local trips to longer regional travel and freight movement.

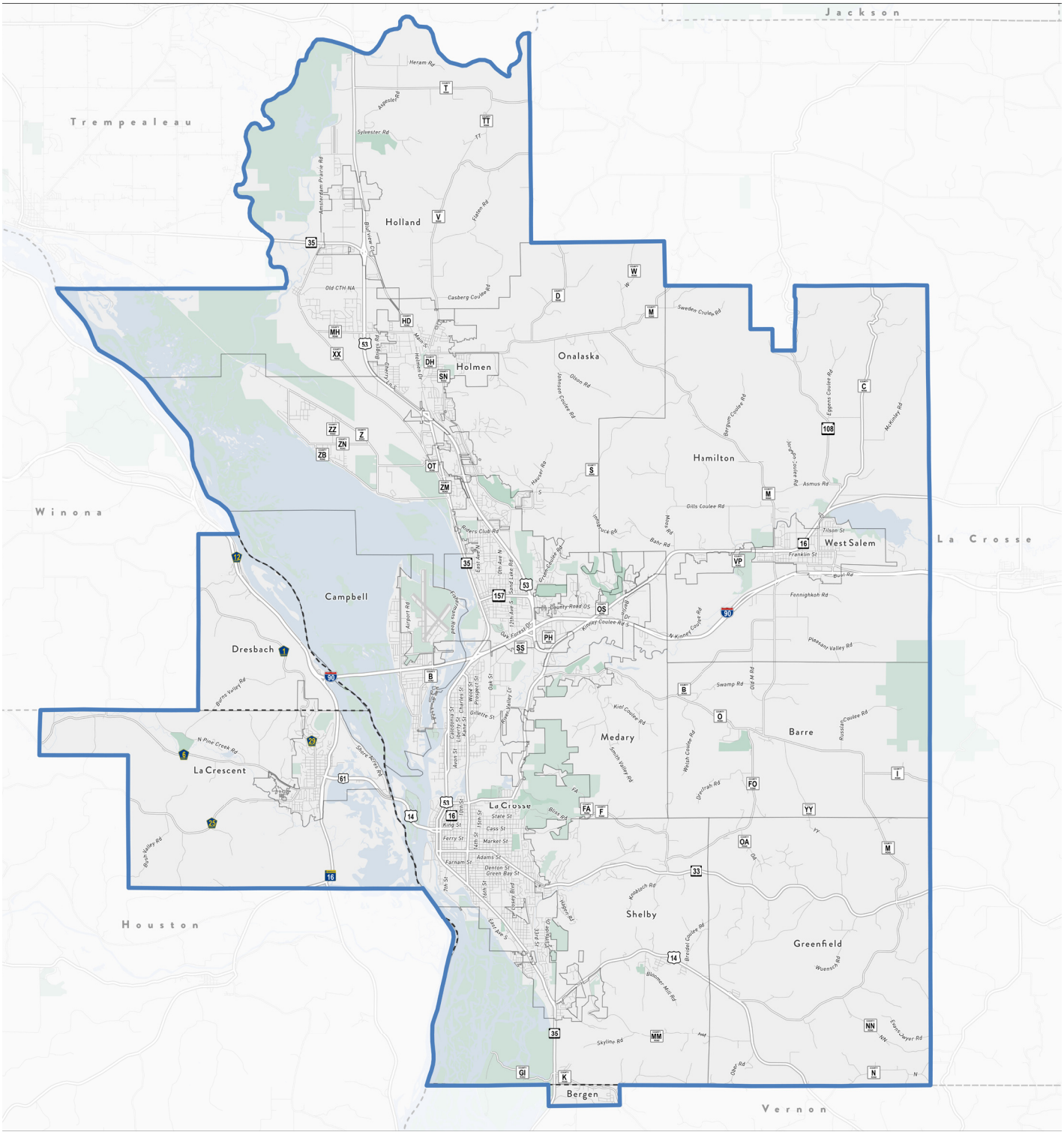
The regional transportation network is anchored by Interstate 90, which provides east–west interstate connectivity through the study area and across the Mississippi River. Major U.S. Highways, including US 14, US 53, and US 61, serve as primary regional corridors connecting communities within the region to state-wide destinations in Wisconsin and Minnesota. The network is supported by Wisconsin and Minnesota state highways (WI 16, WI 35, and MN 16), along with county roads and local streets that provide regional mobility and local access.







Figure 2. Study Area Map





CHAPTER 2: PREVIOUS PLANNING AND SAFETY EFFORTS

> The La Crosse Regional Transportation Safety Plan builds upon and complements existing local, regional, and state plans related to transportation safety, land use, active transportation, and capital investment.

02 | PREVIOUS PLANNING AND SAFETY EFFORTS



ALIGNMENT WITH OTHER PLANS AND INITIATIVES

The La Crosse Regional Transportation Safety Plan (this Plan) advances the region's commitment to transportation safety. It builds upon and complements existing local, regional, and state plans related to transportation safety, land use, active transportation, and capital investment. Aligning with these efforts helps ensure that safety improvements are integrated into planning, design, and maintenance activities rather than as standalone projects. The following pages provide brief descriptions of numerous past planning and safety efforts at the local, regional, and state level.

WISDOT'S ZERO IN WISCONSIN INITIATIVE

Wisconsin's Zero in Wisconsin initiative is a state-wide safety effort led by the Wisconsin Department of Transportation focused on eliminating preventable traffic deaths and serious injuries. The initiative is grounded in the understanding that most crashes result from driver behavior (e.g., speeding, impairment, and distraction) and are therefore largely preventable. It combines public outreach, education, and high-visibility enforcement campaigns to influence safer behaviors across all roadway users, including drivers, cyclists, and pedestrians. The program emphasizes that even one preventable death is unacceptable and promotes simple, everyday actions (e.g., seatbelt use, reduced distraction) to improve safety outcomes.

This Plan advances the Zero in Wisconsin's vision by prioritizing improvements that reduce crash risk and severity for all users, particularly vulnerable road users. The Plan aligns with the initiative as it emphasizes behavior-based safety strategies alongside infrastructure improvements. It further supports the initiative's focus on education and outreach by incorporating community engagement and public awareness efforts into implementation.

MNDOT'S TOWARD ZERO DEATHS INITIATIVE

Minnesota's Toward Zero Deaths (TZD) initiative is the state's cornerstone traffic safety program and serves as the framework for reducing traffic fatalities and serious injuries. TZD advances a comprehensive, data-driven approach that integrates the "4 E's" of safety: education, engineering, enforcement, and emergency medical and trauma services. The program is implemented through partnerships among state agencies, local governments, and community stakeholders, and focuses on creating a culture where traffic-related deaths and serious injuries are no longer acceptable. Through coordinated planning and targeted safety strategies, TZD supports long-term efforts to improve roadway safety across all modes and user groups.

This Plan directly aligns with the TZD framework by advancing a multidisciplinary approach based on the 4 E's. The plan uses data-driven analysis and proven countermeasures to support engineering improvements while complementing education and enforcement efforts. Through coordinated implementation across Wisconsin and Minnesota, it reinforces the TZD goal of eliminating fatalities and serious injuries

WISCONSIN STRATEGIC HIGHWAY SAFETY PLAN (2023–2027)

Wisconsin's SHSP establishes state-wide priorities to reduce traffic fatalities and serious injuries through data-driven emphasis areas. This Plan aligns by addressing these emphasis areas locally and supporting Toward Zero Deaths goals through targeted, evidence-based actions. WisDOT is in the process of updating their plan to establish strategies for the upcoming years.

WISDOT LONG-RANGE MULTIMODAL TRANSPORTATION PLAN (CONNECT 2050)

Connect 2050 provides a state-wide framework for a safe, efficient, and multimodal transportation system. This Plan advances these goals by prioritizing safety improvements for all modes and integrating multimodal safety into regional planning and implementation.

WISDOT WISCONSIN PEDESTRIAN POLICY PLAN (2020)

Provides state-wide policy guidance to improve conditions for walking and increase pedestrian safety across Wisconsin. This Plan aligns by prioritizing pedestrian safety at high injury locations and advancing strategies that support local implementation of state-wide pedestrian goals.

WISDOT WISCONSIN BICYCLE TRANSPORTATION PLAN (2020)

Offers a state-wide framework for improving bicycle safety, connectivity, and accommodation on Wisconsin roadways. This Plan complements this work by identifying high risk bicycle crash locations and prioritizing infrastructure and policy strategies that reduce conflicts and serious injuries.

MINNESOTA STRATEGIC HIGHWAY SYSTEM PLAN (2025–2029).

Guides investment and safety priorities on Minnesota's highway system, including cross-border corridors affecting the La Crosse region. This Plan aligns by coordinating safety priorities across state lines and addressing shared high-risk corridors and behaviors.

MINNESOTA GO: MINNESOTA STATE HIGHWAY INVESTMENT PLAN (MNSHIP) – DRAFT 2024.

MnSHIP guides capital investment priorities for Minnesota's state highway system over a 20 year horizon, emphasizing safety, system stewardship, and community impacts. This Plan aligns by supporting safety-focused investments on cross-border corridors and reinforcing data-driven prioritization of high-risk locations.

MINNESOTA GO: MINNESOTA STATEWIDE MULTIMODAL TRANSPORTATION PLAN (2022)

It is Minnesota's highest level transportation policy document, setting objectives and strategies for all modes and users state-wide. This Plan aligns by advancing multimodal safety, equity, and coordination at the regional and local level.

MINNESOTA VULNERABLE ROAD USER SAFETY ASSESSMENT

Identifies high-risk locations and strategies to reduce crashes involving pedestrians and bicyclists. This Plan complements this assessment by applying similar data-driven methods locally and prioritizing vulnerable road user safety in the region.

LA CROSSE AREA PLANNING COMMITTEE BICYCLE AND PEDESTRIAN SAFETY PLAN (2011–2015)

Identifies early strategies to improve safety for people walking and biking through education, enforcement, and infrastructure. This Plan builds on this foundation by updating crash analysis, expanding the focus to all roadway users, and applying a Safe System approach.

LA CROSSE AREA PLANNING COMMITTEE METROPOLITAN TRANSPORTATION PLAN 2055

The MTP 2055 establishes the long-range vision for the region's multimodal transportation system, guiding investments in safety, mobility, and system performance. This Plan supports this vision by identifying high-injury locations and prioritizing safety-focused strategies that inform project selection and long-term investment decisions.

LA CROSSE COUNTY COMPREHENSIVE PLAN (ENVISION 2050)

Envision 2050 establishes long-term land use, transportation, and community development goals for La Crosse County. This Plan supports these goals by emphasizing safer roadway design, access for all users, and integration of safety into future growth and development decisions.

2035 COULEE REGIONAL BICYCLE PLAN

Guides the development of a connected regional bicycle network to improve access, safety, and mobility. This Plan complements this work by targeting crash reduction and safety improvements along corridors where bicycle crashes and conflicts are most severe.

CITY OF LA CROSSE 2020 SAFE ROUTES TO SCHOOL PLAN

Focuses on improving safety and accessibility for students traveling to and from schools. The Plan reinforces these efforts by prioritizing school-area safety improvements and supporting education and infrastructure strategies identified in SRTS planning.

CITY OF LA CROSSE 2024 BICYCLE AND PEDESTRIAN MASTER PLAN

Outlines a citywide network of bicycle and pedestrian facilities to improve connectivity and safety. This Plan aligns by identifying high-injury locations and prioritizing safety treatments that support implementation of the planned network.

CITY OF LA CRESCENT 2025 ACTIVE TRANSPORTATION ACTION PLAN

Advances walking and biking access and safety in La Crescent through policy and infrastructure improvements. This Plan aligns by supporting cross-jurisdictional coordination, addressing shared safety challenges along regional travel corridors.

TOWN OF HOLLAND 2022 BICYCLE AND PEDESTRIAN PLAN

Identifies local opportunities to improve bicycle and pedestrian safety and connectivity within the Town of Holland. This Plan complements these efforts by providing regional safety analysis and helping prioritize projects that reduce crash risk on local and county roads.

KEY THEMES



Speed Management and Crash Severity: Managing vehicle speeds is consistently identified as a critical strategy to reduce crash severity.



Vulnerable Road Users: Many plans emphasize safety improvements for vulnerable populations like children and people with limited mobility.



Multimodal Connectivity All plans aim to support bicycle, pedestrian, and transit connections for improved access to community destinations.



Cross Jurisdictional Coordination: Regional collaboration is crucial for tackling safety challenges across municipal and state boundaries.



Data Driven Decision Making: Crash data, performance metrics, and evidence-based strategies are foundational elements for all plans.

RECENT PROJECTS AND SAFETY IMPROVEMENTS

Over the past several years, jurisdictions within the La Crosse Area Planning Committee (LAPC) region have advanced a range of roadway and intersection improvement projects aimed at improving safety for people driving, walking, biking, and rolling. These projects represent the ongoing local commitment to reducing crash risk, addressing known safety deficiencies, and implementing system improvements consistent with Safe System principles.

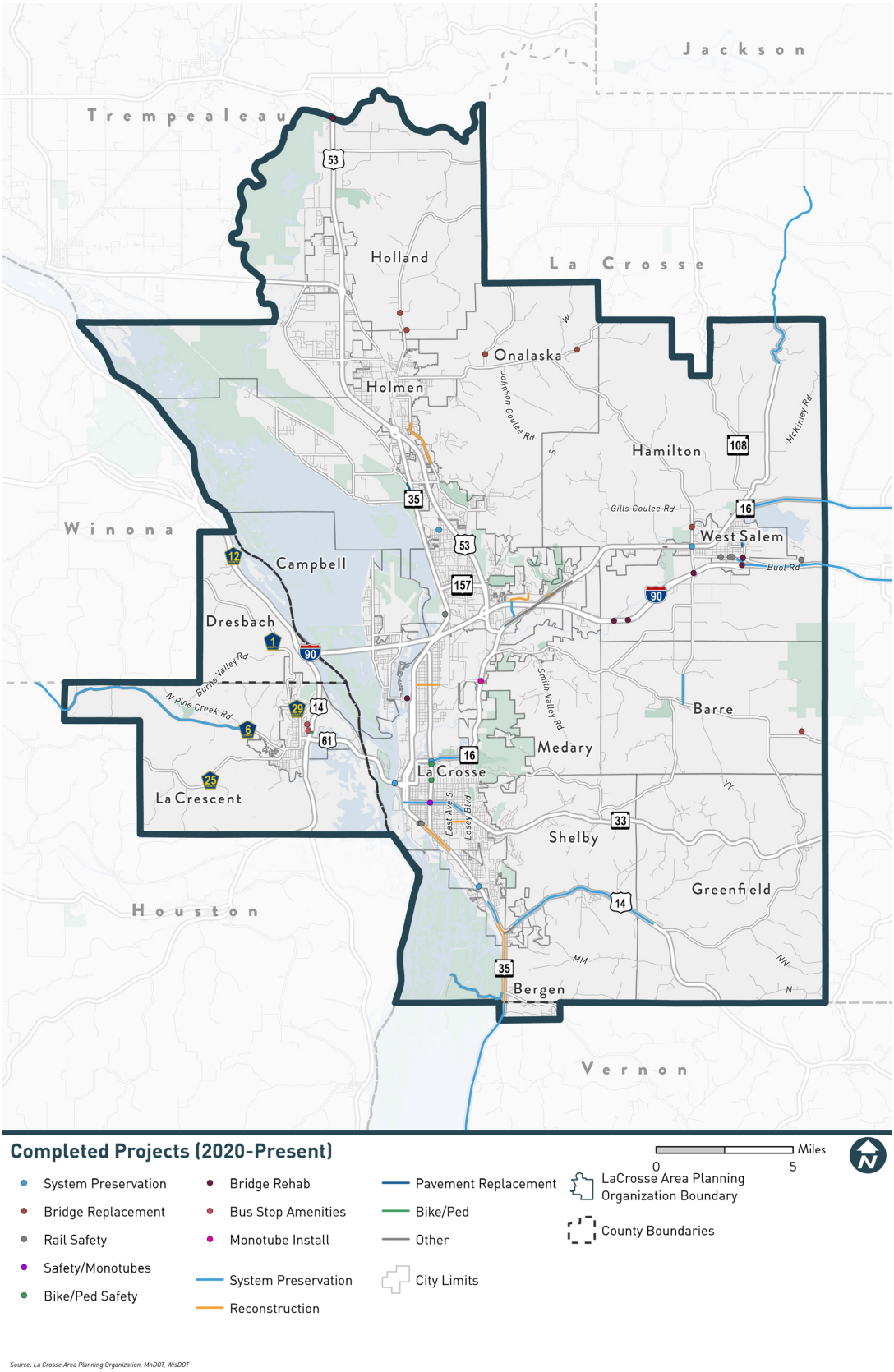
Recent safety improvements have included intersection reconstructions, corridor upgrades, ADA accessibility enhancements, and targeted highway safety projects. Many of these efforts focused on reducing conflict points, improving visibility and access, managing speeds, and enhancing accommodations for vulnerable road users at locations with documented safety concerns.

Several completed projects over the past five years addressed high-crash corridors and intersections through geometric improvements, reconstructed pavements, upgraded intersections, wider shoulders, and enhanced pedestrian facilities. These investments demonstrate how data-informed safety analysis has already been used across the region to guide capital projects and leverage federal and state safety funding.

Collectively, these recent projects provide important context for the Plan. They highlight both progress made to date and opportunities to build on past investments by coordinating future safety improvements with the High Injury Network and the corridor and intersection prioritization framework developed through this plan.

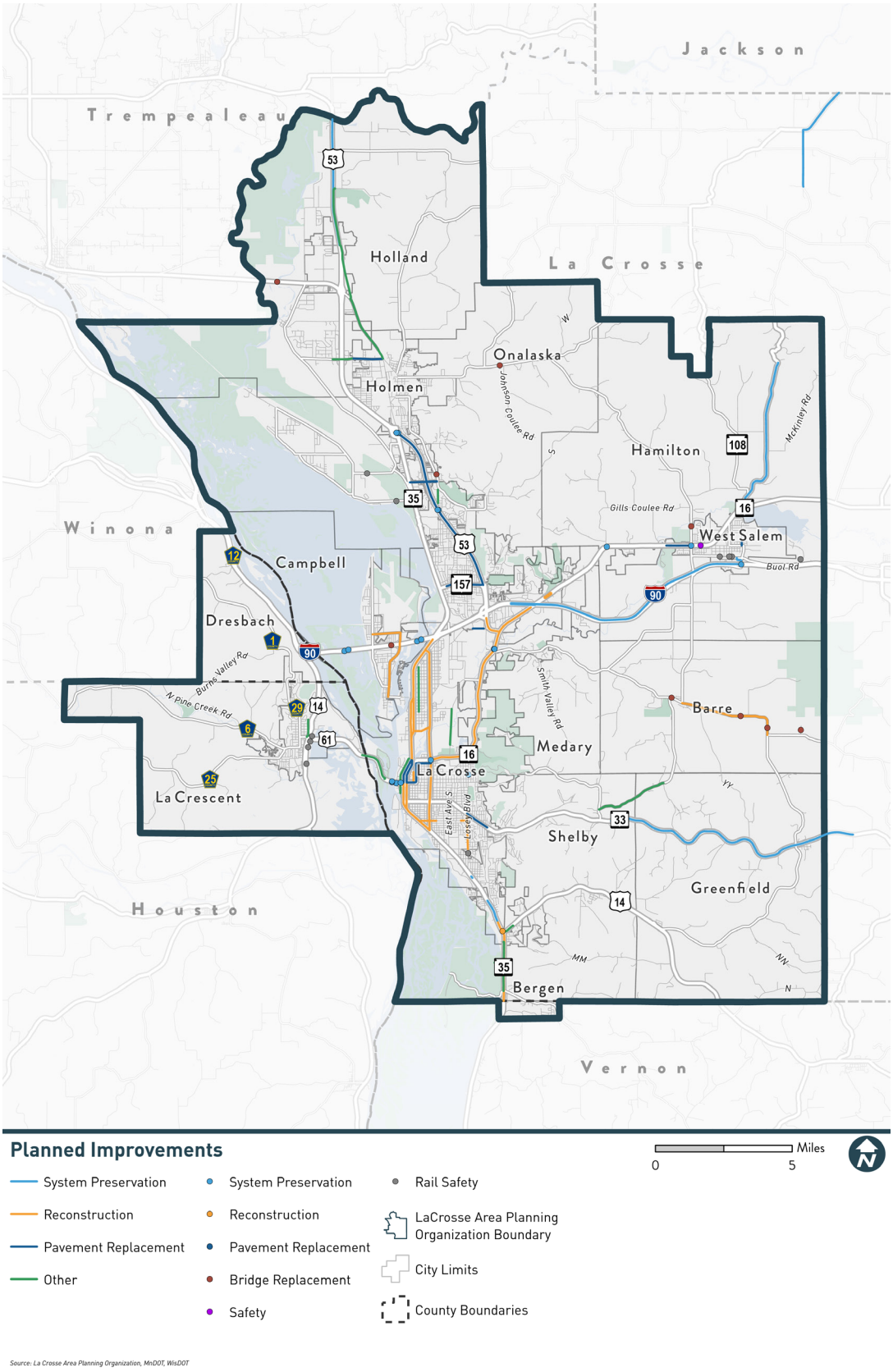
Figure 3 summarizes roadway and intersection safety improvement projects recently completed from 2020 to present date. Figure 4 details a map of planned improvements in the future. Projects were identified through coordination with LAPC staff, review of regional Transportation Improvement Program (TIP) materials, and input from partner jurisdictions including Task Force members. A full table of the recently completed projects and planned improvements are available in ***Appendix D***.

Figure 3. Recently Completed Safety Improvements Projects (2020-Present)



Source: La Crosse Area Planning Organization, MnDOT, WisDOT

Figure 4. Planned Safety Improvements Projects

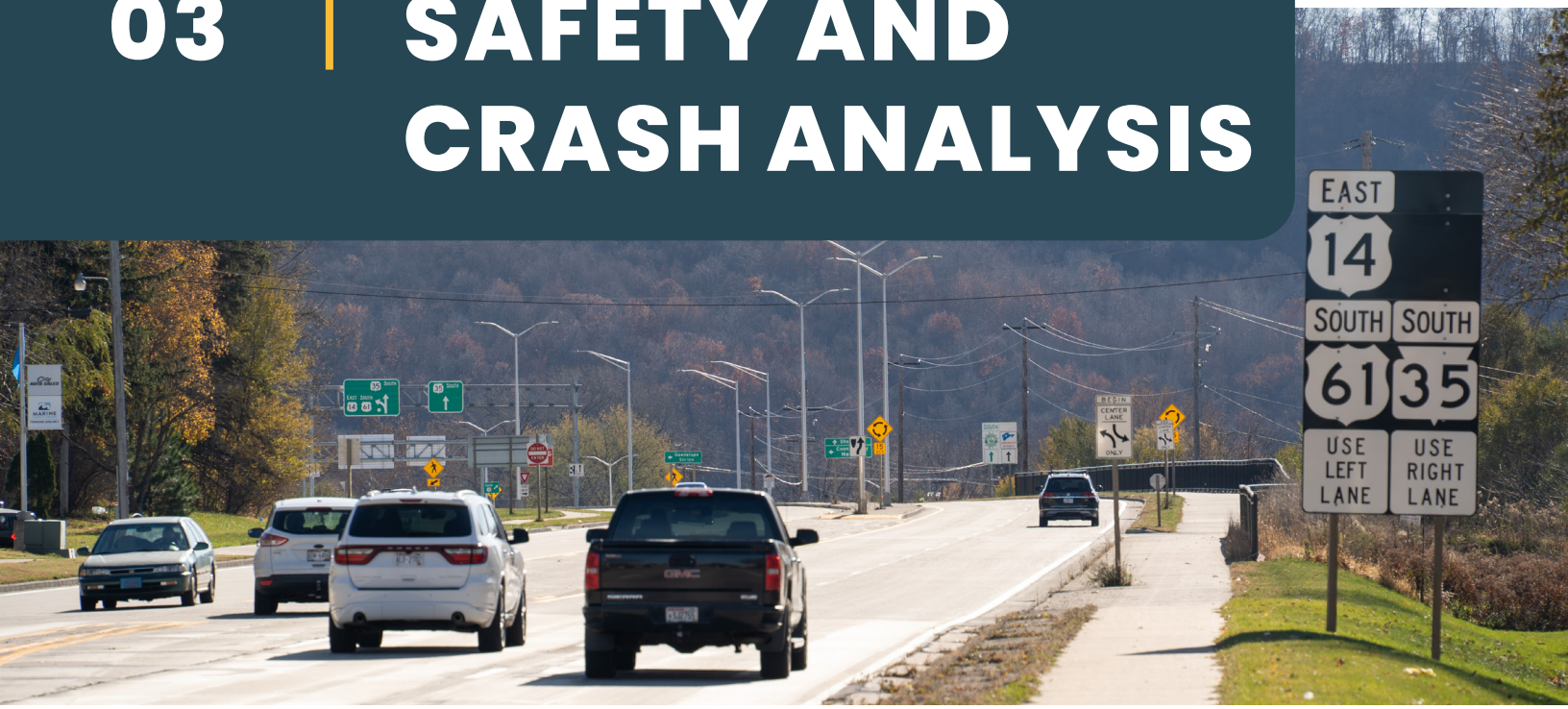




CHAPTER 3: SAFETY AND CRASH ANALYSIS

> Across the study area, a total of **26,845 crashes** were reported during the 10-year period, Over 60% of crashes (16,173) occurred at intersections.

03 | SAFETY AND CRASH ANALYSIS



Overview

An in-depth, multi-dimensional analysis of roadway safety and crash trends was conducted for the LAPC planning area using crash data from 2015 to 2024. The 10-year dataset provides a robust basis for identifying long-term trends, particularly fatal and serious injury crashes. Some crash patterns may have been influenced by safety improvements completed during the analysis period, several of which are highlighted in Figure 3.

The crash data was obtained from both the Wisconsin Department of Transportation (WisDOT) and the Minnesota Department of Transportation (MnDOT). The analysis covers all reported crashes within the La Crosse Region, including WisDOT and MnDOT highways, county roads, and local roads. It examines crash frequency, severity, and contributing factors to highlight where risk is most concentrated. While most crashes result in property damage only, severe crashes, although less frequent, are concentrated on a small share of the roadway network. This reinforces the importance of a Safe System approach that reduces the likelihood and severity of crashes through systemic design and operational strategies. This chapter is organized into two sections:

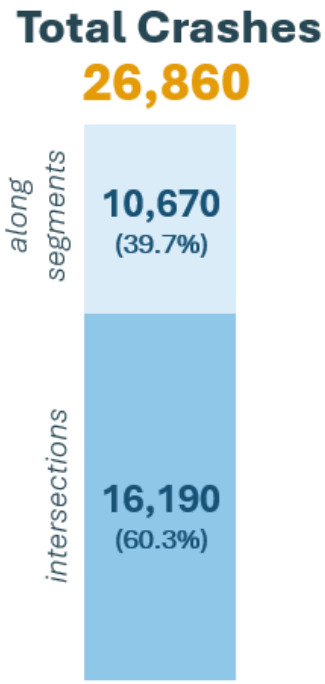
- **Regional Crash Analysis:** A review of crash outcomes, roadway and system characteristics, and temporal patterns across the entire roadway network.
- **High Injury Network (HIN):** Identification of corridors that account for the majority of fatal and severe injury crashes, or crashes involving a bicyclist or pedestrian, helping to guide targeted safety strategies.

These will create a clear picture of the La Crosse Region's current safety challenges and opportunities, help support data-driven decision making, and advance regional commitment to eliminating traffic-related serious injuries and deaths.

CRASH DATA OVERVIEW

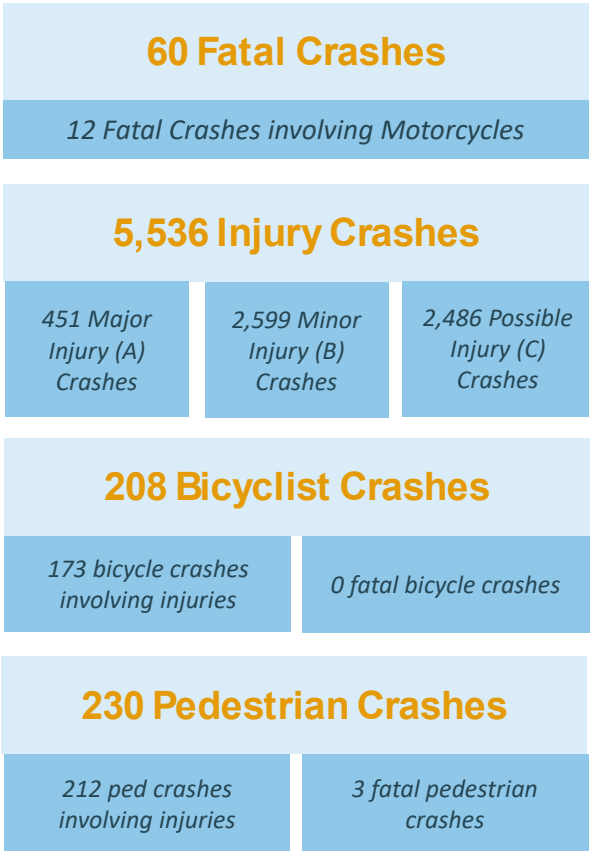
A 10-year crash dataset (2015–2024) was analyzed to understand region-wide crash patterns and support development of the High Injury Network. Across the study area, a total of **26,860 crashes** were reported during the 10-year period (Figure 5). This includes **16,190 intersection crashes** and **10,670 segment crashes,** indicating that over 60% of reported crashes occurred at intersections.

Figure 5. Total Crash



While total crash counts are useful for understanding the overall scale of safety issues, the La Crosse Regional Transportation Safety Plan places particular emphasis on fatal and serious injury crashes and on crashes involving pedestrians and bicyclists. See Figure 6 for overall crash data overview.

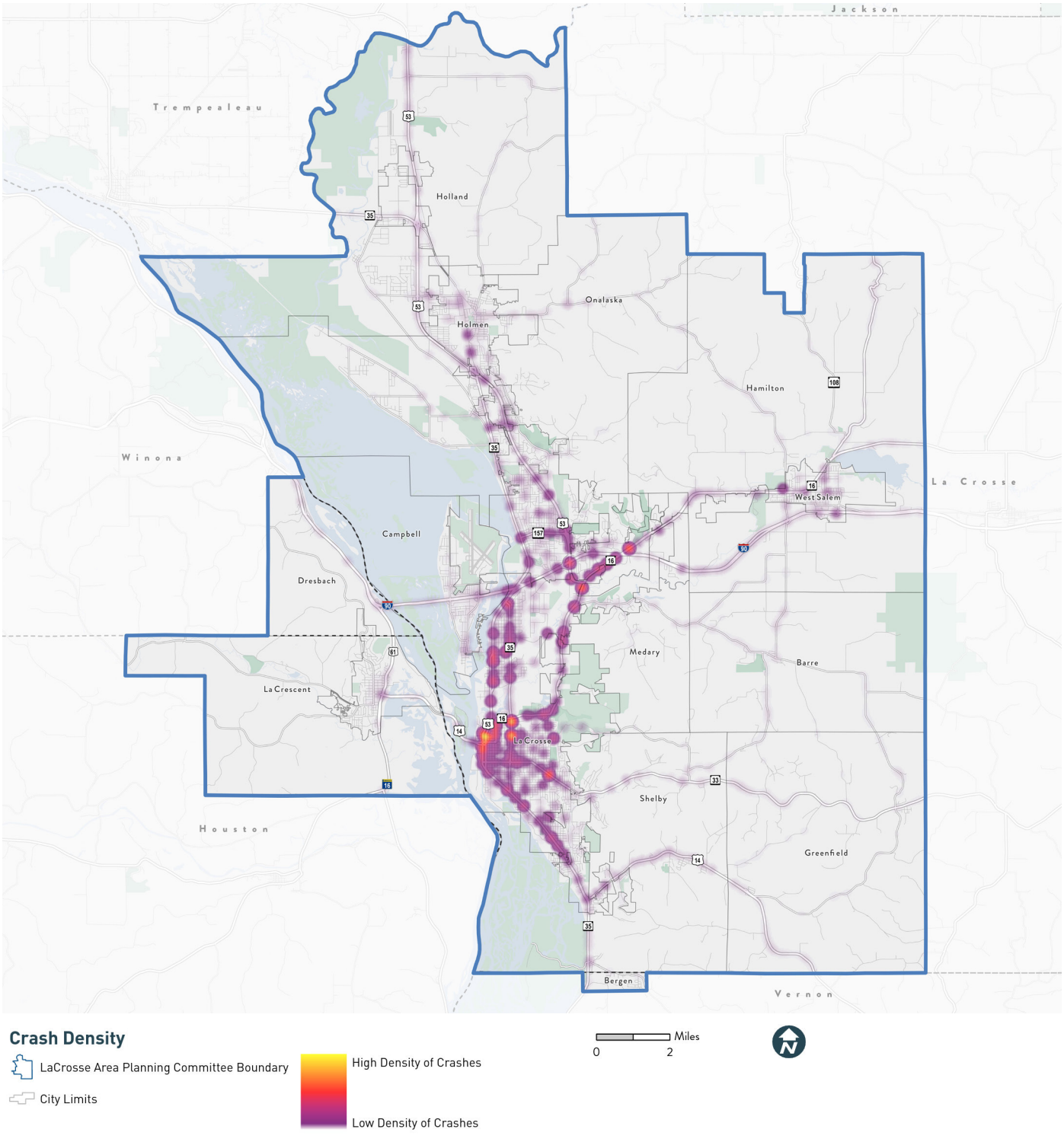
Figure 6. Crash Data Overview



To visualize where crashes are concentrated, crash locations were mapped and reviewed using heat mapping and a location-based approach. Figure 7 shows a heat map of the highest crash densities across the region. This map provides context for certain corridors and intersections for further analysis. More detailed maps of crash history are provided in ***Appendix A***.

60% OF TOTAL CRASHES OCCUR AT INTERSECTIONS. LESS THAN 2% RESULT IN FATAL OR SERIOUS INJURIES, AVERAGING 51 FATAL OR SERIOUS CRASHES PER YEAR, WHICH IS ABOUT 4.25 CRASHES PER MONTH.

Figure 7. Crash Density Map (2015-2024)



Source: La Crosse Area Planning Organization, MnDOT, WisDOT

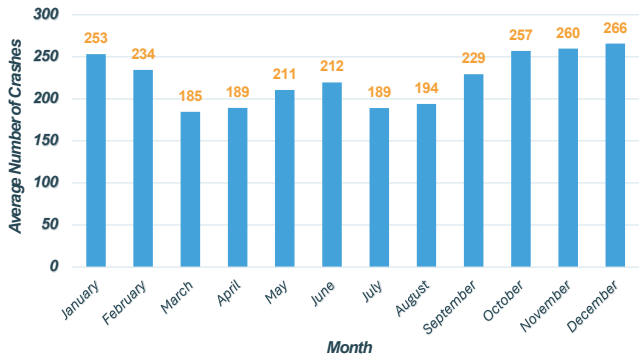
REGIONAL CRASH ANALYSIS

Monthly Crash Distribution

In reviewing the monthly crash distribution, more crashes were reported during the winter months than during the summer months. October, November, December, and January were particularly high crash months, seeing 15% more crashes than the average month, and 37% more than the months of March, April, July and August, the four months with the lowest average number of crashes. There is a spike in the number of crashes in May and June, but that average goes down again for July and August. The 10-year monthly crash average can be seen in Figure 8.

Winter weather plays a big role in the crashes in the region, with the most crashes occurring in November and December. Poor roadway conditions are more common in winter months and more travel is occurring outside of daylight hours and during holiday season.

Figure 8. 10 Year Monthly Crashes (2015-2024)

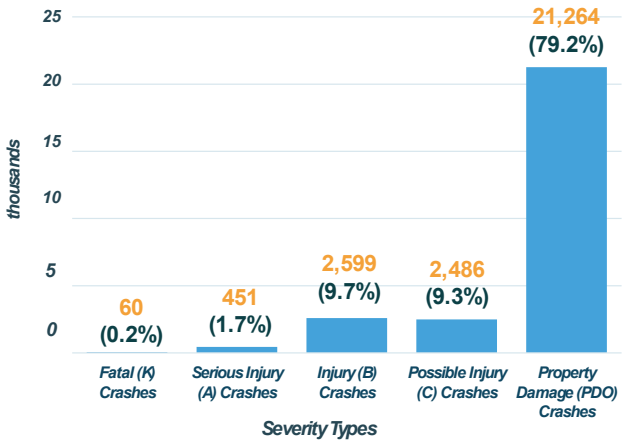


There are a few possible reasons for the spike in crashes in May and June, including better weather and clearer roads leading to an increase in speeding, higher traffic volumes, and higher activity amongst bicyclists and pedestrians.

Crash Severity Distribution

Crashes are not evenly distributed amongst severity types. As seen is Figure 9, most crashes (almost 80%) are non-injury, property damage only (PDO) crashes. Possible injury (injury C) and minor injury (injury B) crashes, each make up about 9% of all crashes, while Major Injury Crashes (injury A) and Fatal crashes make up the remaining 2%, with Fatal crashes representing 0.23% of all reported crashes.

Figure 9. Crashes by Severity (2015-2024)



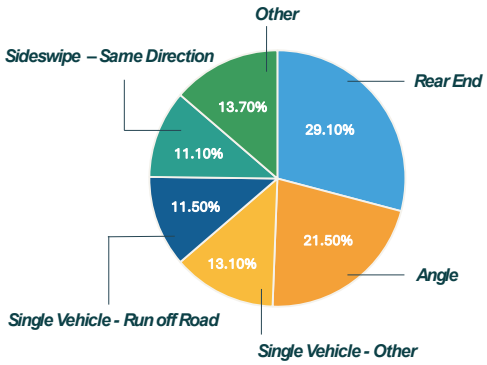
Property damage only crashes represent the vast majority of all crashes in the region (79%), but one out of every five crashes involve an injury or possible injury. It's critical to focus on reducing this number, partially through changes to the roadway system.

Severity A or fatal crashes remain generally rare and comprise less than 2% of all reported crashes. However, over 10 years, this still **averages out to 51 fatal or injury A crash in the region per year, an average of 4.25 per month,** emphasizing the need for systemic safety improvements.

Crash Type Distribution

Across the 10-year dataset, five crash types make up more than 85% of the crashes seen across the entire LAPC region. They are Rear End (29.1%), Angle (21.5%), Single Vehicle – Other (13.1%), Single Vehicle – Run Off Road (11.5%), and Sideswipe – Same Direction (11.1%). Figure 10 below details crashes by type and Table 1 details each crash type and its characteristics.

Figure 10. All Severities Crashes by Type (2015-2024)



KSI (Killed or Seriously Injured) crashes are a subset of crashes that result in a fatality or serious injury. Reviewing KSI crashes separately from total crashes provides insight into the crash types most associated with severe outcomes. While some crash types occur frequently, others represent a relatively small share of total crashes but account for a larger share of fatalities and serious injuries.

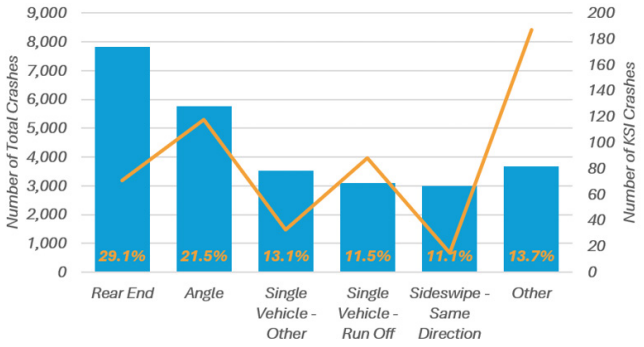
As seen in Figure 11, compared to their overall share, single-vehicle run off and angle crashes account for a disproportionately high percentage of fatal and serious injury crashes. Although less frequent overall, head-on crashes (2% of total crashes, 9% of fatal and serious injury crashes), pedestrian crashes (1% of total crashes, 5% of fatal and serious injury crashes), and bicycle crashes (1% of total crashes, 5% of fatal and serious injury crashes) also represent a higher share of fatal and serious crashes than their overall occurrence suggests.

Table 1. Crash Types and Characteristics

Type of Crashes	What It Looks Like	Typical Speed	General Severity Risk
Rear End 	One vehicle strikes the back of another vehicle. Common near signals, stop signs, and congestion	Low to Moderate	Less severe on urban roadways, but higher on rural or other high speed roadway
Angle 	Perpendicular or near-perpendicular vehicle collision. Typically occur at intersections. Sometimes referred to as "T-Bone" crashes	Moderate to High	High severity risk
Single Vehicle - Other	Single vehicle crashes that don't involve a roadway departure. Often involve vehicles colliding with animals, parked vehicles, debris, or other objects on the roadway	Varies	Moderate severity
Single Vehicle - Run Off Road	Vehicle leaves the roadway and strikes a tree, ditch, pole, or embankment	Moderate to High	High severity risk
Side Swipe - Same Direction 	Vehicles traveling in the same direction make contact while changing lanes or merging	Low to Moderate	Less severe on urban roadways, but higher on rural or other high speed roadway

Head On 	Vehicles traveling in opposite directions collide.	High	Very high severity risk
Pedestrian 	Motor vehicle strikes a person walking or crossing.	Varies	Very high severity risk
Bicycle 	Motor vehicle collides with a person bicycling.	Varies	Very high severity risk

Figure 11. Total and Killed or Seriously Injured (KSI) Crashes by Type (2015-2024)



Other key takeaways are:

- Rear end crashes account for almost 30 percent of all crashes, but their share of fatal and serious injury crashes was much lower.
- Angle crashes resulted in the most fatal and serious injury crashes, emphasizing a need for clear sight lines, appropriate traffic control, and safer vehicle speeds, especially at intersections.
- Single vehicle crashes (of all types) account for one quarter of all crashes in the region.

REAR END CRASHES ACCOUNT FOR ALMOST 30 PERCENT OF ALL CRASHES WHILE ANGLE CRASHES WERE RESPONSIBLE FOR THE MOST FATAL AND SERIOUS INJURY CRASHES.

Crashes by Functional Classification

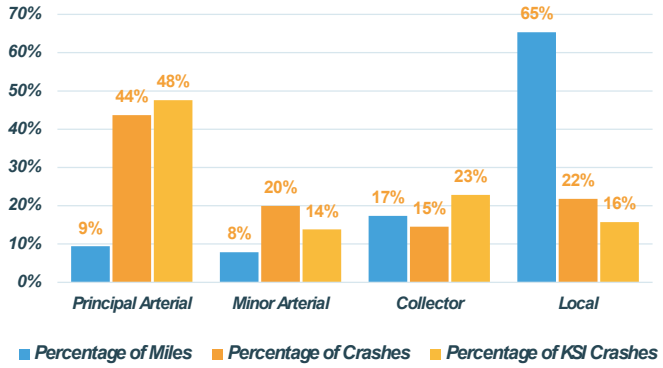
Functional classification is a system that categorizes roads based on their purpose and the type of service they provide, such as mobility or access to property. Table 2 provides a description of different roadway functional classifications. Crashes tend to be concentrated on higher order streets, which is intuitive given the higher traffic volumes on those streets. Figure 12 indicates the following relationship between share of crashes and share of miles on each roadway types:

- **Principal Arterial:** ~9% of system mileage, but account for ~44% of total crashes with ~48% KSI crashes
- **Minor Arterial:** ~8% of mileage, with ~20% of crashes and ~14% of KSI crashes
- **Collector:** ~17% of mileage, carrying ~15% of crashes and 23% of KSI crashes
- **Local:** ~65% of mileage, with ~22% of crashes and 16% of KSI crashes.

Table 2. Roadway Types and Characteristics

Functional Classification	Primary Purpose	What It Feels Like	Typical Urban Speed Range
Principal Arterial	Move large volumes of traffic over longer distances	Major regional corridors with multiple lanes, higher speeds, and higher traffic volumes. Principal Arterial design has historically emphasized vehicle traffic, often creating challenges for non-motorized users.	35-55 mph
Minor Arterial	Move traffic between districts and activity centers	Typically three lane roads (with center left turn lane) or four lane roads that connect major destinations. Typically lower speeds and volumes than Principal Arterials, but still historically designed to prioritize vehicle traffic.	30-45 mph
Collector	Connect neighbor-hoods to larger roads	Typically two lane roads or three lane roads (with center left turn lane) with lower vehicle speeds and volumes than arterial roadways. Mixed comfort levels for non-motorized users.	25-35 mph
Local	Access homes and businesses	Neighborhood street with low traffic volumes. Slow and frequent driveways for drivers. Generally comfortable for non-motorized users.	20-30 mph

Figure 12. Mileage and Crashes by Functional Classifications (2015-2024)



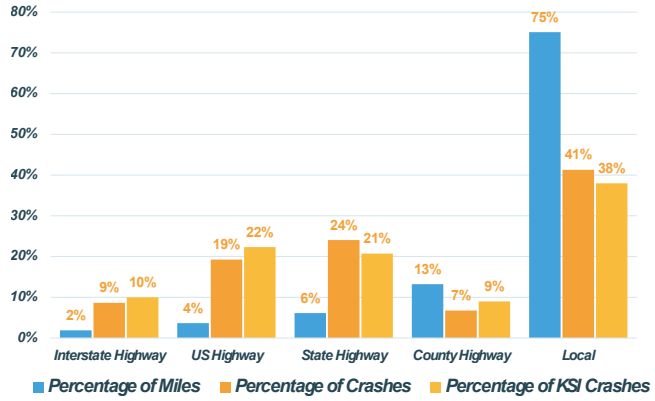
Principal arterials are a small percentage of the overall system mileage but account for almost half of all crashes (and half of all fatal and serious injury crashes). These roads have the highest traffic volumes, speed limits, and crash density in the region, a combination that necessitates safety improvement consideration. Finally, although local roads have the lowest crashes per mile ratio of any functional classification, safety improvements should still be considered in areas where there is a high crash density or a cluster of injury crashes.

US HIGHWAYS HAVE BOTH THE HIGHEST TOTAL CRASH RATE PER MILE PER YEAR (AVERAGING 14.37 CRASHES PER MILE PER YEAR) AND THE HIGHEST KSI CRASH RATE PER MILE PER YEAR (0.317 KSI CRASHES PER MILE PER YEAR)

Crashes by Roadway Jurisdiction

Figure 13 shows the crash distribution organized by road jurisdiction. Local roads saw the greatest share of crashes of any roadway jurisdiction type, with over 41 percent of crashes. State highways had the second largest share of crashes (24 percent), followed by US highways (19 percent), interstate highways (nine percent, and county highways (seven percent).

Figure 13. Mileage and Crashes by Roadway Jurisdiction (2015-2024)



When compared to the total system mileage, US highways have both the highest total crash rate per mile per year (averaging 14.37 crashes per mile per year) and the highest KSI crash rate per mile per year (0.317 KSI crashes per mile per year) over the ten-year study period. County highways and local roads have significantly lower crash rates per mile than the other three jurisdictions. See details in Table 3.

Table 3. Crashes Per Mile Per Year (2015-2024)

Roadway Jurisdiction	Roadway Mileage	Total Crashes Per Mile Per Year	KSI Crashes Per Mile Per Year
Interstate Highway	18.46	12.55	0.28
US Highway	35.97	14.37	0.32
State Highway	60.25	10.72	0.18
County Highway	129.51	1.40	0.04
Local Roads	735.21	1.51	0.03

With State highway, US highway and interstate highway routes under State Department of Transportation (DOT) jurisdiction, more than 50 percent of both total crashes and KSI crashes in the region occurred on routes maintained by state DOTs, despite comprising just 12 percent of the roadway mileage of the region.

State highways have the highest share of crashes resulting in injury, with 24.4 percent of crashes on State highways falling under either injury C, injury B, injury A, or fatal. A combination of higher speed limits, multiple lanes, and frequent access points (as compared to the interstate highway system) increases the severity and likelihood of crashes.

While locally owned roads have the most overall crashes and most fatal crashes, they also comprise a vast majority of the road network. This means local roads have lower crash rates per mile compared to roads under state jurisdiction.

Contributing Factors

Contributing factors are listed in crash reports. Not all crash records include information about contributing factors, and crashes can have multiple factors listed. Table 4 includes the top six contributing factors.

Table 4. Major Contributing Factors

Contributing Factor	Total Crashes	% of Total Crashes	KSI Crashes	% of KSI Crashes
Heavy Vehicle Involved	6,565	24.44%	116	22.70%
Wet/Snow/ Icy Road	6,496	24.18%	80	15.66%
Inclement Weather	3,187	11.87%	36	7.05%
Aggressive Driver	2,151	8.01%	84	16.44%
Impaired Driver	1,067	3.97%	81	15.85%
Speeding Driver	414	1.54%	52	10.18%

Fatal and serious injury (KSI) crashes show a different pattern than crashes overall. While heavy vehicles were involved in nearly 23 percent of KSI crashes, aggressive driving, impaired driving, and speeding were also overrepresented in severe crashes relative to their share of total crashes. For example, speeding accounted for only 1.5 percent of all crashes but more than 10 percent of KSI crashes, while impaired driving represented just 4 percent of all crashes yet nearly 16 percent of KSI crashes. These findings suggest that driver behavior and vehicle characteristics play a significant role in crash severity and should remain a key focus of future safety improvements.

Crashes are heavily impacted by weather conditions, especially during the winter, when snow and ice lower traction for vehicles. A wet/snowy/icy road was listed as a factor for almost a quarter of all crashes, while inclement weather was a factor for 12 percent of all crashes.

Speeding was cited as a contributing factor for just 1.5 percent of all crashes, but was cited as a factor in more than 10 percent of KSI crashes. Similarly, impaired driving was cited as a factor for 4 percent of all crashes.

Heavy vehicles were involved in about 25 percent of crashes. This is a significant number, considering that according to the Federal Highway Administration, in 2023 heavy vehicles accounted for approximately five percent of all registered vehicles nationally, and traveled about 10 percent of the total national vehicle miles traveled (VMT). Heavy vehicles are defined as large, high-mass motor vehicles such as trucks, buses, and other commercial or specialty vehicles with considerations of size, weight, maneuvering limitations, and interaction with other road users as a factor contributed to crash severity, frequency, and injury outcomes. When making future roadway design decisions, additional emphasis should be put on heavy vehicle safety to reduce the number of heavy vehicles involved in crashes. A heat map of heavy vehicle involved crashes is included in ***Appendix A.***

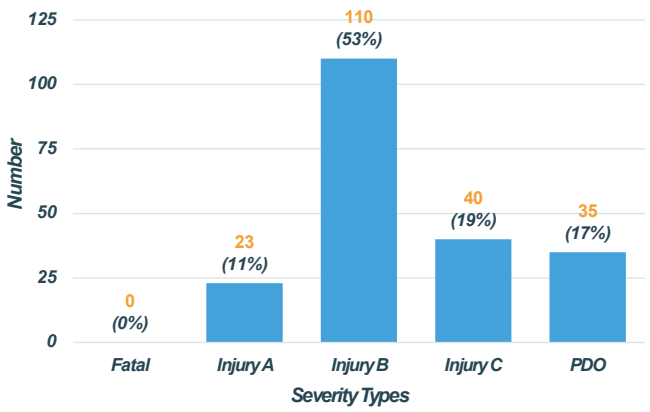
WHILE HEAVY VEHICLES WERE INVOLVED IN NEARLY 23 PERCENT OF KSI CRASHES, AGGRESSIVE DRIVING, IMPAIRED DRIVING, AND SPEEDING WERE ALSO OVERREPRESENTED IN SEVERE CRASHES RELATIVE TO THEIR SHARE OF TOTAL CRASHES.

Bicycle and Pedestrian Crashes

Bicycle and pedestrian crashes are heavily concentrated in the urban areas of the LAPC region, with the vast majority occurring in La Crosse. In total, there were a combined 438 bicycle and pedestrian crashes in the 10-year period, with 371 (84 percent), occurring within the City of La Crosse, 203 of 230 (88 percent) pedestrian crashes, and 168 of 208 (81 percent) bicycle crashes. There were three pedestrian crashes that resulted in fatalities, but no bicycle crashes resulted in fatalities. Over 88% of bicycle and pedestrian crashes resulted in injuries to the bicyclist or pedestrian.

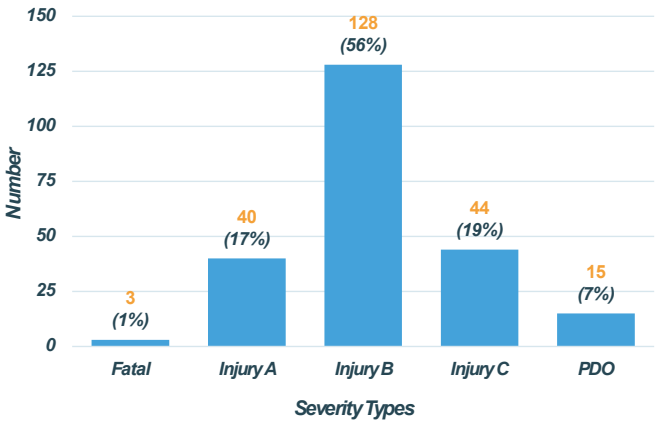
By far the most common crash outcome was minor injuries, as 53 percent of bicycle crashes resulted in injury B. Additionally, over 80 percent of bicycle crashes resulted in injury. Future roadway designs should take safety for bicyclists into consideration to help reduce injury crashes. See Figure 14 for details.

Figure 14. Bicycle Crash Severity (2015-2024)



As seen in Figure 15, Pedestrian crashes caused an injury or possible injury over 90 percent of the time. Very few pedestrian crashes did not involve an injury, however it is possible some pedestrian crashes that do not result in an injury to the pedestrian go unreported due to the low likelihood of damage to a vehicle.

Figure 15. Pedestrian Crash Severity (2015-2024)



Injury B was by far the most common injury designation, and almost one in five pedestrian crashes resulted in a serious injury or fatality, showing the critical need for additional safety measures for pedestrians, and to prioritize the needs of pedestrians when redesigning roads.

HIGH INJURY NETWORK

A High Injury Network (HIN) is a data-driven representation of the roadway corridors and intersections that experience a disproportionate share of fatal and serious injury crashes. Rather than distributing safety investments evenly across the transportation system, an HIN approach focuses attention on the locations where severe crashes are most concentrated, enabling agencies to more effectively target limited resources to achieve the greatest safety benefit.

The HIN was established through an analysis using historical crash data focused on fatal and serious injury outcomes, consistent with Safe System and SS4A guidance. It also includes bicycle and pedestrian crashes of all severity. Bicyclists and Pedestrians are considered Vulnerable Road Users (VRUs), and are important to consider in the HIN due to the high likelihood of a fatality or injury occurring in a crash compared to crashes involving only vehicles.

The first step of identifying the HIN was calculating the frequency of the above crash types and ranking the area road segments on a percentile scale (a higher score means there were more severe crashes). In this analysis, fatal and serious injury crashes received greater emphasis, receiving double the weight of minor injury, possible injury crashes, and minor injury, possible injury, and property damage only bicycle and pedestrian crashes.

The creation and features of the HIN do not have an exact definition, however common guidance suggests that the HIN follow these guidelines:

- Use the most recent 10 years of available crash data.
- Limit the HIN to no more than 25 percent of centerline mileage (5-20 percent is typical).
- Capture at least 55 percent of fatal and serious injury crashes in the region.

After assigning scores to all road segments in the study area, roads were added to the HIN, starting from the highest scores, until the network had met the above guidelines.

The identified HIN for the LAPC region includes:

- 11.5% of the region's centerline mileage
- 57.7% of all the crashes in the region
- 73.3% of all fatal crashes
- 66.1% of all serious injury crashes
- 66.9% of all combined fatal and serious injury crashes
- 64.1% all minor injury crashes
- 65.5% of Bike and pedestrian crashes

Figure 16 illustrates how severe crashes are concentrated along key corridors and nodes, particularly in areas with higher traffic volumes and multimodal activity. Refer to ***Appendix A*** for detailed maps of the HIN in the region.

HIN: BY THE NUMBERS
the high injury network accounts for:



66.9% of the region's Fatal (K) & Serious Injury (A) crashes

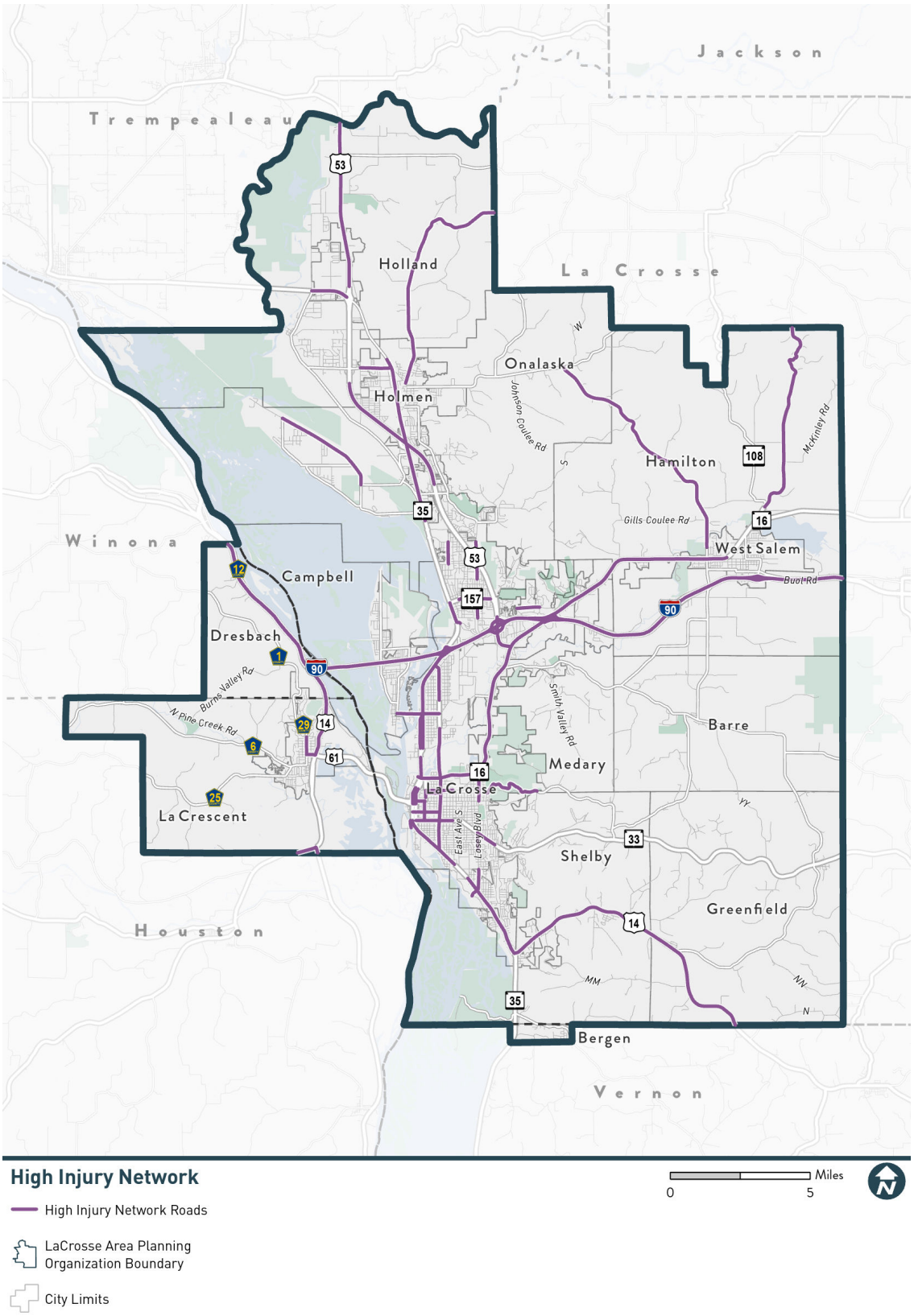


65.5% of the region's combined Bike and Pedestrian crashes



11.5 % of the total mileage in the region

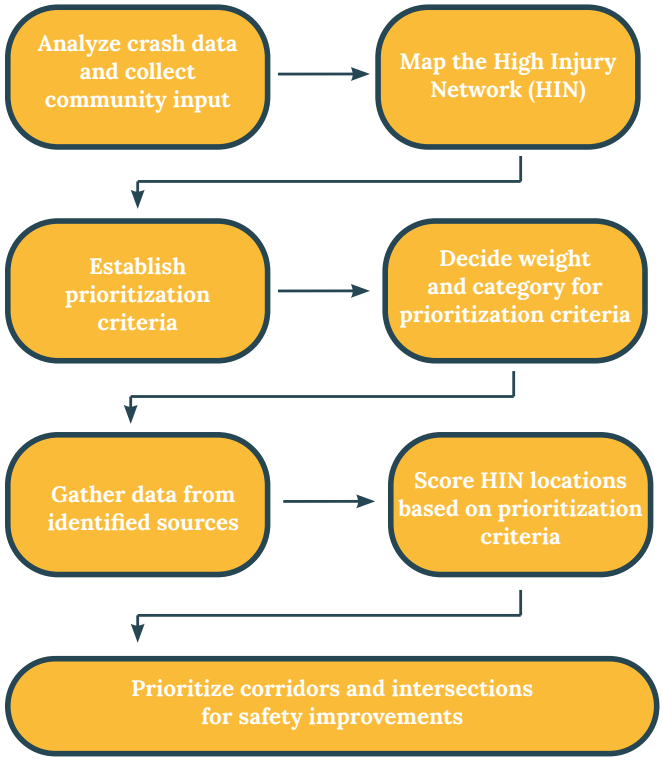
Figure 16. High Injury Network Overview



The HIN was developed and informed through coordination with the Task Force group, which includes representatives from local jurisdictions, transportation agencies, public safety partners, and other regional stakeholders. Task Force members provided input on the interpretation of crash patterns, the resulting network, and how the HIN should be used to support safety decision-making across the region. This collaborative approach ensured that the HIN reflects both quantitative data and local knowledge, strengthening its credibility.

The HIN represents the critical link between system-wide safety analysis and location-specific action. By clearly identifying corridors and intersections with the highest concentrations of fatal and serious injury crashes, the HIN establishes a list of locations that are eligible for further evaluation and prioritization. Figure 17 illustrates this progression from network screening to location-specific action.

Figure 17. Prioritization Framework



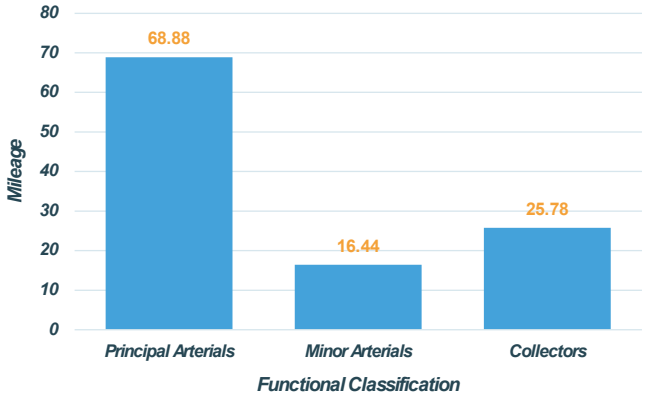
The HIN serves as the starting point for the corridor and intersection prioritization process in ***Chapter 5*** to ensure that recommended projects and strategies are focused on locations with the greatest demonstrated safety need and supports transparent, data-driven decision-making.

HIN by Functional Classification

The High Injury Network is made up of the following:

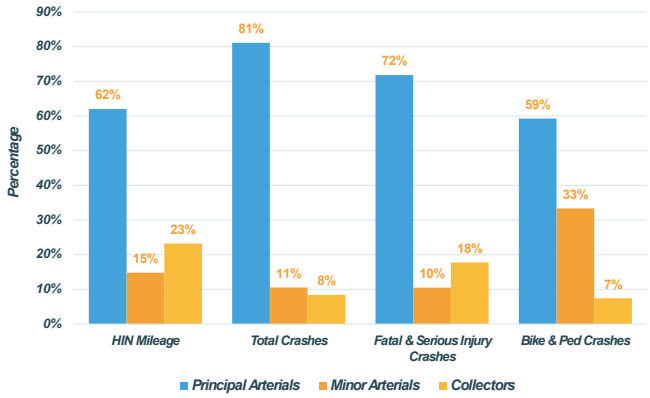
- **Principal Arterials:** 68.88 Miles (62 percent of HIN network)
- **Minor Arterials:** 16.44 Miles (15 percent of HIN network)
- **Collectors:** 25.78 Miles (23 percent of HIN Network)
- **Local Roads:** 0 Miles

Figure 18. HIN Mileage by Functional Classification



While accounting for 77 percent of the HIN mileage, principal arterials and minor arterials account for 92 percent of the total crashes on the HIN, including 82 percent of fatal and serious injury crashes along segments (Figure 18 and 19). When combined, principal and minor arterial routes account for 93 percent of bicycle and pedestrian crashes. Minor arterials account for 33 percent of the bicycle and pedestrian crashes, despite comprising only 15 percent of the HIN mileage.

Figure 19. HIN Mileage and Crash Distribution

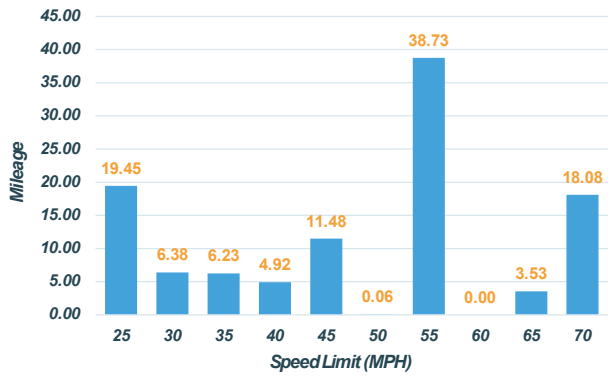


THE HIGH INJURY NETWORK ACCOUNTS FOR JUST 11.5% OF TOTAL MILEAGE, YET IT ENCOMPASSES NEARLY 67% OF FATAL AND SERIOUS INJURY CRASHES.

HIN Mileage by Speed Limit

As seen in Figure 20, the most common speed limit for roads on the HIN was 55 mph, with almost 39 miles of the 111 miles (35 percent) having that speed limit. Additionally, approximately 60 miles of the HIN have speed limits of 55 MPH or higher. Over the entire HIN, the average speed limit was 48 miles per hour.

Figure 20. HIN Mileage by Speed Limit



HIN Characteristics and Risk Factors

The High Injury Network analysis reveals several characteristics that lead to higher crash risk.

HIGH TRAFFIC VOLUMES



HIN Segments have, on average, higher traffic volumes than the region as a whole. This can be attributed to 62 percent of the HIN being functionally classified as principal arterial roadways.

HIGHER SPEED LIMITS



HIN segments have, on average, higher speed limits than the region as a whole, with an average speed limit of 48 miles per hour. The most common speed limit by mileage is 55 miles per hour.

The general characteristics seen on HIN corridors show that **safety improvements should be prioritized on many of the region's high-speed, high-volume corridors.** This does not mean that other roadway safety issues on other roadways should be ignored, but only that increased focus should be paid to locations on the High Injury Network.



CHAPTER 4: ENGAGEMENT

> Add a pedestrian push button light or stop signs. Many secondary school students cross S 11th St and walk on Redwood St E before and after school when traffic is high. The corner to the west is a little blind at the speed some cars travel.

04 | ENGAGEMENT



Overview

Community and stakeholder engagement was a foundational element of the La Crosse Regional Transportation Safety Plan. Throughout the planning process, engagement efforts were designed to be inclusive, accessible, and representative of the diverse communities that live, work, and travel throughout the region. Residents, local governments, advocacy groups, and institutional partners were invited to share their experiences, safety concerns, and priorities to help shape the plan's vision and direction. A mix of in-person and virtual strategies, including pop-up meetings at community events, task force meetings, online public surveys, and interactive mapping tools were used to reach people across the region.

Input gathered through this process highlighted key safety challenges such as high-risk corridors, unsafe crossings, and gaps in pedestrian, bicycle, and transit infrastructure. This feedback directly informed the identification of the High Injury Network, the development of safety strategies, and the prioritization of projects and policies. This chapter summarizes the engagement activities undertaken, key themes that emerged from public input, and how community feedback was incorporated into the plan's final recommendations.

Additionally, this chapter is built on recent outreach completed for the 2024 Bicycle and Pedestrian Plan and Metropolitan Transportation Plan (MTP). Survey results, interactive mapping data, and community feedback from those efforts were reviewed and incorporated into this planning process to identify safety concerns, validate crash analysis findings, and help target additional outreach to underrepresented and key stakeholder groups. This approach reduced engagement fatigue while ensuring community input continued to inform transportation safety priorities across the region.

TASK FORCE GROUP

The Project Task Force was established at the start of the project to guide the overall process and ensure input from local agencies and partners was well represented in the process. In addition, the Task Force members advised on public engagement opportunities, reviewed safety analysis results, assessed project recommendations and safety project locations, and advised on next steps for implementation and conceptual design. The Task Force met roughly every quarter, convening four times over the course of the project. Their primary responsibilities were to:

- Assist the project team in understanding current transportation safety needs and community priorities
- Take part in conversations about local safety challenges
- Offer insights into problem areas, near-misses, or other specific concerns
- Suggest ideas for improving safety,
- Review and comment on proposed safety recommendations

COMMUNITY EVENTS

A series of pop-up engagement activities were conducted across the region to connect with residents in familiar, accessible settings and gather informal feedback on transportation safety concerns. These events allowed project staff to meet people where they were already gathering, provide project information, and encourage participation through conversation and interactive tools. Across events, participants shared location-specific safety concerns related to walking, biking, driving, and accessibility.

Pop-Up #1 *(University of Wisconsin-La Crosse)*

On October 1, 2025, the project team hosted a pop-up event at the University of Wisconsin–La Crosse Student Union, engaging approximately 20 students. The setup included a project information board, a map of the study area, and handouts with a QR code linking to the project website. Students shared feedback directly with staff, with several noting safety and mobility challenges in the downtown area, particularly at pedestrian crossings and along campus routes. Concerns about bike theft around campus were also raised. In coordination with university staff, project posters were displayed throughout campus to increase awareness of the plan.



Engagement at the University of Wisconsin-La Crosse inside the Student Union building.

Pop-Up #2 *(Western Technical College)*

Another pop-up event was held on the same day at Western Technical College outside the Kumm building, attracting approximately 50 participants, including students and faculty. Participants raised questions about pedestrian access, the accessibility of campus pathways, and how future safety improvements could affect daily travel patterns. Feedback emphasized the importance of inclusive, accessible infrastructure and clear communication about potential changes.



Project staff spoke to a community member on the campus of Western Technical College.

Pop-Up #3 (Bingo Night Event with Beer by Bike Brigade)

In the evening of October 1, 2025, the project team collaborated with Beer By Bike Brigade at a popular Bingo Night event in the Onalaska Omni Center. The event generated strong interest and discussion, with approximately 20 comments submitted through the interactive online map and more than 10 written comments collected onsite. The project team was able to engage with more than 120 community members. Some of the key concerns raised were about roundabout safety, limited sightlines in downtown areas, pedestrian safety at unsignalized intersections, and speeding at busy intersections throughout the region.



Residents gathered at the pop-up booth at the Onalaska Omni Center during a popular Bingo Night event.

Pop-Up #4 (Week Without Driving Bike Tour)

During the Week Without Driving event organized by the City of La Crosse and LAPC, project staff joined approximately 35 participants, including elected officials, WisDOT representatives, and community members, for a guided bike tour. The event provided opportunities for participants to discuss safety concerns and mobility challenges directly with local and state officials. The project team introduced the plan to attendees and directed them to provide additional input on the project website.



The plan was shared with the Week Without Driving Bike Tour attendees.

Pop-Up #5 (Holmen Area Community Center)

On November 11, 2025, the project team engaged approximately 30 residents in a Family Fun Night event at the Holmen Area Community Center. Parents highlighted concerns about walking and biking routes to schools, while children shared their perspectives on safer crossings. Several participants raised safety concerns at the intersection of WIS 35 and Schaller Boulevard, particularly for pedestrians crossing WIS 35 to travel to Kwik Trip and other nearby businesses and the adjacent senior living facility. Feedback emphasized the importance of family-friendly and age-inclusive safety improvements.



Project staff spoke with residents at the Holmen Area Community Center.

STAKEHOLDER MEETINGS

In addition to public engagement activities, the project team participated in several stakeholder meetings to review technical findings, validate regional safety concerns, and gather feedback from project partners. These meetings focused on crash data analysis, high-risk locations, and coordination across jurisdictions to support effective implementation of safety strategies.

Project Team Site Tour

On November 11, 2025, an in-person tour was held to review high-crash locations identified from the preliminary crash data analysis. The tour provided an opportunity to observe roadway conditions firsthand and discuss safety challenges in context, including roadway geometry, surrounding land uses, and user behavior. During the tour, team members visited five high-crash locations to discuss contributing factors to serious and fatal crashes, such as intersection design, speed, sightlines, pedestrian and bicycle accommodations, and multimodal conflicts. The tour helped ground the data-driven analysis in real-world conditions and informed refinement of priority corridors and intersections. Feedback from the tour was incorporated into subsequent plan development and recommended prioritization efforts.



Project team members at the intersection of Mormon Coulee Road (Hwy 14) and Losey Boulevard.

Wisconsin Department of Transportation

The project team met with representatives from the Wisconsin Department of Transportation (WisDOT) to introduce the La Crosse Regional Transportation Safety Plan and review key technical elements. The meeting included an overview of the project purpose and scope, a summary of regional crash data trends, and a review of the draft High Injury Network. WisDOT staff provided feedback on the analysis approach and discussed opportunities for coordination between state and regional safety initiatives. Input from this meeting helped ensure alignment with state safety priorities and informed the refinement of the plan. The discussion also acknowledged ongoing WisDOT studies of major regional corridors, coordinating this plan with concurrent state safety efforts.

Municipality Meetings

LAPC staff delivered a presentation to municipal boards across the region, introducing the Safe Streets For All program and outlining the project's objectives. The meetings included time for attendees to ask questions. Informational handouts were distributed to provide further context and audience members were encouraged to participate in the online surveys. Individual meetings were held with the following municipalities:

- Village of Holmen Plan Commission
- Town of Shelby Board
- Village of West Salem Board
- Town of Greenfield Board
- Town of Onalaska Board
- Town of Hamilton Board
- Town of Holland Board
- Town of La Crescent Board
- Town of Campbell Board
- City of La Crosse Board of Public Works
- City of La Crescent Council

La Crosse Library Engagement

LAPC staff and the City of La Crosse staff presented on the topic of designing safe streets to a group of around 30-40 people of 55+ year olds as part of La Crosse Public Library's 'Monday Mornings at Main' program in February 2026. At the end of the presentation, around 10 physical surveys were provided and the staff directed audience to engage with the online survey as an alternative option.

ADDITIONAL ENGAGEMENT INITIATIVES

Several additional engagement tools and strategies were used to supplement the in-person engagement efforts previously described. Additional engagement efforts included a dedicated project website, social media, project flyers, and regional coordination.

PROJECT WEBSITE

A dedicated project webpage served as the primary source of information for the La Crosse Regional Transportation Safety Plan. The webpage provided an overview of the plan's purpose, schedule, and key milestones, and was updated throughout the planning process. It also included an online crash data dashboard, highlighted upcoming engagement opportunities, and provided direct access to the interactive online comment map, allowing community members to share location specific safety concerns.

SOCIAL MEDIA AND PUBLIC MESSAGING

LAPC and partner communities used digital communication channels to share project updates, promote engagement opportunities, and encourage use of the interactive comment map. Messaging focused on raising awareness of the plan, explaining how public input would be used, and reminding residents of opportunities to participate. These efforts helped extend the reach of engagement activities beyond in person events and supported consistent communication throughout the region.

FLYER DISTRIBUTION

To reach residents who may have limited access to online engagement tools, printed outreach materials were distributed at community events, campuses, libraries, and public gathering spaces throughout the region. Flyers and handouts included project information, upcoming engagement opportunities, and QR codes linking to the project website. This approach helped broaden awareness of the plan and encouraged participation from a diverse range of community members.

REGIONAL COORDINATION

As a bi-state Metropolitan Planning Organization, LAPC worked with local and state transportation agencies during planning. LAPC staff provided social media materials to the La Crosse Chamber of Commerce for distribution through newsletters. This ongoing coordination helped align with wider transportation and safety efforts, ensured consistency across jurisdictions, and strengthened the regional strategy to reduce crashes.

INTERACTIVE ONLINE COMMENT MAP

A custom-built interactive map tool was designed for the plan to collect location-specific input from residents between October 2025 and May 2026. Residents could drop pins and describe issues or concerns by travel mode; walking, biking, driving, transit, and rolling/mobility devices (Figure 21). The

map received 91 comments and generated 685 page views, including 480 unique visitors. The comments provided valuable insight into community safety concerns and recurring transportation challenges throughout the region. While specific issues varied by location, several themes emerged consistently across travel modes.

COMMUNITY MEMBER CONCERNS

- Speeding and aggressive driving, particularly on major corridors such as Highway 35, Highway 53, and La Crosse Street.
- Safety challenges at intersections, including limited visibility, inadequate traffic control, and difficult turning movements.
- Gaps in pedestrian infrastructure, including missing crossings, incomplete sidewalk networks, and driver yielding concerns.
- Inconsistent bicycle facilities and conflicts between bicyclists and turning vehicles.
- Major roadways that create barriers to safe pedestrian and bicycle travel and limit crossing opportunities.

Community members also identified a range of improvements they would like to see implemented to address these concerns and improve safety.

COMMUNITY MEMBER DESIRES

- Safer pedestrian crossings, including RRFBs, median refuges, and signal enhancements.
- Upgraded traffic control, such as new or improved signals, stop control, and roundabouts.
- Traffic calming measures to reduce vehicle speeds and improve safety.
- Protected and connected bicycle infrastructure to improve network continuity and rider comfort.
- Improved visibility and maintenance, including lighting, pavement condition upgrades, and winter maintenance operations.

The interactive map comments were used to inform the development of the High Injury Network, safety emphasis areas, and recommended strategies included in this plan. A complete summary of the comments, mapped locations, and public input findings is provided in ***Appendix B***.

COMMUNITY INSIGHTS

"It's become acceptable to speed, use phone while driving, not use turn signals until you begin to turn or change lanes, shave 2 minutes off your commute at the risk of everyone's safety."

"...cars will not move over. I've been honked at, splashed, yelled out, swerved at by drivers on the their phones.."

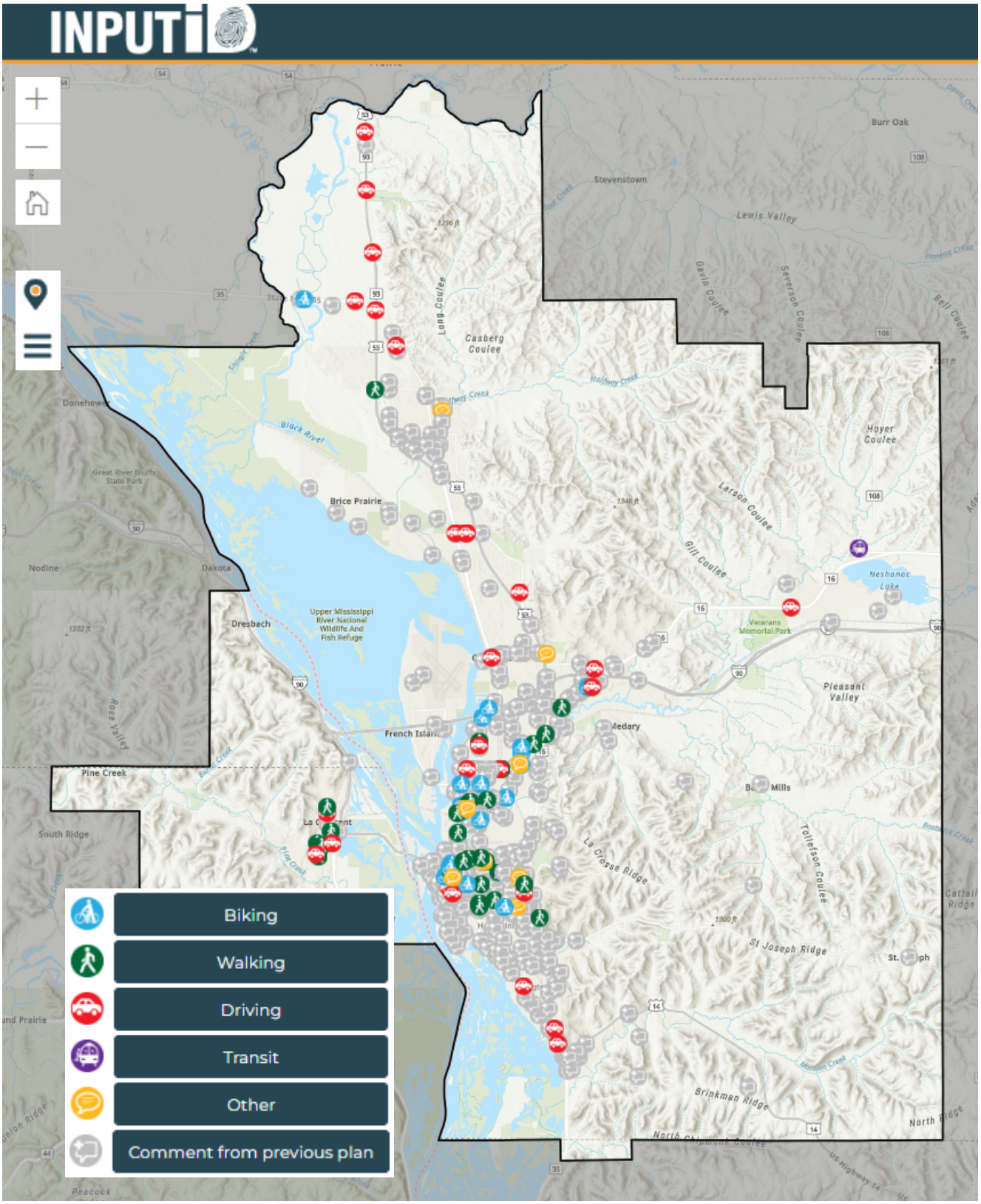
"...this is a 30mph road, but people drive 50mph and there is a blind hill. It is incredibly dangerous. We need enforcement."

"...for wheelchair/handicapped citizens, many of the sidewalks are too narrow. They took away sidewalk space for trees planting enclosed in a cement heightened area... it is a trip hazard, a raised part of the cement making it dangerous for us."

"Bike lane needed in the Town of Holland on McHugh Road. No shoulders, 35-45 mph traffic and lots of kids trying to get into town and bike to school."

"...cyclists on county roads. As a driver, it is challenging to navigate the multiple turns and hills while ensuring the safety of cyclists sharing those roads.."

Figure 21. Interactive Map with Community Member Comments



ONLINE SURVEYS

Three online surveys provided valuable input for the La Crosse Regional Transportation Safety Plan:

- The Regional Transportation Safety Plan gathered 142 responses, primarily from older adults.
- The University of Wisconsin-La Crosse (UWL) Safety Survey collected 834 responses from participants.
- The Western Technical College (WTC) Safety Survey received input from 206 WTC participants.

Together these results highlight consistent themes while revealing differences across respondent groups.

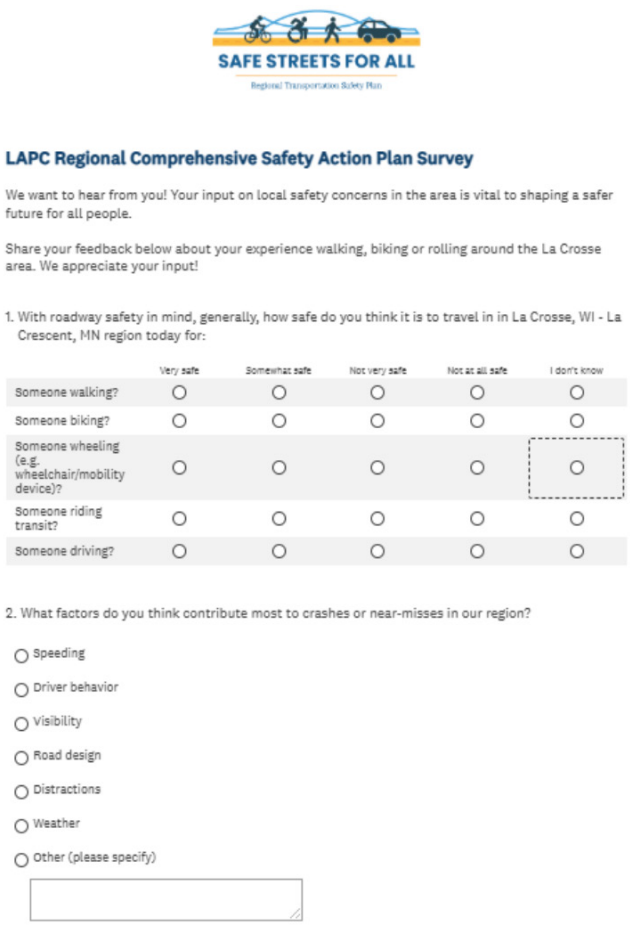
Regional Transportation Safety Plan Survey

A project-specific online survey was launched through the project website and promoted through various outreach channels between December 2025 to May 2026. The survey consisted of five questions designed to better understand residents' perceptions of transportation safety, identify key concerns, and gather feedback on potential safety improvements. Figure 22 shows the survey interface. The complete survey results are provided in ***Appendix B***.

Survey responses indicated that participants generally viewed driving and walking as somewhat safe, while bicycling and wheeling/mobility device travel were perceived as less safe. Driver behavior was identified as the leading contributor to crashes, followed by distracted driving and roadway design concerns. Many respondents reported avoiding certain roads, intersections, or travel times because of safety concerns.

When asked about potential safety strategies, respondents showed the strongest support for increased traffic law enforcement and street designs that prioritize safety over vehicle speed. Lower speed limits and media-based safety campaigns received comparatively less support. Open-ended responses frequently referenced speeding, aggressive driving, distracted driving, and gaps in bicycle infrastructure. Comments revealed mixed opinions regarding bike lanes, with some participants requesting additional protected facilities while others expressed concerns about their implementation. Frequently cited locations included Highway 16, Highway 53, 2nd Street, Cass Street, and the South Avenue roundabouts.

Figure 22. Regional Transportation Safety Plan Survey



UWL Safety Survey

The survey consisted of five questions, and was shared as part of a broader campus-wide safety survey to gather input from university students, faculty, and staff. Roughly 30 percent of respondents said they avoid certain roadways. Speeding and driver behavior topped the list of contributing factors to crashes or near-misses, followed closely by distractions. Safety perceptions followed a pattern similar to the Regional Transportation Safety Plan survey, with driving rated highest and wheeling lowest. Numerous specific locations were flagged, including West Avenue, Losey Boulevard, State Street, and downtown corridors. Additional comments pointed to poor winter maintenance, narrow streets with on-street parking, and limited lighting as ongoing challenges. A full summary is provided in ***Appendix B***.

WTC Safety Survey

The survey consisted of four questions and focused on student travel experiences and safety perceptions. Only 18 percent of student respondents reported avoiding roadways, suggesting a somewhat higher baseline comfort level with local travel. Driver behavior and distractions again ranked as the top crash contributors, with weather also frequently cited. Driving was perceived as the safest mode, while wheeling was viewed as the least safe. Transit scored highly on perceived safety. Roundabouts and specific corridors such as Highway 16, Highway 53, Cass Street, and West Avenue appeared repeatedly in open-ended responses. Students also noted concerns about pedestrian awareness and cell-phone use. A full summary is provided in ***Appendix B***.

Online Survey Takeaways

All three surveys underscore that driver behavior and distractions are dominant safety concerns in the region.

- Rolling or mobility device travel consistently receives the lowest safety ratings, while transit is viewed favorably where available.
- Enforcement of existing traffic laws and improved street design rank among the most supported strategies.
- Geographic hotspots such as West Avenue, Losey Boulevard, Highway 16, and downtown La Crosse appear across multiple respondent groups.

These findings complement the interactive online comment map by adding quantitative context and demographic breadth to the qualitative locations already identified.

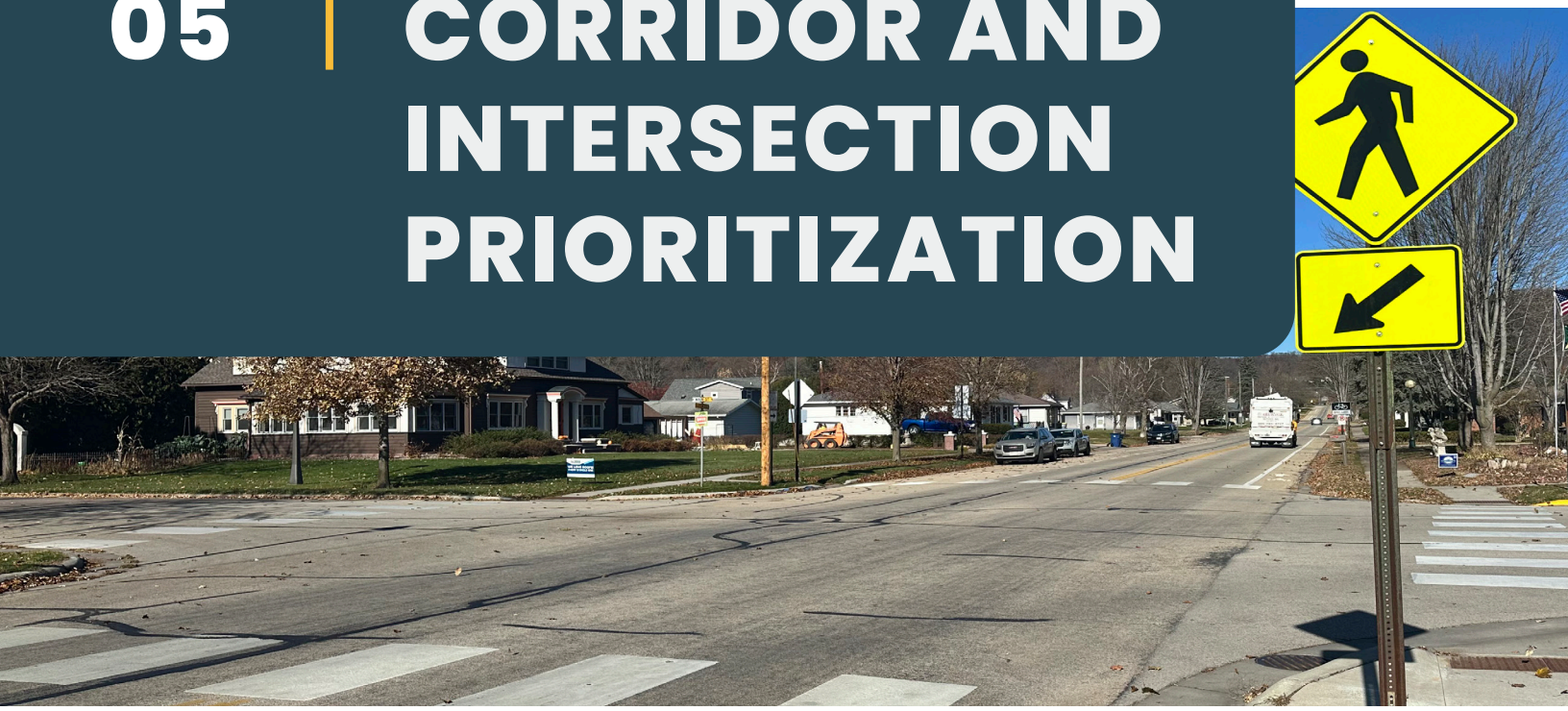
SPEEDING, DRIVER BEHAVIOR, AND DISTRACTIONS ARE CONSISTENTLY IDENTIFIED AS THE LEADING CONTRIBUTORS TO CRASHES, FOLLOWED BY ROADWAY DESIGN CONCERNS.



CHAPTER 5: CORRIDOR AND INTERSECTION PRIORITIZATION

> The prioritization framework allows the project team to compare locations consistently across the region and to identify a short list of high-priority corridors and intersections for further study, investment, and implementation.

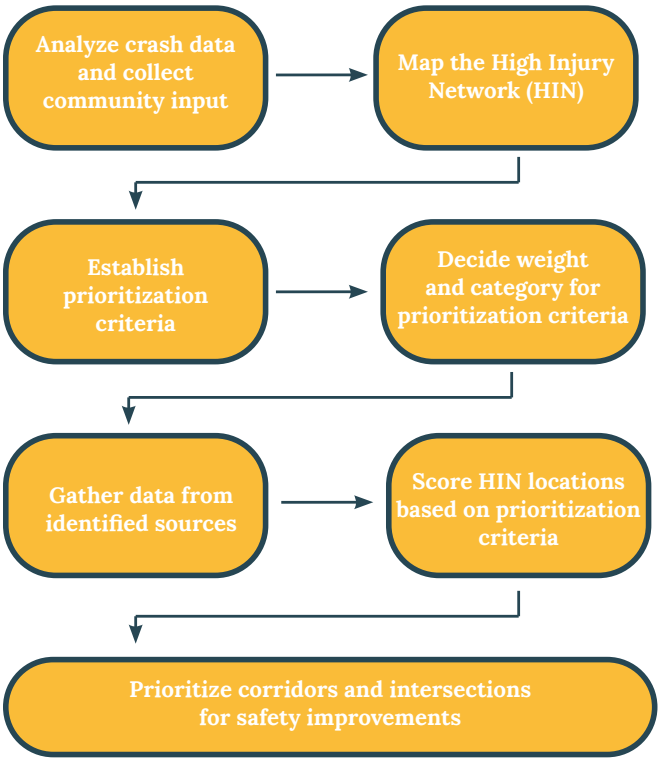
05 CORRIDOR AND INTERSECTION PRIORITIZATION



PRIORITIZATION PROCESS

Following development of the High Injury Network (HIN), the project team conducted a data-driven prioritization process to identify corridors and intersections on the HIN with the greatest relative safety needs. This process was designed to balance crash history with contextual, social, and community considerations, recognizing that severe crash risk is influenced by both historical outcomes and the surrounding built and social environment. The prioritization framework, see Figure 23, allowed the project team to compare locations consistently across the region and to identify a short list of high-priority corridors and intersections for further study, design, and implementation.

Figure 23. Prioritization Framework



Scoring Criteria

The HIN was evaluated using a weighted scoring system consisting of four categories and a total of 16 individual criteria. Each category (Figure 24) reflects a distinct dimension of safety need and contributes to a total possible score of 100 points. The four categories and their individual criteria are described below:

Figure 24. Prioritization Criteria Weight



CRASH HISTORY AND RISK (WEIGHT: 50%)

Crash history and risk is the most heavily weighted category, reflecting the primary goal of reducing fatal and serious injury crashes. This category includes six criteria (50 points total) that capture both crash severity and exposure-related factors:

- Number of fatal and serious injury crashes
- Number of pedestrian- and bicycle-involved crashes
- Total crash frequency
- Traffic volume
- Posted speed limit
- Number of travel lanes

Together, these criteria identify locations where severe crashes are most frequent and where roadway characteristics may increase crash risk.

DESTINATION CONNECTIVITY (WEIGHT: 20%)

The destination connectivity category evaluates how closely a corridor or intersection is connected to key community destinations and facilities. Five criteria (20 points total) were used to assess proximity to:

- Transit stops
- Activity generators such as schools, parks, and commercial areas
- Residential areas
- Existing bicycle facilities
- Existing pedestrian facilities

This category helps prioritize locations where safety improvements may benefit a larger number of users, particularly people walking, biking, or using transit.

COMMUNITY FEEDBACK (WEIGHT: 20%)

Community feedback reflects direct input from the public regarding perceived safety concerns. This category includes one criterion (20 points total) based on the number of community comments identifying a corridor or intersection as a safety concern through public engagement activities.

Elevating community feedback to a standalone category underscores the importance of lived experience and ensures that locations identified by residents receive meaningful consideration.

SOCIAL INDICATORS (WEIGHT: 10%)

The social indicators category incorporates four criteria (10 points total) related to population characteristics, including:

- Minority population
- Low-income population
- Populations with disabilities
- Households without access to a vehicle

These criteria help identify locations where safety investments may address broader access equity challenges.

Task Force Review and Refinement

The Task Force group played a key role in refining the prioritization framework. Members were provided with a draft version of the scoring criteria and preliminary prioritization results and were surveyed to gather feedback. The survey included six questions addressing category weights, initial scoring outcomes, and potential additions or removals of criteria. Based on Task Force input, small adjustments were made to the framework, including increasing the weight of community feedback from 10 percent to 20 percent and reducing the social indicators category from 20 percent to 10 percent following the removal of select indicators. These refinements improved alignment with project goals while maintaining a balanced and defensible scoring approach. Table 5 details the breakdown of the scoring methodology.

Prioritization Results

The final prioritization results identify a ranked list of Top 30 corridors and intersections within the High Injury Network based on total composite scores. Results are presented in Table 6 and 7, which summarizes scores by category and overall ranking for each evaluated location. See Figure 25 for the prioritized High Injury Network map. ***Appendix C*** provides more detailed maps of the prioritization results in the region.

Table 5. Prioritized High Injury Network Scoring Methodology

Category Score Weight %	Category	Criteria	Description	Scoring Method	Max Possible Score
50	**Crash History and Risk**	Fatal/serious crashes	Number of fatal and serious injury crashes attributed to a segment or intersections	0 points: 0 crashes 8 points: 1-2 crashes 16 point: >=3 crashes	16
		Pedestrian and bicycle crashes	Number of crashes involving pedestrians or bicyclists	0 points: 0 crashes 7 points: <3 crashes 14 point: >=3 crashes	14
		Total crashes	Number of total crashes attributed to a segment or intersection	0 points: <5 Crashes 4 Points: 5 - 20 Crashes 8 Points >20 Crashes	8
		Traffic volume	Traffic Volume	0 points: <7,500 vehicles 2 points: 7,500-15,000 4 point: >15,000 vehicles	4
		Speed limit	The corridor speed limit in the project area is greater than 35 miles per hour.	True: 4 points False: 0 points	4
		Travel lane number	Number of travel lanes (>2) on one or more approaches	True: 4 points False: 0 points	4
20	**Destination Connectivity**	Bus stop proximity	Within 500 ft of existing MTU or SMRT Transit Stops	True: 4 points False: 0 points	4
		Activity generators	Within 500 ft of a commercial area, public school, park, library, community center, or grocery store	True: 4 points False: 0 points	5
		Residential area	Within 500 ft of residential areas (land zoned as residential or mixed use)	True: 4 points False: 0 points	5
		Existing bicycle facilities	The project area has existing bicycle facilities.	True: 4 points False: 0 points	3
		Existing pedestrian facilities	The project area has existing pedestrian facilities.	True: 4 points False: 0 points	3
20	**Community Feedback**	Number of responses on comment map	Identified as a safety threat or an area in need of improvement through the public engagement process (e.g. Number of community comments within 250 feet, is in a “hot spot area," etc.) and/or has been previously noted by the public as an issue.	Range: 0 points: 0 comments 10 points: 1 comment 20 points: >=2 comments	20
10	**Social Indicators**	Minority population	Census Block Groups with a high population of minority persons relative to the planning area.	True: 2.5 points False: 0 points	2.5
		Low income population	Census Block Groups with a high population of Low Income persons relative to the planning area.	True: 2.5 points False: 0 points	2.5
		Serve people with disability	Located within an area where population reporting having a disability is greater than the planning area average	True: 2.5 points False: 0 points	2.5
		Serves populations without motor vehicle access	Located within an area where population reporting not having motor vehicle access is greater than the planning area average	True: 2.5 points False: 0 points	2.5
				TOTAL POINTS	**100**

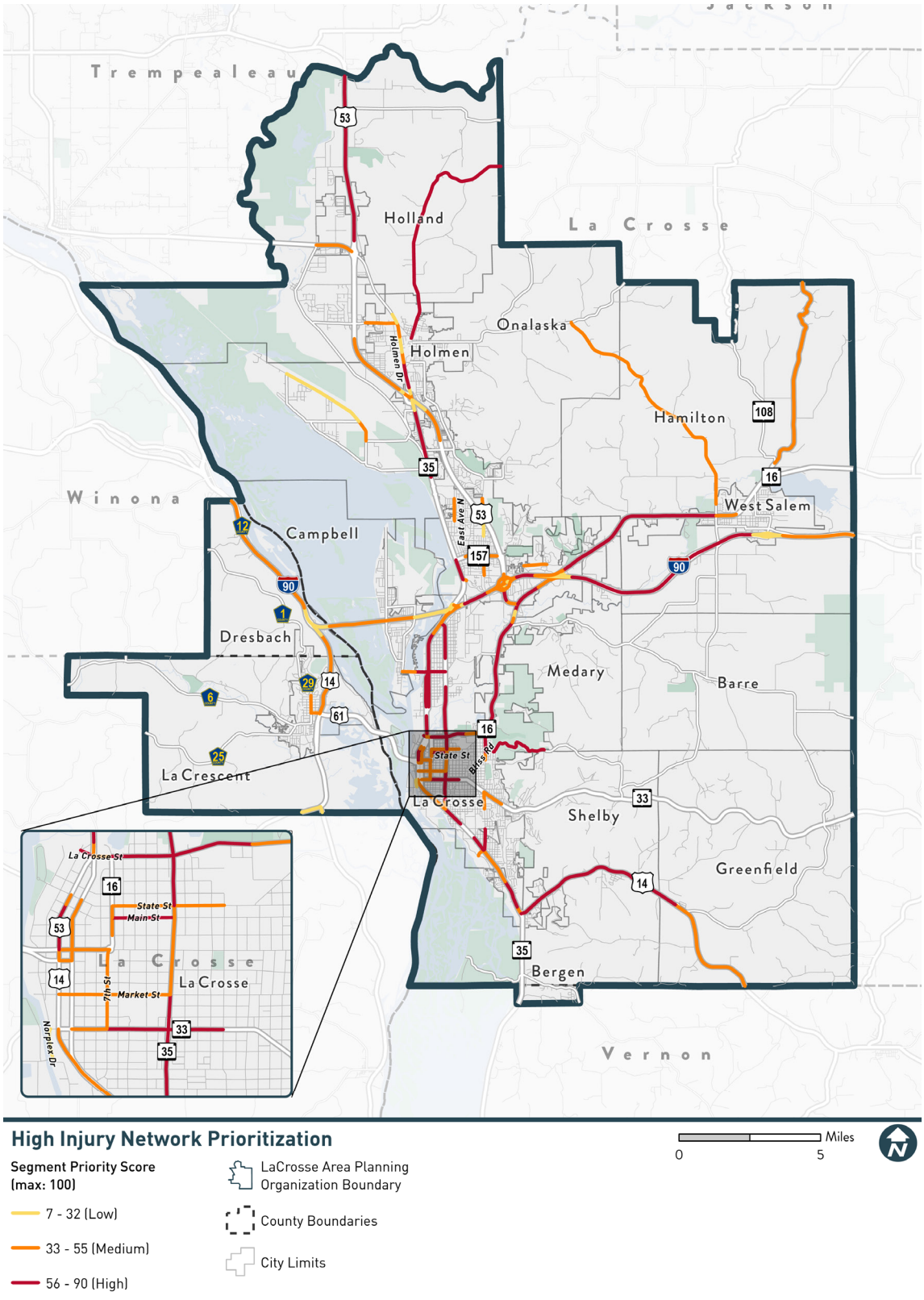
Table 6. Top 30 Highest-Scoring Road Segments on the High Injury Network

Ranking	Roadway	Extents	Priority Score
1	Hwy 35	Palace St to Gillette St	90
2	Hwy 16	Losey Blvd/Edgewood PL to B/Gillette St	79
3	Hwy 14	33Rd St to Marion Rd N	78
4	Hwy 16	La Crosse St/7th St to Hwy 35	75
5	Hwy 53	Monitor St to Clinton St	75
6	Hwy 16	B/Gillette St to B/Conoco Rd	74
7	Hwy 16	Emerald Dr S/Emerald Dr E to M	73
8	Hwy 53	Clinton St to Monitor St	72
9	Hwy 14	M to Hwy 35	71
10	V	Main St to Amundson Coulee Rd	70.5
11	Hwy 53	Causeway Blvd to 2nd St	70
12	Hwy 35	Monitor St to Hwy 16	70
13	Clinton St	Hwy 53 to Hwy 35/Ranger Dr	69
14	Hwy 53	Ramp to T	68
15	Hwy 14	16th St /Thompson St to Hwy 35/West Ave S/Weston St	67
16	Hwy 53	Palace St to Gillette St	66.5
17	Hwy 53	Gillette St to Clinton St	66
18	Hwy 16	Hwy 157 to Braund St	66
19	Hwy 16	Hwy 35 to East Ave N	65.5
20	Hwy 90	12th Ave S to Hwy 53	65.5
21	Losey Blvd	Ward Ave to Hwy 14	65
22	Hwy 90	Ramp IH 90 TO STH 16 (1)/Ramp STH 16 TO IH 90 (2) to Ramp STH 157 TO IH 90 (1)/Ramp IH 90 TO US 53	65
23	Hwy 90	Ramp CTH C TO IH 90 (2) to Ramp STH 16 TO IH 90 (1)/Ramp IH 90 TO STH 16 (2)	65
24	Hwy 33	Hwy 35 to 7th St	63
25	Bliss Rd	F/Briarwood Ave to Main St/28th St	62
26	Hwy 35	Saint Cloud St to Monitor St	62
27	Hwy 16	X to Hwy 157	62
28	Hwy 35	Oak Forest Dr to Hwy 157	61.5
29	Hwy 35	Z/Hilltop Dr to OT	61
30	Hwy 33	16TH ST to Hwy 35	60

Table 7. Top 30 Highest-Scoring Intersections on the High Injury Network

Ranking	Intersection	Priority Score
1	Hwy 53 & Pearl St	87
2	Hwy 14 & Losey Blvd	86
3	Hwy 33 & Hwy 35	84
4	Hwy 14 & 7th St	82
5	Hwy 16 & 7th St & Cass St	82
6	Hwy 35 & Market St	81
7	Hwy 14 & Hwy 16 & Hwy 53	81
8	Hwy 14 & Hwy 53	81
9	Hwy 53 & Clinton St	81
10	Hwy 16 & County Road OS & Kinney Coulee Rd N	81
11	Hwy 35 & OT	80
12	Hwy 53 & King St	79
13	Hwy 53 (4th Street) & Jay St	79
14	Hwy 53 (3rd Street) & Jay St	79
15	Hwy 16 & Main St	79
16	Hwy 53 & Main St	79
17	Hwy 53 & State St	79
18	Hwy Hwy 14 & Hwy 33	78.5
19	Hwy 35 & Cass St	78.5
20	Hwy 35 & King St	78.5
21	Hwy 35 & Main St	78.5
22	Hwy 35 & State St	78.5
23	Hwy 16 & Hwy 35	78.5
24	Hwy 14 & 33rd St	78
25	Hwy 14 & 21st Pl & Victory St	78
26	Hwy 16 & King St	77
27	Hwy 16 & State St	77
28	Hwy 5 & Clinton St & Ranger Dr	77
29	Caledonia St & Clinton St	77
30	Hwy 35 & Pine St	76

Figure 25. Prioritized High Injury Network





CHAPTER 6: SAFETY DESIGN TREATMENTS

> Design treatments that support the concept of 'self-enforcing roads'—roadways that are intentionally designed to encourage safe speeds, improve driver awareness, reduce conflict points, and create a more forgiving environment when mistakes occur.

06 | SAFETY DESIGN TREATMENTS



Overview

This chapter provides a list of safety design treatments that can be considered to address a range of roadway safety issues in the La Crosse area. The table on the pages below outlines an evidence-based set of infrastructure and operational strategies that have been demonstrated to reduce crashes and improve safety for all modes of travel. Many of these design treatments support the Safe System Approach by promoting the concept of 'self-enforcing roads'—roadways that are intentionally designed to encourage safe speeds, improve driver awareness, reduce conflict points, and create a more forgiving environment when mistakes occur. Rather than relying on enforcement or education, self-enforcing roads use physical design elements and operational strategies to make safe behavior the natural and intuitive choice.

Table 8 provides a broad toolbox of safety-focused treatments that are applicable across a variety of roadways, including rural and urban contexts. The treatments are also categorized by safety focus areas to clarify the general context or intent of each. Safety focus areas include:

- Intersections
- Roadway segments
- Speed management
- Pedestrian and bicycle safety
- Roadway departure

Collectively, these treatments represent a range of strategies that local agencies can consider when designing roadway improvements, developing capital improvement programs, and advancing projects through local, state, and federal funding opportunities.

While Table 8 provides a high-level overview of each treatment, additional information is available in ***Appendix E,*** which contains a one-page summary for each safety design treatment in the toolbox.

These summaries are intended to serve as a practical resource for local agencies and transportation practitioners by providing information on each treatment's purpose, key design considerations, expected safety benefits, and candidate locations. Together, Table 8 and the accompanying safety treatment summaries provide choices for selecting context-sensitive solutions that support the region's goal of creating safer, more self-enforcing roadways and eliminating fatal and serious injury crashes.

Table 8. Safety Design Treatments Matrix

Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Accessible Pedestrian Signals (APS)	Audibly communicates information about "walk/ don't walk" intervals for blind or low vision pedestrians.	Urban	☑			☑			
Bicycle Boxes	Designated area painted ahead of the vehicle stop line at a signalized intersection that allows bicyclists to position themselves in front of queued traffic during the red phase, improving visibility and facilitating safer turns and crossings	Urban	☑			☑			
Bicycle Signals	Dedicated bicycle signal heads/phases to reduce conflicts and assign right-of-way for cyclists.	Urban	☑			☑			
Bike Lanes	Unidirectional bike lanes adjacent to traffic to provide dedicated space for cyclists.	Urban / Rural		☑		☑		☑	30% total crash reduction on 2 lane undivided roads 49% total crash reduction on 4 lane undivided roads Emerging research suggests traffic calming benefits

Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Chicanes	Horizontal displacement within the roadway to reduce vehicle speeds.	Urban		☑	☑	☑			Vehicle speed reduction of 8 to 12 mph
Corridor Access Management	Reduce conflict points by restricting midblock left turns and consolidating driveways.	Urban / Rural	☑	☑	☑	☑		☑	Around 2.5% crash reduction per removed access point
Curb Extensions	Extend curb into parking lane to shorten pedestrian crossing distance and improve sightlines. Curb extensions also can provide a traffic calming benefit.	Urban	☑		☑	☑			1.5 mph to 4 mph vehicle speed reducion
Cycle Track/ Separated Bike Lane	Physically separated bikeways (e.g., parking-protected or curb-separated).	Urban		☑		☑			53% reduction in bike crashes compared to standard bike lanes Emerging research suggests traffic calming benefits
Driveway Improvements	Tighten radii, maintain sidewalk level, continuous materials, and clear sightlines to reduce conflicts.	Urban	☑			☑			
Dynamic Speed Signs	Digital signs that show drivers what speed they are driving and if they are speeding. Can be temporary or permanent devices.	Urban / Rural		☑	☑	☑			Most effective at reducing speeds in school zones or speed transition areas. 5% total crash reduction at rural curves.

Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Grade Separated Crossings	Crossing of two roadways by a physical separation so that neither roadway interferes with the other interchange. It reduces pedestrian and cyclist interactions with motor vehicle traffic.	Urban / Rural				☑			
High Visibility Crosswalk Enhancements	Marked crosswalk patterns (continental/ladder) to increase visibility of pedestrian crossings.	Urban	☑	☑		☑		☑	40% reduction in pedestrian injury crashes
In-Road Pedestrian Crossing Signs	Vertical signs installed within the roadway at marked crosswalks to remind drivers to yield to pedestrians, increase awareness of crossing activity, and slow vehicles	Urban	☑		☑	☑			
Intersection Daylighting	Removing on-street parking and other visual obstructions near intersections to improve sight lines	Urban	☑			☑			47% reduction in injury crashes 11% reduction in total crashes
J-Turn (Reduced Conflict Intersection)	Modify how left-turns occur at intersections. A variety of reduced conflict intersection designs exist to accommodate a variety of situations.	Urban / Rural	☑					☑	54% reduction in fatal/serious injury crashes
Lane Diets	Narrow travel lanes to lower speeds and reallocate space to bike lanes, buffers, or wider sidewalks.	Urban / Rural		☑	☑	☑			Narrow 12 ft to 11 ft: Around 1.5 mph speed reduction Narrow 12 ft to 10 ft: Around 5 mph speed reduction

Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Leading Pedestrian Interval (LPI)	Signal timing gives pedestrians a 3–7 second head start before parallel vehicle green.	Urban	☑			☑		☑	13% reduction in pedestrian crashes
Left Turn Phasing (Permissive/ Protected)	Provide dedicated phases for left turn movements at traffic signals.	Urban / Rural	☑						
Lighting	Install/upgrade roadway and crosswalk lighting to improve nighttime visibility.	Urban / Rural	☑	☑		☑		☑	33% to 38% reduction in total nighttime crashes 28% reduction in nighttime injury crashes 42% reduction in night time pedestrian crashes
Median Barriers	Barriers that run parallel to the roadway that separate traffic on divided highways. Barriers help to reduce cross-median crashes.	Urban / Rural		☑			☑	☑	43% reduction in fatal crashes on rural divided highways 30% reduction in injury crashes on rural divided highways
Median Refuge and Crossing Islands	Provide a protected space in the median for two-stage crossings. Especially beneficial on multi-lane roads.	Urban		☑	☑	☑		☑	46% to 56% reduction in pedestrian crashes
No Right Turn on Red (RTOR) Signage	Dynamic or static signs that show when RTOR movements are prohibited. RTOR prohibitions are often intended to reduce conflicts between pedestrians and vehicles making RTOR movements.	Urban	☑			☑			MnDOT research found driver compliance was around 90%

Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Pedestrian Countdown Signal Heads	Pedestrian signal heads that display the amount of time a pedestrian has left to cross the roadway.	Urban	☑			☑			9% reduction in total crashes
Pedestrian Hybrid Beacon (PHB)	Pedestrian-activated beacon with red indication sequence to assign right-of-way for safe crossing.	Urban / Rural	☑			☑		☑	55% reduction in pedestrian crashes 29% reduction in total crashes
Raised Crosswalk	Crosswalk elevated to the sidewalk level to calm traffic at crossings.	Urban	☑		☑	☑			45% reduction in pedestrian crashes
Rectangular Rapid Flashing Beacon (RRFB)	Pedestrian-activated flashing beacons to improve yielding at uncontrolled crossings.	Urban / Rural	☑			☑		☑	47% reduction in pedestrian crashes Vehicle yielding rates often exceed 90%
Retroreflective Backplates	Backplates with retroreflective borders improve the visibility of traffic signals by creating a controlled-contrast background.	Urban / Rural	☑					☑	15% reduction in total crashes
Revise/Remove Channelized Right Turns	Remove channelized right turns or convert to low-angle design to reduce turning speeds and improve sight lines	Urban / Rural	☑		☑	☑			44% reduction in total crashes

Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Road Diet	Reconfigure four-lane undivided roadway to two through lanes + center turn lane; frees space for bike lanes/refuges.	Urban	☑	☑	☑	☑		☑	47% reduction in total crashes
Roadside Barriers	Barriers that run parallel to the roadway on the outside edge that redirect run-off vehicles away from slopes or roadside objects.	Urban / Rural		☑			☑		51% reduction in run-off-road crashes
Roundabout	Convert stop-controlled intersection to roundabout to reduce speed and conflict points.	Urban / Rural	☑		☑	☑		☑	82% reduction in fatal/serious injury crashes
Shared Use Paths / Trails	Off-street, two-way paths for bicyclists and pedestrians.	Urban / Rural		☑		☑			25% reduction in bicycle crashes
Sidewalks	ADA-compliant sidewalks or walkways to separate pedestrians from motor traffic and provide connected routes.	Urban		☑		☑		☑	40% reduction in pedestrian crashes
Signal Retiming / Traffic Signal Coordination	Implement timed and coordinated traffic signals with adequate clearance intervals to improve traffic flow, reduce red-light running, and manage speeds.	Urban	☑		☑			☑	8% to 14% reduction in total crashes 12% reduction in injury crashes

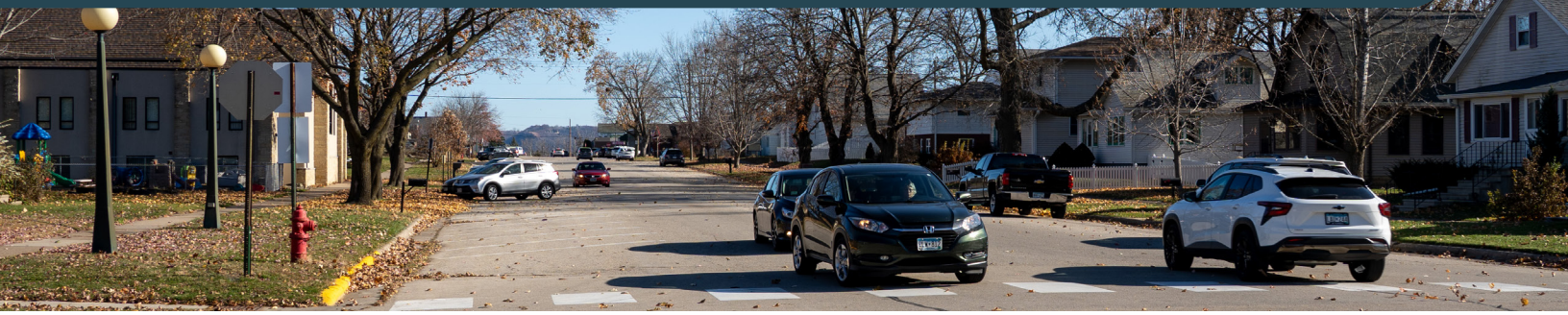
Safety Strategy	Description	Context	Focus Areas					Proven Safety Strategy	Research-Supported Safety Data
			Intersections	Roadway Segments	Speed Management	Pedestrian and Bicycle Safety	Roadway Departure		
Speed Tables	Vertical deflection devices to slow vehicles on local/ collector streets.	Urban		☑	☑	☑			Vehicle speed reduction of 4 mph to 11 mph (speed reduction most significant near the speed table)
Turn Lanes	Separated turn lanes provide dedicated space for slowing or stopped traffic while keep throughlanes clear.	Urban / Rural	☑					☑	28% to 48% reduction in total crashes (important to avoid negative left turn lane offset) Right turn lanes: 14% to 26% reduction in total crashes (important to consider impacts to ped crossing distance)



CHAPTER 7: CONCEPTUAL DESIGNS AND DEMONSTRATION PROJECT OPPORTUNITIES

The following pages summarize existing safety issues at three locations around the region and provide an overview of conceptual design options at each location.

07 CONCEPTUAL DESIGNS AND DEMONSTRATION PROJECT OPPORTUNITIES



Overview

Three locations in the La Crosse region were selected for further study as part of the Regional Transportation Safety Plan. Figure 27 details the three locations that were moved forward for high level analysis and design:

- Intersection of Highway 16 & N. Kinney Coulee Rd. / E Main Street in Onalaska
- Clinton Street, from Rose Street to George Street in La Crosse
- Losey Boulevard, from La Crosse Street to Cass Street in La Crosse

The selection process combined safety data, Task Force input, roadway context, and coordination with local agencies to identify locations where planning-level concepts could provide the greatest impact for near- and long-term safety improvements (Figure 26).

The following pages summarize the existing safety issues at each location and provide an overview of the conceptual design options. The conceptual designs presented are intended solely as preliminary options for discussion and do not represent final design recommendations. Further study is required to confirm the feasibility of these concepts, including traffic operations, environmental review, community and stakeholder engagement, and constructibility before any design alternative can advance.

While a range of alternatives were considered during the planning process, the concepts included in this plan were identified as the most feasible based on the limited level of analysis completed at this planning stage. At the time of this plan development (Fall 2026), there are no construction funds identified for improvements at these three locations.

Figure 26. Project Location Selection Flowchart

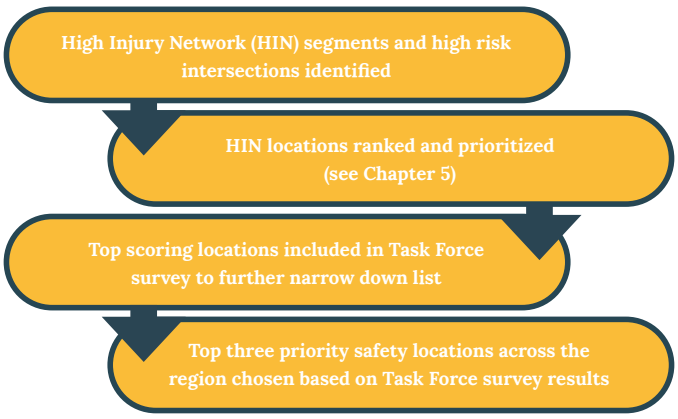
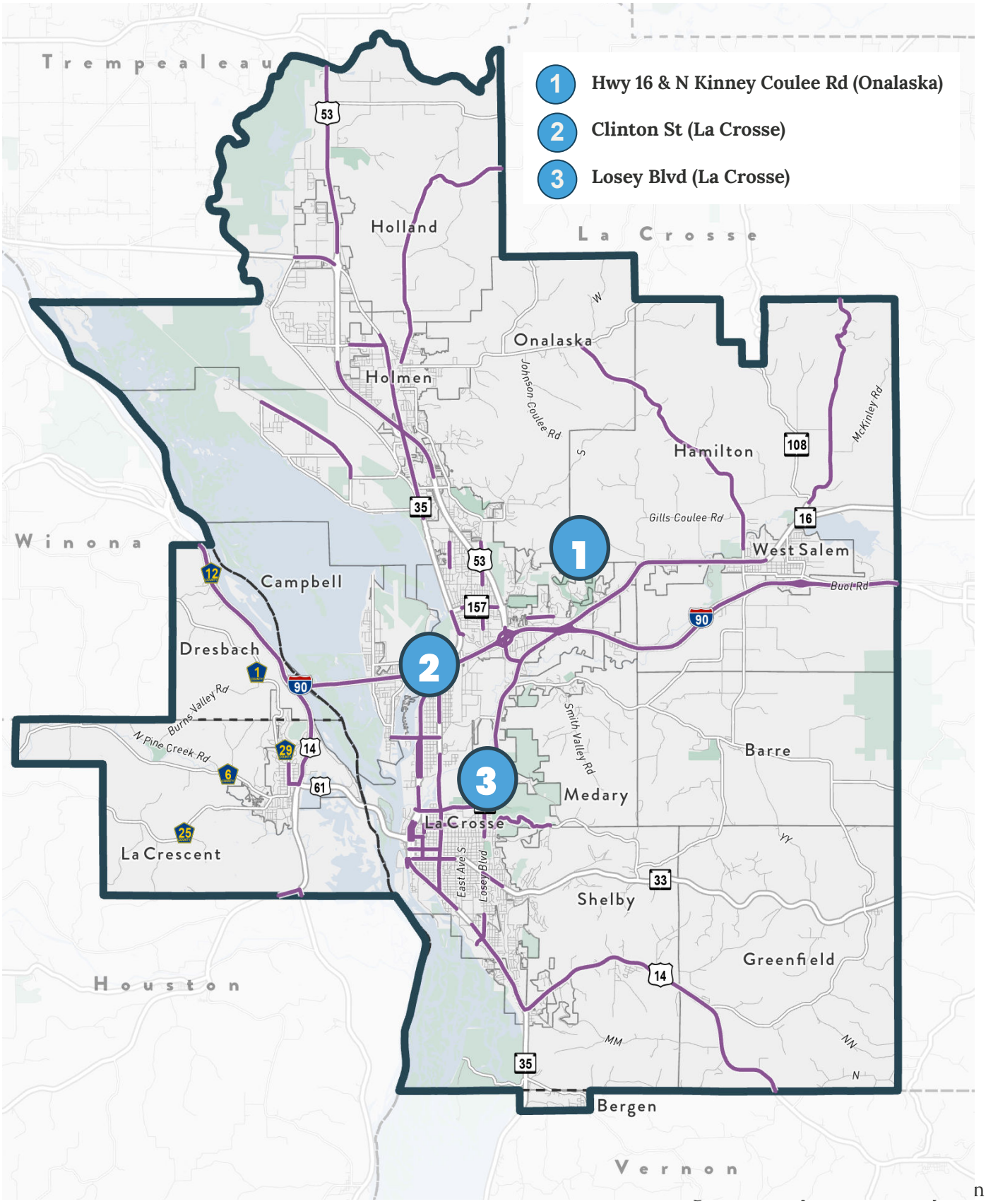


Figure 27. Locations Selected for Conceptual Design



HIGHWAY 16: N KINNEY COULEE RD/ E MAIN STREET

Highway 16 at N Kinney Coulee Road / E Main Street (Onalaska, WI) is a major regional intersection located just east of I-90. Highway 16, a Principal Arterial, carries approximately 32,000 vehicles per day and operates as a four-lane divided roadway with left-turn lanes on each intersection leg. The intersection is located within a major commercial area, providing access to regional retail and service destinations including Woodman's Food Market, ALDI, Walmart Supercenter, Home Depot, and the La Crosse DMV

Safety and Design Considerations

- The intersection experienced 188 crashes between 2015 and 2024, including 99 rear-end crashes and 54 angle crashes.
- Three fatal or serious injury crashes occurred at the intersection during the 2015–2024 period.
- The existing configuration creates exposure to severe right-angle crashes and contributes to rear-end crash patterns where queues and speed changes occur.

Figure 28. Highway 16 & N Kinney Coulee Rd/E Main St Existing Conditions



" Cars pile up in the rightmost, left-hand turn lane. Other cars cannot into the leftmost left-hand turn lane. When the green left turn arrow is active, all the traffic does not clear, because they are all in one lane."

Figure 29. Highway 16 & N Kinney Coulee Rd/E Main St Location



Conceptual Design Option

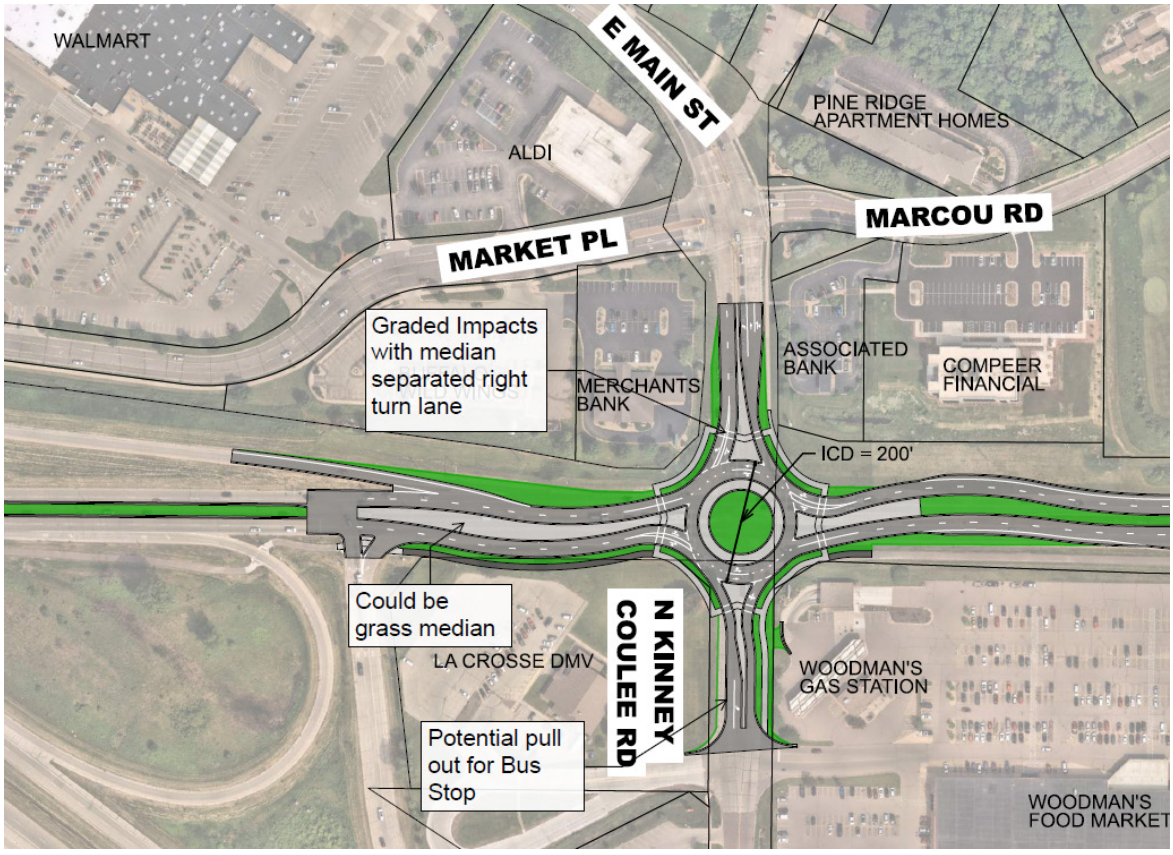
The conceptual design converts the existing intersection to a 2x1 roundabout. The roundabout concept is intended to reduce severe conflict points, prevent right-angle crashes, and create a lower-speed intersection environment while continuing to accommodate the large vehicles that use the corridor. The proposed design includes:

- Large, mountable center island designed to be maneuverable for large trucks.
- Highway 16 approaches have slight curvature to gradually slow vehicles and help reduce rear-end crash potential.
- Interstate ramp access shifted approximately 200 feet back from the roundabout.
- Space preserved for a bus pull-out at the N . Kinney Coulee Rd. bus stop.
- All N. Kinney Coulee Rd. traffic consolidated into one lane, eliminating uneven stacking conditions noted in the existing intersection.
- Driveway closure at Woodman's Gas Station off N. Kinney Coulee Rd. to simplify access and reduce conflict points.

Preliminary Cost Estimate

The preliminary cost estimate for the roundabout project is **$5,320,000** (2027 dollars). A detailed preliminary cost estimate is provided in ***Appendix G***.

Figure 30. Highway 16/N Kinney Coulee Rd: Conceptual Intersection Design



The full conceptual design layout is provided in ***Appendix G***.

CLINTON STREET: ROSE STREET TO GEORGE STREET

Clinton Street from Rose Street to George Street is a major collector with 4,500 vehicles per day. The land use along this segment is primarily commercial on the west end and primarily residential on the east end. Logan Middle School is located one block north of Clinton Street, and Logan High School is located just to the east of the segment.

Figure 31. Clinton St: Rose St to George St Existing Conditions



Safety and Design Considerations

- The constrained right-of-way (~60 feet) requires balancing turn lanes, sidewalks, parking, bicycle facilities, and intersection safety needs.
- Parking is permitted on both sides of the street, with higher demand near businesses on the west end and underutilized parking along much of the corridor.
- Existing bicycle accommodations vary between on-street bike lanes and shared lanes, affecting continuity and user comfort.
- The corridor connects to on-street bike lanes to the west and east
- The City of La Crosse's Bicycle and Pedestrian Master Plan identifies future separated bike lanes on the corridor

"Need school crosswalks, dangerous intersection for pedestrians, especially during middle school start/end times."

Figure 32. Clinton St: Rose St to George St Location



Conceptual Design Option

The Clinton Street concept uses a segment-by-segment approach to respond to available right-of-way, parking demand, intersection needs, and planned bicycle network recommendations. The concept prioritizes safer and more continuous multimodal travel while recognizing that the corridor cannot accommodate every desired element in each segment. The overall concept moves bicyclists off the street into dedicated or shared-use facilities and improves safety and visibility at intersection corners. Further, the concept improves pedestrian crossing safety over Clinton St, including a raised intersection at Avon St.

- **Rose Street to Caledonia Street**: maintain left-turn lanes and provide shared use paths on both sides of the roadway because the corridor is too narrow to accommodate separated bike lanes, turn lanes, and sidewalks in this segment.
- **Caledonia Street to Avon Street**: maintain on-street parking on the north side, add separated bike lanes on both sides, use narrow buffers, and include a raised crossing at Avon Street to support the future greenway connection and middle school walking routes.
- **Avon Street to George Street**: remove parking on both sides to provide separated bike lanes with wider buffer space and opportunities for street trees on both sides of the corridor.

Preliminary Cost Estimate

The preliminary cost estimate for the Clinton Street corridor project is **$2,650,000** (2027 dollars). A detailed preliminary cost estimate is provided in ***Appendix G***.

Figure 33. Clinton St Proposed: Rose to Caledonia

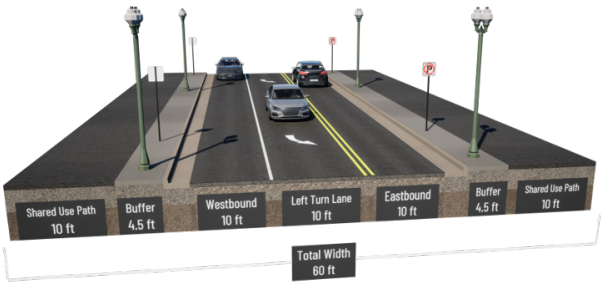


Figure 34. Clinton St Proposed: Caledonia to Avon

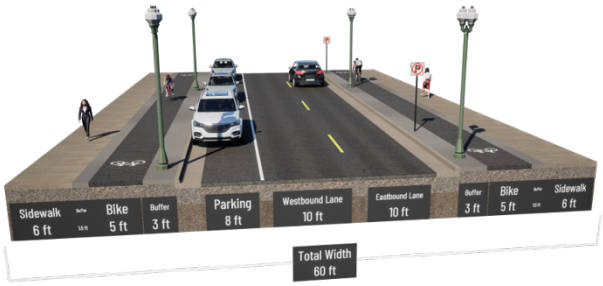


Figure 35. Clinton St Proposed: Avon to George



The full conceptual design layout is provided in ***Appendix G***.

LOSEY BOULEVARD: LA CROSSE STREET TO CASS STREET

Losey Boulevard from La Crosse St to Cass St is a principal arterial with 26,000 vehicles daily. Running north-south, Losey Blvd is a major thoroughfare in eastern La Crosse, connecting Highway 14 in the south to Highway 16 in the north. Although it has a posted speed limit of 25 mph, speeding is frequently observed and has been a common theme of community feedback received from multiple studies the City of La Crosse and LAPC have completed.

Figure 36. Losey Blvd (Looking North near Hackberry Ln) Existing Conditions

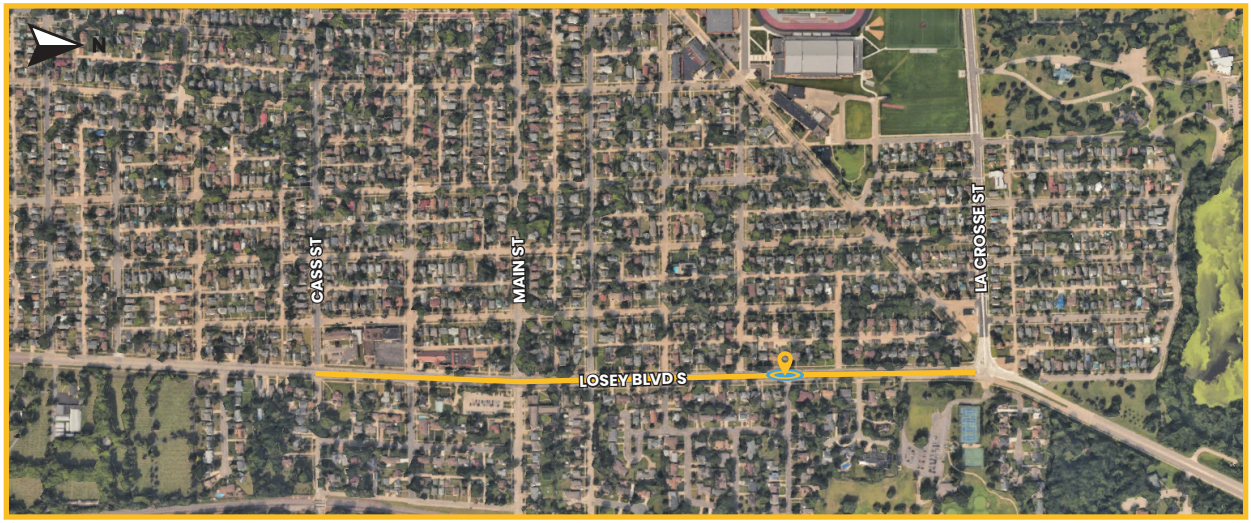


Safety and Design Considerations

- The corridor has a right-of-way of around 104 feet and carries around 25,000 to 26,000 vehicles per day.
- Many driveways create a need to maintain the center turn lane and the corridor currently has no parking.
- High traffic volumes make a 3-lane road diet infeasible. A 4-lane divided cross section is not recommended due to the high number of residential driveways along the corridor and frequent left turns to access driveways.
- Community feedback identified speeding concerns on the corridor, despite having posted 25 mph speed limit.
- Sidewalks are present on both sides of the street.
- The City of La Crosse's Bicycle and Pedestrian Master Plan identifies further evaluation for separated bike lanes on the corridor

"As a pedestrian, I've seen and been involved in several near-misses at this intersection. Cars turning left from Main onto Losey often fail to yield to pedestrians."

Figure 37. Losey Blvd: La Crosse St (Hwy 16) to Cass St Location



Conceptual Design Option

The Losey Boulevard concept maintains the five-lane roadway configuration while reallocating space within the wide public right-of-way to better manage speeds and improve bicyclist comfort. The concept narrows travel lanes, adds separated bicycle facilities, and uses targeted median crossing islands and side-street curb extension treatments to calm traffic and improve crossing safety at key locations.

- Maintain the five-lane design because traffic volumes make a road diet infeasible.
- Narrow travel lanes to 10 feet to support lower operating speeds within the existing roadway footprint.
- Add one-way separated bike lanes to close a major bicycle facility gap along the corridor.
- Install side-street curb extensions to reduce crossing distance and improve visibility at intersections.
- Add medians in selected locations, including King Street as right-in/right-out only; medians on both sides of Main Street; between Pine Street and Hackberry Lane; and between Losey Court and Crowley Place.

Preliminary Cost Estimate

The preliminary cost estimate for the proposed design at Losey Boulevard is **$6,500,000** (2027 dollars). A detailed preliminary cost estimate is provided in ***Appendix G***.

Figure 39. Losey Blvd Concept Cross Section

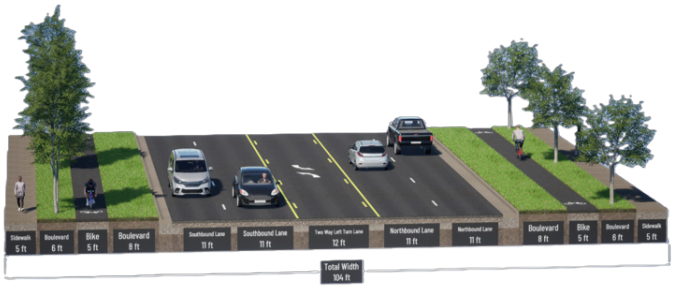
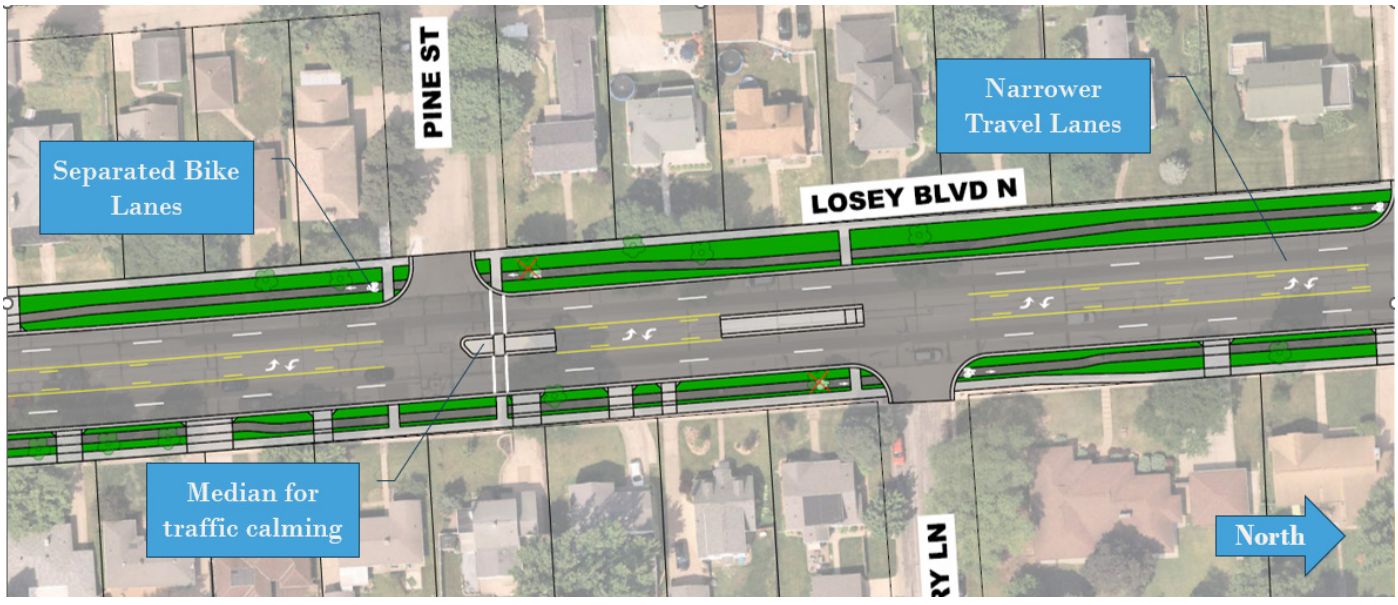


Figure 38. Losey Blvd Proposed Concept



The full conceptual design layout is provided in ***Appendix G***.

DEMONSTRATION PROJECT OPPORTUNITIES

As part of the La Crosse Area Planning Committee's commitment to improving roadway safety and reducing the risk of serious and fatal crashes, this plan identifies a series of potential demonstration projects that could be deployed to test safety treatments on a temporary basis. These projects align with the goals of the Safe Streets and Roads for All (SS4A) program.

Each project emphasizes low-cost, quick-build interventions that can be evaluated in real-world conditions before permanent, expensive infrastructure is considered. The primary objective is to enhance pedestrian and bicyclist safety, particularly near schools, parks, civic destinations, and key corridors, while gathering data, engaging the community, and refining future design decisions based on observed outcomes.

Key Elements for Success

TEMPORARY MATERIALS

Projects will use low-cost, flexible materials such as paint, plastic delineators, planters, and cones to simulate improvements like curb extensions, refuge islands, and shared-use paths.

STAKEHOLDER COORDINATION

Successful implementation will require coordination with MnDOT, WisDOT, La Crosse County, Houston County, Winona County, and other local partners to ensure alignment with broader transportation and safety goals.

COMMUNITY INVOLVEMENT

Public engagement is essential. Outreach efforts such as surveys, meetings, and informational materials will help ensure that community voices are reflected in both the design and evaluation of each project.

DATA COLLECTION & EVALUATION

Each project should be monitored to assess its impact on safety and mobility. Key metrics may include:

- Vehicle speeds
- Vehicle yielding rates (at crossings)
- Pedestrian behavior
- Crash data
- Usage observations
- Feedback from residents, community members, businesses, and other stakeholders.

Additional Guidance

For additional guidance on temporary safety projects including best practices on materials and design, see:

- MnDOT's Demonstration Project Implementation Guide (2019)
- Street Plan's Tactical Urbanist's Guide to Materials and Design (2016)

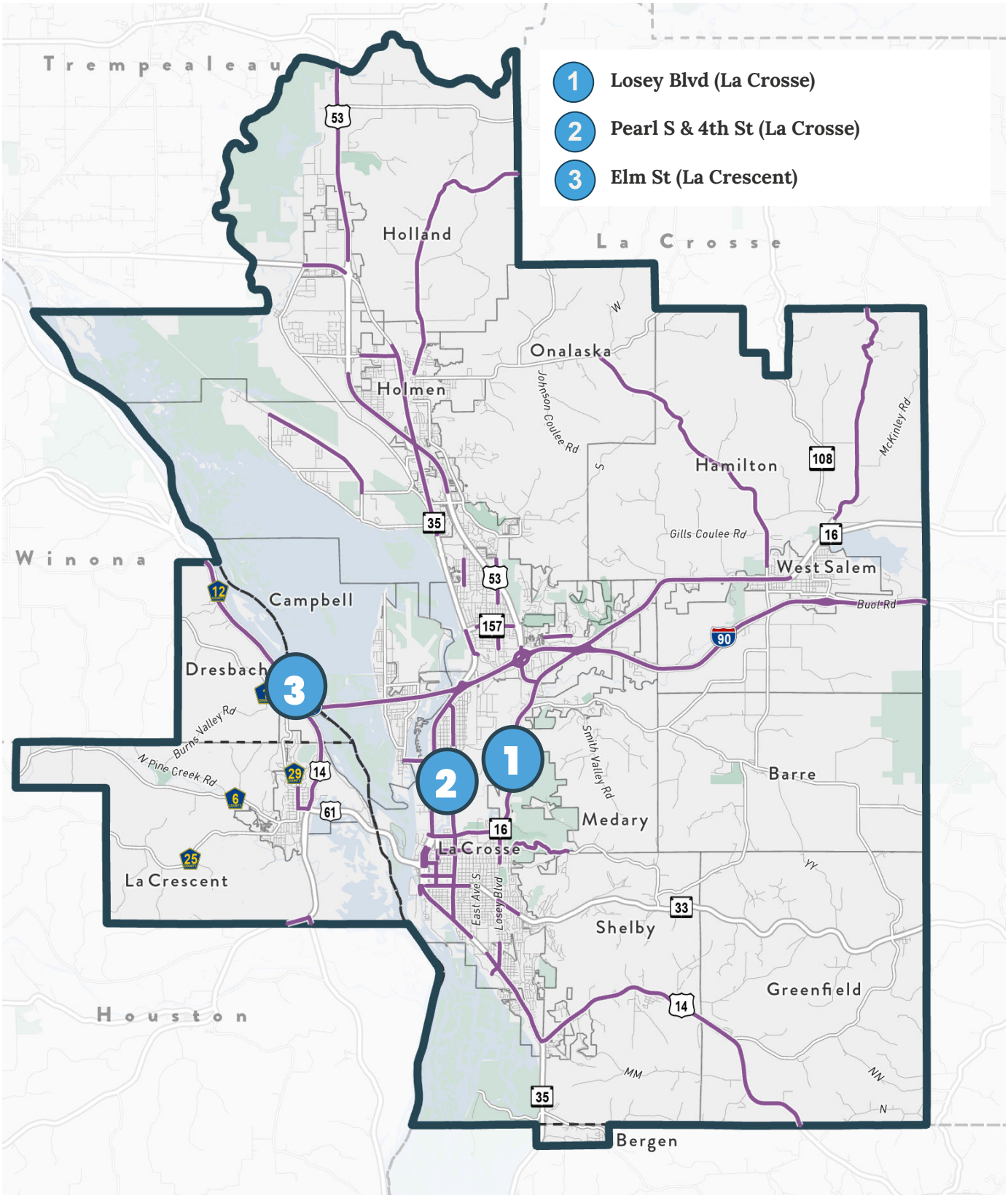
Potential Demonstration Project Locations

This chapter outlines three potential demonstration projects across the greater La Crosse area, including:

- **Project #1: Losey Blvd**
- **Project #2: Pearl St and 4th St**
- **Project #3: Elm St**

The following pages provide an overview of each potential project followed by a summary table that outlines location, treatment type, and key considerations. Figure 40 shows the locations of each potential demonstration project.

Figure 40. Potential Locations for Demonstration Projects



PROJECT #1: LOSEY BLVD (LA CROSSE)

LOCATION

Losey Boulevard at the intersections of King Street (right-in/right-out only) and Hackberry Lane.

PROPOSED TREATMENTS

- Temporary medians and crossing islands

RATIONALE

- High crash history along Losey Boulevard (part of high injury network)
- Many community members expressed concerns about speeding on Losey Blvd during planning process
- Students walking across Losey Blvd at King St to access Blessed Sacrament Elementary School
- Wide, five-lane road design combines long crossing distances with speeding concerns
- King Street median was also a recommendation in the City of La Crosse Bicycle and Pedestrian Master Plan Update (2024)

POTENTIAL CHALLENGES

- Reduced access on King Street (right turns only)
- Aesthetic concerns with flexible delineators
- Snow and ice removal if project is continued during winter months
- Flexible delineator maintenance / replacement if struck by vehicle

Figure 42. Potential Demonstration Project at King St and Losey Blvd



Figure 43. Potential Demonstration Project at Hackberry St and Losey Blvd



Figure 41. Potential Demonstration Project along Losey Blvd



PROJECT #2: PEARL ST AND 4TH ST (LA CROSSE)

LOCATION

Pearl Street and 4th Street at the NW and SW corners of the intersection.

PROPOSED TREATMENTS

- Temporary curb extensions

RATIONALE

- Popular pedestrian crossing in commercial area
- Increase pedestrian visibility and reduce crossing distance, with no reduction to on-street parking spots
- Unnecessarily wide pedestrian crossing with unused pavement space
- The intersection of two one-way streets provides an opportunity to have a much tighter curb radius at the northwest corner of the intersection because there are never any vehicles making that turning movement at that corner
- Opportunity to reduce the skew in the crosswalk on west side of 4th (crossing Pearl St)

POTENTIAL CHALLENGES

- Flexible delineator maintenance / replacement if struck by vehicle
- Aesthetic concerns with flexible delineators
- Snow and ice removal if project is continued during winter months

Figure 44. Potential Demonstration at Pearl St and 4th St



PROJECT #3: ELM ST (LA CRESCENT)

LOCATION

Up to eight intersections along Elm Street, which could include:

- N 4th St, N 3rd St, N 2nd St, N 1st St, Main St, S 1st St, S 2nd St, S 3rd St

PROPOSED TREATMENTS

- Temporary curb extensions on the NW and SW corners of intersections listed above.

RATIONALE

- High crash history along Elm Street (part of high injury network)
- Aligns with La Crescent Active Transportation Plan:
  - Elm Street identified as a high priority corridor;
  - Elm Street identified as the top road for walking, biking, or rolling improvements by community members
- Opportunity to reduce travel speeds along the corridor, increase pedestrian visibility, and shorten crossing distances for pedestrians

POTENTIAL CHALLENGES

- Turning radius impacts at intersections that have trucks or large vehicle movements
- Flexible delineator maintenance / replacement if struck by vehicle
- Resident aesthetic concerns over flexible delineators

Figure 45. Potential Demonstration Project at King St and Losey Blvd



La Crosse Regional Transportation Safety Plan



CHAPTER 8: PROGRAM, POLICY, PLAN, AND PROCESS RECOMMENDATIONS

> Safe System principles recognize that long-term safety outcomes are also influenced by policies, programs, organizational practices, public education, enforcement, funding, and inter-agency coordination.

08 PROGRAM, POLICY, PLAN, AND PROCESS RECOMMENDATIONS



Overview

The preceding chapters established the foundation for understanding transportation safety challenges across the La Crosse region. Through analysis of ten-years of crash data, development of the High Injury Network (HIN), extensive public and stakeholder engagement, and a data-driven prioritization process, the Plan identified both the locations and factors that contribute most significantly to fatal and serious injury crashes. Chapter 6 and Chapter 7 translated those findings into infrastructure-focused safety strategies and conceptual design options intended to address risks at priority corridors and intersections.

However, reducing traffic fatalities and serious injuries requires more than physical roadway improvements alone. Safe System principles recognize that long-term safety outcomes are also influenced by policies, programs, organizational practices, public education, enforcement, funding, and inter-agency coordination. This chapter builds on the analysis, engagement findings, and project recommendations developed throughout the Plan by identifying a series of complementary non-infrastructure actions that support a safer transportation system for all modes of travel. These recommendations focus on strengthening regional partnerships, integrating safety into decision-making processes, expanding education and awareness efforts, and creating the organizational framework necessary to sustain safety improvements over time.

The recommendations are intended to help local jurisdictions, transportation agencies, schools, law enforcement partners, community organizations, and regional stakeholders incorporate safety into everyday planning, investment, operations, and maintenance activities. Together with the infrastructure strategies presented in Chapter 6 and Chapter 7, these recommendations form a comprehensive, coordinated approach to advancing the region's goal of reducing, and ultimately eliminating, traffic fatalities and serious injuries.

Program Recommendations

- Develop a regional safety education campaign.
- Continue to hold Highway Safety Meetings to review fatal crashes in La Crosse County, and consider expanding to include remainder of LAPC region (La Crescent),
- Provide pedestrian education programs highlighting importance of visibility.
- Use demonstration projects to test safety ideas in a pilot capacity.
- Support a motorcycle awareness campaign.
- Expand the Safe Routes to School Program.
- Implement a targeted speed awareness and enforcement campaign.
- Support mobility programs for seniors and people with disabilities across the region.
- Encourage implementation of Place of Last Drink (POLD) Program.
- Encourage use of Wisconsin's Safe Ride Program.

Policy Recommendations

- Encourage local agencies to adopt Vision Zero resolutions that support the goals and recommendations of the Regional Safety Action Plan.
- Incorporate safety considerations into local land use, zoning, and development decisions.
- Support adoption of actionable Complete Streets policies by member jurisdictions.
- Monitor Wisconsin state legislature discussion around red light & speed enforcement cameras.
- Support high visibility enforcement policies adopt a speed management policy.
- Support stronger maintenance policies that contribute to improved pedestrian safety.

Plan and Process Recommendations

- Increase awareness and use of federal and state safety funding.
- Ensure local jurisdictions and partners are positioned to identify and pursue transportation safety funding opportunities.
- Ongoing education for officials and staff.
- Leverage regional law enforcement partnerships for equitable traffic safety enforcement.
- Increase speeding enforcement along HIN corridors.
- Develop a Multimodal Level of Service (MMLOS) evaluation process to identify biking and walking gaps.
- Continue to evaluate and implement speed management techniques.
- Launch a Freight / Truck Route Safety Study.
- Support adoption of actionable Complete Streets policies by member jurisdictions.
- Identify highly used bus stops and evaluate and plan for first/last mile safety improvements.
- Monitor and evaluate the results of recent or future individual safety improvement projects.
- Update the Crash Data Dashboard annually to continuously measure and monitor progress towards regional safety goals.

PROGRAM RECOMMENDATIONS DETAILS

DEVELOP A REGIONAL SAFETY EDUCATION CAMPAIGN WITH LOCALLY RELEVANT, MEMORABLE MESSAGES THAT ADDRESS BEHAVIORS CONTRIBUTING TO SERIOUS CRASHES

Ideas include:

- » “Every dot is a death” campaign –Billboard/ poster/bus stop signage, etc.
- » "Phone down, eyes up" distracted driving awareness campaign
- » Campaign focused on reducing drunk driving

Actions for Implementation

- » Identify the target audience and budget source.
- » Identify existing state and local education campaigns.
- » Develop locally branded messaging focused on the leading contributors to serious crashes (e.g., speed, impaired driving, distraction, vulnerable road user safety).
- » Develop a communications plan that identifies outreach methods (social media, billboards, transit ads, schools, events, employers, healthcare providers) and the funding sources for implementation.
- » Establish performance measures to evaluate reach and effectiveness.

Who will be Involved?

- » Partner agencies, cities, counties, SRTS, WisDOT, Highway Safety Commission (HSC), public health agencies, local media partners, universities, employers.

CONTINUE TO HOLD HIGHWAY SAFETY MEETINGS TO REVIEW FATAL CRASHES IN LA CROSSE COUNTY, AND CONSIDER EXPANDING TO INCLUDE REMAINDER OF LAPC REGION (LA CRESCENT)

Actions for Implementation

- » Invite Houston and Winona Counties to become participating members.

Who will be Involved?

- » HSC, municipalities, law enforcement, public works departments, emergency responders

PROVIDE PEDESTRIAN EDUCATION PROGRAMS HIGHLIGHTING IMPORTANCE OF VISIBILITY

Actions for Implementation

- » Partner with schools, libraries, and community organizations to distribute safety materials and high-visibility items like bike lights, high-vis vests, etc.
- » Offer education in public/private schools about pedestrian crossing.
- » Develop pedestrian safety education materials emphasizing visibility, safe crossing practices, and driver awareness.
- » Integrate pedestrian safety programming into existing transportation and public health initiatives.
- » **Who will be Involved?**
  - » School districts, colleges/universities, public health agencies, SRTS partners, municipalities, libraries, and community organizations

USE DEMONSTRATION PROJECTS TO TEST SAFETY IDEAS IN A PILOT CAPACITY

Examples include:

- » Traffic calming demo
- » Bike lane/trail demo
- » Midblock crossing installation demo

Actions for Implementation

- Provide high-visibility crosswalks in downtown areas/urban areas.
- Implement temporary installations of the recommended demonstration projects (i.e: traffic calming, bike lanes, crossings) and collect before/after data to evaluate effectiveness. Use lessons learned to inform permanent improvements.

Who will be Involved?

- School districts, municipal staff, community organizations, neighborhood groups, law enforcement

SUPPORT A MOTORCYCLE AWARENESS CAMPAIGN TO PROMOTE AWARENESS AND SAFETY OF MOTORCYCLISTS

Actions for Implementation

- As local jurisdictions create them, raise awareness of policies/ordinances related to e-bikes.
- Develop public awareness materials focused on motorcycle visibility, driver awareness, and safe interactions among all roadway users.
- Expand messaging to include e-bikes, e-scooters, and other emerging mobility devices.
- Coordinate messaging with statewide campaigns and local ordinances as they are adopted.

Who will be Involved?

- Wisconsin DOT, law enforcement agencies, motorcycle advocacy groups, municipalities, universities, and public health agencies

EXPAND THE SAFE ROUTES TO SCHOOL PROGRAM

Actions for Implementation

- Prioritize funding, coordination, and implementation across all school districts
- Partner with area schools to deliver transportation safety education curriculum
- Support youth transportation safety initiatives, including driver education and school-based programming
- Identify and engage school champions across all districts.
- Expand participation by providing technical assistance, safety education resources, and implementation support.
- Coordinate transportation safety education for students of all ages, including high school programs and driver education.

Who will be Involved?

- School districts, SRTS coordinators, LAPC, municipalities, parents, law enforcement, public health agencies, community organizations

IMPLEMENT A TARGETED SPEED AWARENESS AND ENFORCEMENT CAMPAIGN: IMPROVE DRIVER COMPLIANCE WITH SPEED LIMITS THROUGH VISIBLE, DATA-DRIVEN, AND COMMUNITY-SUPPORTED STRATEGIES.

Actions for Implementation

- Install speed radars displays.
- Identify funding sources to implement demand (speed trailer).
- Coordinate enforcement efforts with public education campaigns and deployment of speed signs.
- Upon installation, monitor speed reductions and community feedback to inform future deployments.

Who will be Involved

- Municipal partners, police, WisDOT, schools, neighborhood organizations.

SUPPORT MOBILITY PROGRAMS FOR SENIORS AND PEOPLE WITH DISABILITIES ACROSS THE REGION BY BUILDING ON AND INCREASING AWARENESS OF THE AGING AND DISABILITY RESOURCE CENTER SERVICES

Actions for Implementation

- Identify community partners.
- Identify a list of transportation gaps affecting older adults and people with disabilities.
- Coordinate with service providers to improve access to travel options and training.

Who will be Involved?

- Aging and Disability Resource Center (ADRC), transit providers, human service agencies, disability advocacy groups, senior organizations, municipalities, public health partners

ENCOURAGE IMPLEMENTATION OF PLACE OF LAST DRINK (POLD) PROGRAM TO HELP IDENTIFY ESTABLISHMENTS THAT HAVE A PATTERN OF OVERSERVING.

Actions for Implementation

- Identify program champions from each partner community.
- Encourage and train law enforcement officers to identify establishments during OWI incidents.

Who will be Involved?

- Law Enforcement, City/Town Councils, Village Boards

ENCOURAGE USE OF WISCONSIN'S SAFE RIDE PROGRAM

Actions for Implementation

- Identify agencies to support and fund remaining 20% of program cost.
- Advertise Safe Ride program at establishments identified through POLD program (see above).

Who will be Involved?

- Sponsoring organization to be determined

POLICY RECOMMENDATIONS DETAILS

ENCOURAGE LOCAL AGENCIES TO ADOPT VISION ZERO RESOLUTIONS THAT SUPPORT THE GOALS AND RECOMMENDATIONS OF THE REGIONAL SAFETY ACTION PLAN

Actions for Implementation

- Develop model Vision Zero resolution language and implementation guidance for member communities.
- Present recommendations to MPO and local policy boards.
- Investigate the discretionary funding benefit.

Who will be Involved?

- Municipalities, policy board members, local members

INCORPORATE SAFETY CONSIDERATIONS INTO LOCAL LAND USE, ZONING, AND DEVELOPMENT DECISIONS

Actions for Implementation

- Provide language for comp plans, distribute to partners
- Develop a safety-focused development review toolkit that can be incorporated into comprehensive planning, zoning updates, and development review processes.
- Provide best practices for multimodal access, connectivity, speed management, and access management.

Who will be Involved?

- Municipal planning departments, planning commissions, developers, counties, LAPC

SUPPORT ADOPTION OF ACTIONABLE COMPLETE STREETS POLICIES BY MEMBER JURISDICTIONS

Action for Implementation

- Inventory of which municipalities already has the policy.
- Identify actionable policies, branding, and terminology.
- Coordinate with vision zero efforts and use language that considers all road users.
- Provide basic resolution language and best practices.
- Develop model ordinance/policy language.

Who will be Involved?

- Municipalities, policy board, counties, LAPC, elected officials, public works and engineering departments

MONITOR WISCONSIN STATE LEGISLATURE DISCUSSION AROUND RED LIGHT & SPEED ENFORCEMENT CAMERAS

Actions for Implementation

- Share data on effectiveness.
- Document regional safety concerns and review emerging technologies and practices (speed cameras/trailers).
- Compile and share information regarding effectiveness, benefits, limitations, and privacy considerations.
- Coordinate with statewide partners to communicate recommendations to policymakers.

Who will be Involved?

- WisDOT, MPOs, municipalities, counties, law enforcement agencies, state legislators

SUPPORT HIGH VISIBILITY ENFORCEMENT POLICIES THAT SPECIFICALLY TARGET SPEEDING, UNBELTED OCCUPANTS, DISTRACTED DRIVING, AND SUBSTANCE IMPAIRED DRIVING

Actions for Implementation

- Identify specific grants to support targeted campaigns.
- Coordinate periodic high-visibility enforcement campaigns paired with public education and awareness activities.
- Evaluate outcomes to improve future policies.

Who will be Involved?

- Universities, school districts, law enforcement agencies, City/Town Councils, Village Boards.

ADOPT A SPEED MANAGEMENT POLICY: COMMIT TO A SAFE SYSTEM–BASED APPROACH TO SPEED THAT EMPHASIZES PREVENTION THROUGH DESIGN, POLICY, EDUCATION, AND TARGETED ENFORCEMENT

Actions for Implementation

- Develop a regional Safe System-based speed management policy that incorporates roadway design, education, enforcement, and context-sensitive speed setting.
- Encourage adoption by local jurisdictions and integration into project development, roadway design standards, and funding prioritization.

Who will be Involved?

- LAPC, municipalities, counties, WisDOT, elected officials, transportation engineers

SUPPORT STRONGER MAINTENANCE POLICIES THAT CONTRIBUTE TO IMPROVED PEDESTRIAN SAFETY, INCLUDING PROACTIVE SIDEWALK MAINTENANCE AND STREET LIGHTING MAINTENANCE

Actions for Implementation

- Provide actionable framework for snow removal maintenance process.
- Establish maintenance performance expectations and identify funding strategies to support implementation.

Who will be Involved?

- Municipalities

PLAN AND PROCESS RECOMMENDATIONS DETAILS

INCREASE AWARENESS AND USE OF FEDERAL AND STATE SAFETY FUNDING: ENSURE LOCAL JURISDICTIONS AND PARTNERS ARE POSITIONED TO IDENTIFY AND PURSUE TRANSPORTATION SAFETY FUNDING OPPORTUNITIES.

Actions For Implementation

- Create and maintain a shared repository with boilerplate funding application templates, past winning narratives, budget templates, and compliance checklists.
- Document and regularly update a list of 'shovel ready' projects to make grant applications simpler to develop.
- Conduct periodic funding workshops and training sessions.

Who will be Involved?

- Local municipality, LAPC, MRRPC, WisDOT, transit agencies

ONGOING EDUCATION FOR OFFICIALS AND STAFF

Actions for Implementation

- Establish an ongoing, structured education program to ensure elected officials, local staff, and partner agencies understand the Comprehensive Safety Action Plan, the rationale behind safety recommendations, and how those recommendations translate into real-world projects. Launch a quarterly briefing series focused on one of the Safe System elements: speed management, roadway design, equitable enforcement, freight safety, Complete Streets, etc.
- Have routine outreaches to officials/staff that include meetings and a minimum of two other "touches" ex. a one-page document with key points, brief emails, newsletter. social media, etc.
- Ramp up education leading up to SS4A NOFO releases.
- In conjunction with other educational policies from above recommendations, use as opportunity to educate about the plan.

Who will be Involved?

- LAPC, City of La Crosse staff, public works staff from municipal partners

LEVERAGE REGIONAL LAW ENFORCEMENT PARTNERSHIPS FOR EQUITABLE TRAFFIC SAFETY ENFORCEMENT

Actions for Implementation

- Share High Injury Network corridors with law enforcement to evaluate safety and driver behavior.
- Invite a member of each involved law enforcement agency to sit on a panel that can coordinate these efforts.
- In conjunction with other equity training local law enforcement agencies receive.

Who will be Involved?

- Local police, county sheriff's offices, Highway Safety Commission, Wisconsin State Patrol, LAPC

INCREASE SPEEDING ENFORCEMENT ALONG HIGH INJURY NETWORK CORRIDORS

Actions for Implementation

- Install speed cameras.
- Prioritize enforcement and education efforts along identified HIN corridors using speed and crash data.
- Coordinate deployment of speed feedback

devices, targeted enforcement, and community outreach.
- » Monitor results and adjust strategies as needed.

Who will be involved?
- » Law enforcement agencies, municipalities, counties, WisDOT

DEVELOP A MULTIMODAL LEVEL OF SERVICE (MMLOS) EVALUATION PROCESS TO IDENTIFY BIKING AND WALKING GAPS

Actions for Implementation
- » Develop a regional MMLOS methodology and evaluation framework.
- » Conduct assessments of pedestrian and bicycle facilities and prioritize gaps for improvement.
- » Integrate findings into future planning, programming, and project development activities.

Who will be Involved?
- » LAPC, municipalities, counties, transit providers, bicycle and pedestrian advocates

CONTINUE TO EVALUATE AND IMPLEMENT SPEED MANAGEMENT TECHNIQUES RELATED TO ROADWAY DESIGN, ROADWAY SURFACE, TRAFFIC CONTROL, COMMUNITY EDUCATION AND SPEED ENFORCEMENT

Actions for Implementation
- » Establish a process to routinely review roadway conditions, speed-related crash trends, and opportunities for speed management improvements.
- » Identify and implement context-sensitive design, operational, educational, and enforcement strategies.

Who will be Involved?
- » Municipalities, counties, WisDOT, law enforcement agencies, LAPC

LAUNCH A FREIGHT / TRUCK ROUTE SAFETY STUDY TO INVESTIGATE AND PROVIDE MITIGATION MEASURES FOR THE HIGH RATE OF TRUCK CRASHES IN THE REGION

Actions for Implementation
- » Identify priority freight corridors and analyze truck crash patterns.
- » Engage freight stakeholders to understand operational challenges and safety concerns.
- » Develop recommendations addressing infrastructure, routing, operations, signage, and education.

Who will be Involved?
- » LAPC, Wisconsin DOT, counties, municipalities, freight carriers, trucking associations, major employers

SUPPORT ADOPTION OF ACTIONABLE COMPLETE STREETS POLICIES BY MEMBER JURISDICTIONS

Actions for Implementation
- » Identify staff member from municipalities to be a liaison - continue work with task force.
- » Identify local champions including council members/mayors.
- » Provide peer exchange opportunities, technical assistance, and implementation resources.
- » Track policy adoption and progress across the region.

Who will be Involved?
- » Municipalities, counties, elected officials, LAPC, Complete Streets task force members

IDENTIFY HIGHLY USED BUS STOPS AND EVALUATE AND PLAN FOR FIRST/LAST MILE SAFETY IMPROVEMENTS AROUND THOSE LOCATIONS

Actions for Implementation
- » Create better walking and biking networks

around highly used bus stops.
- » Identify new areas for Drift Cycle stations.
- » Develop/prioritize improvements that support safe access to transit and multimodal connectivity.

Who will be Involved?

- » CTAT (Committee on Transit and Active Transportation), MTU, LAPC, partner municipalities, transit riders, bicycle and pedestrian advocates/ organizations.

MONITOR AND EVALUATE THE RESULTS OF RECENT OR FUTURE INDIVIDUAL SAFETY IMPROVEMENT PROJECTS

Actions for Implementation

- » Work with municipalities to track crashes when road improvements are completed.
- » Develop a consistent pre-and-post evaluation process for implemented safety projects.
- » Track relevant safety performance measures and document lessons learned to inform future project selection and design decisions

Who will be Involved?

- » LAPC, municipalities partner, WisDOT

UPDATE THE "SAFETY DATA TRACKER" SPREADSHEET TOOL EVERY TWO YEARS TO CONTINUOUSLY MEASURE AND MONITOR PROGRESS TOWARDS REGIONAL SAFETY GOALS

Actions for Implementation

- » LAPC staff to maintain the tool, update data sources, and report results.
- » Prepare biennial progress reports highlighting trends, performance, implementation, and priorities.

Who will be Involved?

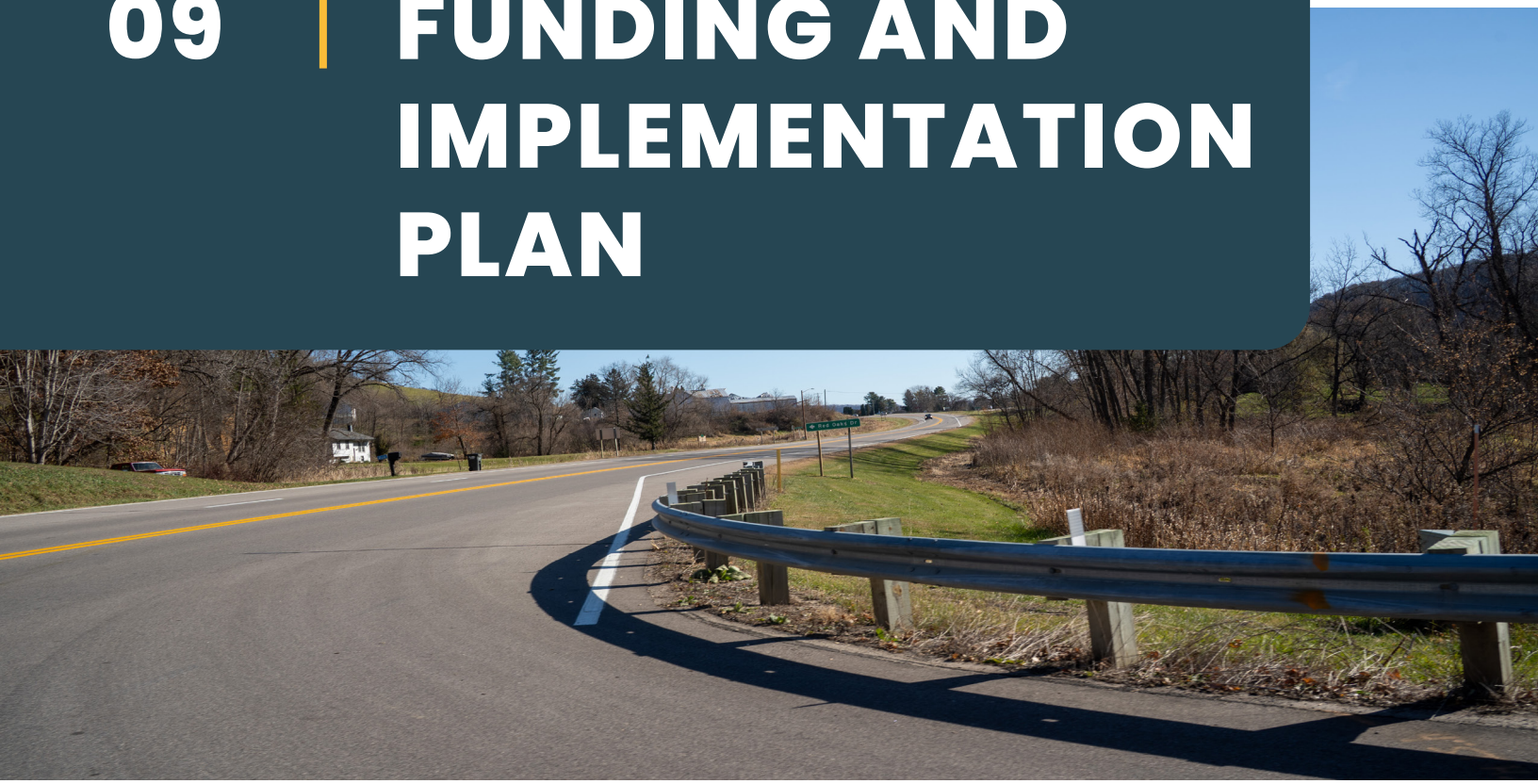
- » Lead: LAPC
- » Support: Wisconsin DOT, municipalities, counties, regional partners



CHAPTER 9: FUNDING AND IMPLEMENTATION PLAN

> Implementing the recommendations of the La Crosse Regional Transportation Safety Plan will require a coordinated, long-term commitment among local jurisdictions, transportation agencies, community organizations, and regional partners.

09 FUNDING AND IMPLEMENTATION PLAN



Overview

Implementing the recommendations of the La Crosse Regional Transportation Safety Plan will require a coordinated, long-term commitment among local jurisdictions, transportation agencies, community organizations, and regional partners. While the preceding chapters identified priority safety locations, recommended infrastructure improvements, and non-infrastructure strategies, successful implementation will depend on securing funding, advancing projects through planning and design, and maintaining momentum over time.

No single funding source will be sufficient to implement all recommendations contained within this Plan. Instead, agencies will need to leverage a combination of federal, state, regional, local, and discretionary funding programs to advance projects that address the region's most pressing safety needs.

The recommendations within this Plan position the region to compete for available funding opportunities by aligning proposed projects with documented safety needs, community priorities, and Safe System principles.

This chapter summarizes available funding opportunities, highlights implementation considerations for priority projects, and establishes a framework for advancing recommendations from concept to construction. Together, these strategies provide a roadmap for achieving the region's goal of reducing and ultimately eliminating traffic fatalities and serious injuries.

FUNDING OPPORTUNITIES

Table 9 summarizes major federal, state, and regional funding programs that may support implementation of safety recommendations identified in this Plan. Program requirements may change over time; therefore, agencies should verify eligibility, application requirements, and funding availability prior to pursuing opportunities. This table is created using the best available information as of July 2026.

Table 9. Funding Resources

Type	Program Name	Purpose	Awards	Eligible Uses	Example Improvements
Federal	Safe Streets and Roads for All (SS4A) – Planning and Demonstration	Reduce roadway fatalities	Up to $10M (20% local match)	Support supplemental planning activities, and safety demonstration activities	Road safety audits, follow-up data collection and safety analysis, demonstration projects, and pilot programs
Federal	Safe Streets and Roads for All (SS4A) – Implementation	Reduce roadway fatalities, support implementation of the safety action plan	Up to $25M (20% local match)	Project-level planning, design, and construction activities for identified projects or strategies (infrastructure, behavioral, and operational safety) in a safety action plan	Low-cost safety treatments, RRFP, refuge islands, traffic calming and design changes, speed safety cameras, signal improvements, education campaigns
Federal	Surface Transportation Block Grant (STBG) – WisDOT Urban, Rural, and Local	Flexible roadway/bike/ped funding	$250k–$5M+ (varies by allocation)	Design/ Engineering; Right-of-Way; Construction	Reconstruction, sidewalks, bike lanes
Federal	Transportation Alternatives Program (TAP)	Bike/ped facilities (20% local match)	$100k–$1M	Planning; Design/ Engineering; Construction	Shared-use paths, ADA upgrades, SRTS projects, recreation trails

Type	Program Name	Purpose	Awards	Eligible Uses	Example Improvements
Federal	Federal Recreational Trails Program (RTP) – WisDNR and MnDNR	Trail development & safety	$2.5k–$200k (25% match)	Planning; Design/ Engineering; Construction; Maintenance	Trail construction, signage, and maintenance
Federal	Congressionally Directed Spending (CDS)/ Community Designated Funding (CDF)	Flexible roadway/bike/ ped funding	Varies	All project activities (planning, design, ROW, construction)	Corridor reconstruction, pedestrian/ bicycle facilities, trail links
WisDOT - (Supplemental & Discretionary)	Local Road Improvement Program (LRIP)	Safety upgrades on seriously deteriorating local roads	$5k–$1M+ (reimburse up to 50%-90% total cost)	Planning; Design/ Engineering; Right-of-Way; Construction	Feasibility studies or design engineering, culverts, traffic control (signs, drums, lights),curb/gutter, pavement marking, paving, landscaping
WisDOT – Bureau of Transportation Safety (BOTS)	Traffic Safety Grants and Media Campaigns	Support organization to services/ projects that minimize road fatalities and injuries	$5k–$150k (20% local match)	Projects to help distracted and impaired driving, traffic records, police traffic services, etc.	Overtime enforcement for targeting non-compliance, program to educate public about distracted or impaired driving, etc
WisDOT	Signal and ITS Standalone Program (SISP)	Traffic signals and intelligent transportation systems (ITS) project	$50k–$2M+ (reimburse up to 50%-90% total cost)	Signal installation/ replacement/ rehabilitation, crosswalk technology improvements	Geometric improvements and upgrades for signal replacement, RRFP/ APS/ pedestrian hybrid beacons, ITS device installation, etc
WisDOT	Highway Safety Improvement Program (HSIP)	Reduce the number and severity on all public roads	Varies (10% local match)	Intersection safety improvements, installing/ modifying traffic signals,	Roundabouts, straightening curves/hills, improving sight distance, traffic calming features, bike/ped timers and signals, etc

Type	Program Name	Purpose	Awards	Eligible Uses	Example Improvements
WisDOT	Local Bridge Improvement Assistance	Rehabilitate or replace eligible local bridges to improve safety and preserve local connections	$250k–$10M (up to 80% of eligible costs)	Planning/ engineering, bridge rehabilitation or replacement, approach roadway work necessary for the bridge project	Bridge deck replacement or superstructure rehab; replacement structures; improved railings/ approaches
WisDOT and MnDOT	Safe Routes to School (SRTS)	Improve safety and increase walking and bicycling to school	$25k–$1M (20% local match)	School-area planning and infrastructure; education and encouragement; safety-related enforcement and evaluation	Sidewalk and crossing upgrades near schools, traffic calming, bike parking, walking/biking safety education programs
MnDOT	Greater Minnesota Transportation Alternatives	Fund community-based transportation improvements (primarily walking/biking) in Greater Minnesota	$200k–$2M (20% local match)	Pedestrian and bicycle facilities; Safe Routes to School projects; trail and active transportation connections; related planning/design and construction	Sidewalk gaps and crossings, shared-use paths, bike lanes, ADA curb ramps, school-zone walking/biking improvements
MnDOT	Active Transportation Program	Support active transportation planning and implementation to make walking, biking, and rolling safer and more convenient	up to $50k–$1M per community	Active transportation plans & studies; implementation projects and supportive programs (varies by year/ solicitation)	Citywide walk/bike plan, equity-focused engagement, quick-build improvements, wayfinding, education and encouragement programs

Potential Funding Sources for Priority Projects

The following page describes prioritized projects identified through the Regional Transportation Safety Plan and the potential funding opportunities. These are implementation pathways examples for municipalities to begin thinking on funding strategies in relation to safety projects. Actual funding strategies will depend on project scope, timing, eligibility requirements, and agency priorities.

1.HIGHWAY 16 & N KINNEY COULEE ROAD (ONALASKA)

This intersection serves as a key gateway to the City of Onalaska and provides access to nearby commercial destinations and Interstate 90 connections. Existing conditions include a four-lane divided roadway carrying approximately 32,000 vehicles per day and a history of 188 crashes between 2015 and 2024, including 99 rear-end crashes, 54 angle crashes, and three fatal or serious injury crashes. The proposed concept replaces the existing signalized intersection with a multi-lane roundabout designed to accommodate large trucks, reduce severe crash types, improve traffic flow, and calm vehicle speeds approaching the intersection.

Type of Improvements: Modern roundabout, intersection reconstruction, access management improvements, ramp modifications, transit stop enhancements, pedestrian crossing improvements

Funding Program Opportunities:

- **Primary:** Highway Safety Improvement Program (HSIP), Safe Streets and Roads for All (SS4A) Implementation Grant.
- **Secondary:** Surface Transportation Block Grant (STBG) Urban, Congressionally Directed Spending (CDS/CDF), WisDOT Signal and ITS Standalone Program (if phased improvements are pursued)

Funding Assessment

- Effort Required: 5/5
- Competitiveness: 4/5
- Grant Award Potential: 3/3

The project directly addresses documented crash history and converts a high-crash signalized intersection into a proven safety countermeasure. Roundabouts are specifically listed as eligible improvements under HSIP, and the project aligns well with SS4A's focus on reducing fatal and serious injury crashes through infrastructure improvements. The relatively large construction footprint and regional significance also make it a strong candidate for STBG or congressional funding support.

2. CLINTON STREET CORRIDOR (LA CROSSE)

The Clinton Street concept addresses a critical east-west bicycle and pedestrian connection through La Crosse while balancing parking demands, business access, and school safety. Existing conditions include a constrained 60-foot right-of-way, inconsistent bicycle accommodations, and underutilized parking along portions of the corridor. The concept introduces shared-use paths, separated bicycle facilities, improved crossings, a raised intersection, and streetscape improvements while maintaining access and targeted parking where needed. Particular emphasis is placed on improving safety for students walking and biking to school and creating a continuous active transportation corridor.

Type of Improvements: Shared-use paths, separated bicycle lanes, raised intersection, sidewalk improvements, accessibility upgrades, school-area safety improvements, streetscape enhancements

Funding Program Opportunities:

- **Primary:** Transportation Alternatives Program (TAP), Safe Routes to School (SRTS), SS4A Implementation Grant
- **Secondary:** STBG Urban, Recreational Trails Program (RTP) (where shared-use path components qualify), WisDOT Signal and ITS Standalone Program (crossing treatments)

Funding Assessment:

- Effort Required: 3/5
- Competitiveness: 5/5
- Grant Award Potential: 2/3

This corridor strongly matches TAP and SRTS eligibility because of its focus on pedestrian and bicycle safety, school access, ADA accessibility, and multimodal connectivity. The project also advances many priorities identified through engagement efforts, including safer crossings, protected bicycle infrastructure, and improved active transportation facilities. Because many elements could be phased, multiple funding sources may be combined over time.

3. LOSEY BOULEVARD (LA CROSSE)

Losey Boulevard is a major north-south corridor carrying approximately 25,000 to 26,000 vehicles daily. Community feedback identified concerns related to speeding, while the corridor currently lacks dedicated bicycle facilities despite being identified in the City's Bicycle and Pedestrian Plan. The conceptual design maintains the existing five-lane roadway while repurposing excess roadway width to add one-way separated bike lanes, curb extensions, and targeted median treatments to calm traffic, improve multimodal safety, and better manage turning movements.

Types of Improvements: Separated bicycle lanes, traffic calming medians, lane narrowing, access management, curb extensions, multimodal corridor improvements, pedestrian crossing enhancements

Funding Program Opportunities:

- **Primary:** SS4A Implementation Grant, Transportation Alternatives Program (TAP), Highway Safety Improvement Program (HSIP)
- **Secondary:** Surface Transportation Block Grant (STBG) Urban, Congressionally Directed Spending (CDS/CDF)

Funding Assessment:

- Effort Required: 4/5
- Competitiveness: 4/5
- Grant Award Potential: 3/3

The project combines speed management, active transportation improvements, and corridor safety enhancements, making it highly competitive for SS4A implementation funding. The bicycle infrastructure and crossing improvements also align well with TAP objectives, while the documented speeding concerns and safety benefits support HSIP eligibility. Because construction could potentially be phased block-by-block, multiple funding awards could be strategically combined.

Implementation Framework

Implementing the recommendations of this Plan will require a phased approach that balances available funding, staff capacity, project readiness, and community priorities. While some recommendations can be advanced in the near term through policy changes, education, and low-cost improvements, others will require significant design, coordination, and capital investment over multiple years. Figure 46 organizes recommendations into short-, medium-, and long-term actions to help agencies prioritize efforts and establish realistic implementation timelines.

Figure 46. Implementation Framework



Project Readiness and Grant Competitiveness

Successfully securing competitive transportation funding often depends not only on identifying a safety need, but also on demonstrating that a project is well-developed, supported by data, and ready for implementation. The project readiness framework in Table 10 provides a consistent method for evaluating how prepared a project is for pursuing funding opportunities and helps local agencies identify the steps needed to improve grant competitiveness and advance projects toward implementation. A project that meets most of these criteria is generally better positioned to compete for discretionary funding.

Table 10. Project Readiness Framework

Factor	Key Question
Safety Need	Is the project located on the HIN or a priority corridor?
Community Support	Is public support documented?
Plan	Is the project identified in this Plan or another adopted plan?
Concept	Has a concept or preliminary design been developed?
Cost Estimate	Is an estimated cost available?
Local Match	Has a local funding source been identified?
Agency Support	Are implementation partners identified and supportive of the proposed project?

GRANT APPLICATIONS ARE MOST COMPETITIVE WHEN PROJECTS ARE SUPPORTED BY DOCUMENTED SAFETY NEEDS, IDENTIFIED IN ADOPTED PLANS, ALIGNED WITH COMMUNITY PRIORITIES, AND HAVE A CLEARLY DEFINED IMPLEMENTATION STRATEGY.

The crash analysis, High Injury Network (HIN), community engagement findings, and project prioritization process developed as part of this Safety Action Plan provide valuable supporting documentation that can strengthen future grant applications.

Funding Strategy Considerations

Different funding programs are designed to support different types and scales of transportation safety improvements. Understanding how project scope, cost, complexity, and implementation timelines align with available funding sources can help local agencies identify the most appropriate funding opportunities, prioritize implementation efforts, and develop realistic strategies for advancing projects. Organizing projects by scale and complexity, as shown in Table 11, provides a useful framework for matching recommendations to funding programs and available local resources, allowing communities to advance both short-term improvements and long-term capital investments over time.

Table 11. Types of Projects

Small Projects <$500,000	Medium Projects $500,000-$5 Million	Large Projects >$5 Million
Typical Examples: Crosswalk improvements, RRFBs, sidewalk connections, bike parking, demonstration projects, education campaigns	**Typical Examples:** Corridor bike lanes, signal upgrades, traffic calming projects, corridor design geometric improvements	**Typical Examples:** Roundabouts, Corridor reconstruction, Major multimodal improvements, Interchange-related projects
Potential Funding: TAP, Safe Routes to School (SRTS), SS4A Demonstration Activities	**Potential Funding:** HSIP, STBG Urban and/or Rural, TAP, SS4A Implementation	**Potential Funding:** SS4A Implementation, STBG, HSIP, Congressional Directed Spending

Most safety projects require a combination of funding sources rather than reliance on a single program. Table 12 illustrates how common transportation safety improvements may align with several available federal and state funding opportunities, helping communities identify potential implementation pathways and develop funding strategies tailored to project size, scope, and complexity.

Table 12. Common Funding Packages by Improvement Types

Project Type	Most Likely Funding Programs
Shared-use paths	TAP, RTP, STBG, SS4A
Protected bike lanes	TAP, STBG, SS4A
School-area improvements	SRTS, TAP, SS4A
Traffic signals	SISP, HSIP, STBG
Roundabouts	HSIP, STBG, SS4A, CDS
Pedestrian crossings	TAP, HSIP, SISP, SS4A
Demonstration projects	SS4A Planning & Demonstration
Education campaigns	BOTS, SRTS, SS4A
Speed management projects	HSIP, SS4A, BOTS
Corridor reconstruction	STBG, HSIP, CDS, SS4A



CHAPTER 10: SAFETY EVALUATION, PROGRESS, AND TRACKING

> This section outlines the recommended practices for monitoring transportation safety outcomes, engaging with the public, and maintaining accountability over time.

10 | SAFETY EVALUATION, PROGRESS, AND TRACKING



Overview

The LAPC is committed to fully eliminating severe injuries and traffic deaths on the region's roads by 2055. This goal is intended to reduce fatal and severe injury crashes by *5 percent per year* and a 100% reduction by 2025. The full leadership commitment of the La Crosse Transportation Regional Safety Plan can be found in ***Appendix H***. This document includes the Vision Zero guiding principles and safety policy guidance.

Progress Evaluation and Tracking

To support the successful implementation of the recommendations outlined in this plan, the LAPC is encouraged to adopt a transparent, incremental, and community centered approach to tracking progress. This section outlines the recommended practices for monitoring transportation safety outcomes, engaging with the public, and maintaining accountability over time. The following is a list of strategies that is designed to measure and track progress towards achieving the ultimate goal of eliminating severe injuries and traffic deaths on the roads of the LAPC Region:

- Track total number of serious injury and fatal crashes (Using 2015-2024 crash data as a baseline, track and report annual trends)
- Implement improvements to HIN Network from the Safety Design Treatments found in Chapter 6 of this plan
- Conduct post-project evaluations to assess the outcomes of safety improvements
- Provide periodic public updates on plan progress and fatal and serious injury crash trends
- Monitor perceptions of safety using existing public feedback channels
- Update the SS4A Safety Action Plan every 5 years or as required to maintain eligibility for Safe Streets and Roads for All Implementation Grants
- Update and utilize the Crash Data Dashboard

Crash Data Dashboard

The LAPC will use the *online safety data dashboard* (Figure 47) as a tool to track the progress of safety metrics throughout the region. This dashboard includes all crash data from the region from 2015 to 2024, and will continually be updated with new crash data each year as it becomes available. The dashboard consists of seven pages:

- Conditions
- Crash Injuries
- Crash Types
- Roadway Type
- Crash Timing
- High Injury Network
- Crash Rates Map

CONDITIONS

The conditions page includes information about road conditions, weather conditions, and lighting conditions at the time of each crash. Like other data available in the dashboard, crashes can be viewed by specific crash severity and year.

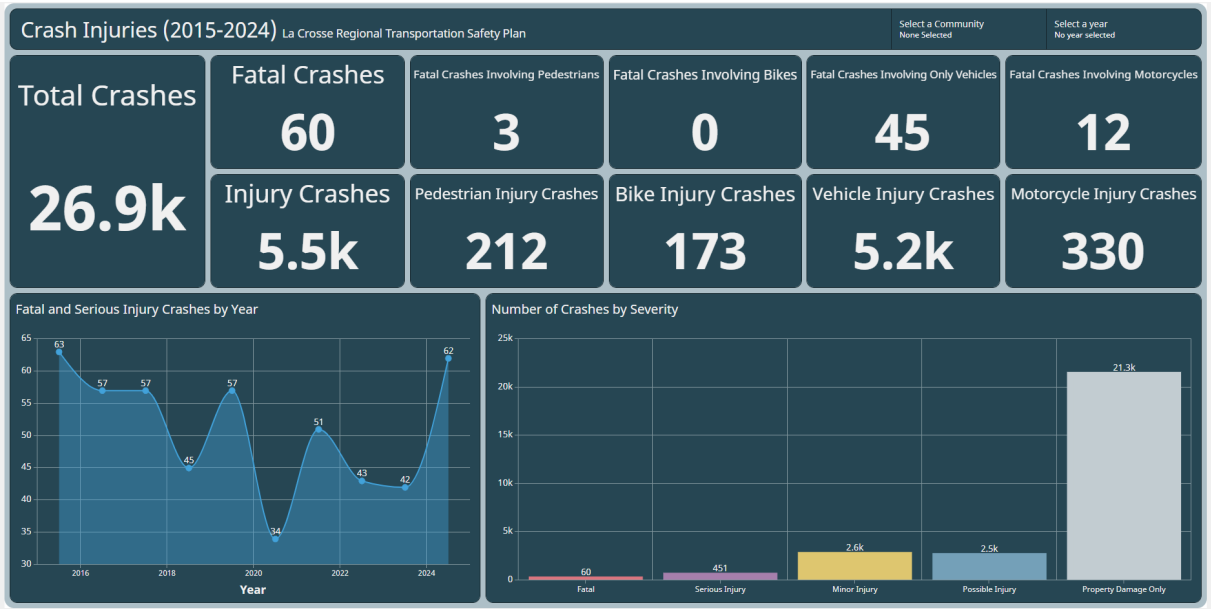
CRASH INJURIES

The crash injuries page is the main landing page of the dashboard when users access the site. This page includes statistics about all the reported crashes in the region, and currently represents all data between 2015 and 2024. Crash data is broken out by injury type and by year, and stats on the number of fatal and injury crashes broken out by mode are included at the top of the page. In addition, crash data can be broken down by each community and each year, allowing users to take a closer look at the crash issues affecting their community.

CRASH TYPES

The crash types page shows information about crash types and crash conditions that contributed to the crash. Data can be broken down by crash severity, allowing for a deeper dive into specific crash severities. In addition, crash types are broken out by year, allowing users to see any changes in crash patterns over time.

Figure 47. Crash Data Dashboard



CRASH TIMING

The crash timing page has multiple tables showing the number of crashes by month of the year, time and day of the week. These tables help illustrate how crash patterns vary by time of the day, day of the week, and month of the year.

ROADWAY TYPE

The roadway type page shows many stats about the roadway characteristics of the regions crashes. Crashes are broken down by functional classification, jurisdiction, and roadway type, with the first two also including graphs showing crash severity.

HIGH INJURY NETWORK (MAP)

The High Injury Network page is a map that shows the roads and intersections that make up the high injury network. In total, there are eight layers of data related to the HIN and crash data on the map. The High Injury Network intersection and road prioritization scores, which are discussed in Chapter 5, are included as a layer. Some of these layers, which all show crash locations, only show up when you zoom in. Each reported crash is recorded as a data point on the map, and clicking on the dot provides more details about the crash.

CRASH RATES MAP (MAP)

The crash rates map page displays information about the crash rates of each road segment and intersection. The results are color coded, and signal whether the intersection or segment is below the average crash rate, above the average crash rate but below the critical crash rate, or is above the critical crash rate. A layer showing the crash density is also included on the map, with lighter colors (and larger circles) being locations with higher volumes of crashes. Like the High Injury Network page, the crash rates map also includes a layer with each crash as a data point, which becomes visible once zoomed in far enough. The Crash Data Dashboard can be found at the following link: [LAPC SS4A Dashboard Experience]

Figure 48. Online Crash Data Dashboard

