River Falls Safety Action Plan

Adopted by River Falls City Council on May 12, 2026

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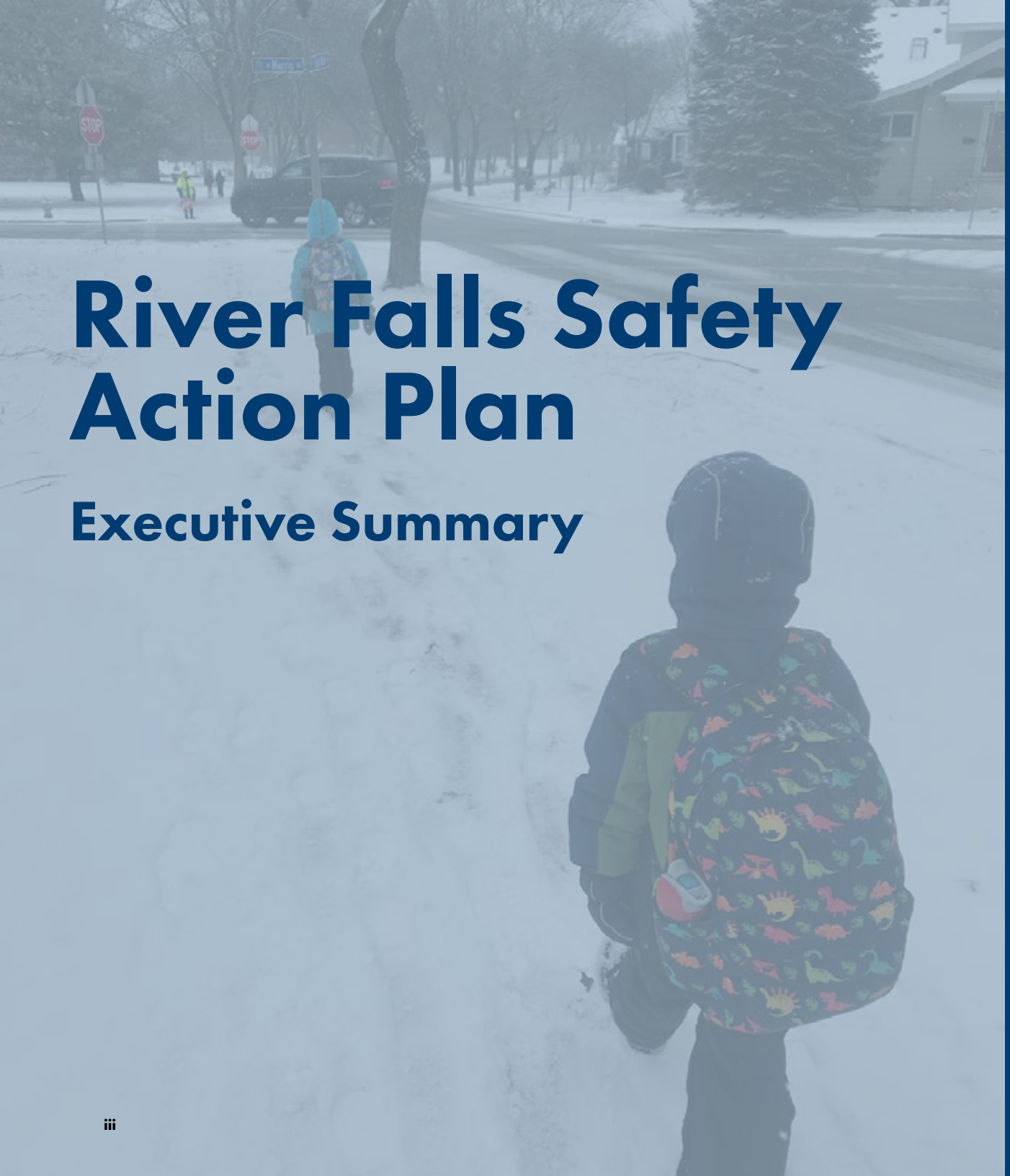


River Falls Safety Action Plan

Executive Summary

Like many cities across the US, River Falls is taking action to combat the traffic safety crisis. Over the ten years from 2014 to 2023, there were 30 severe crashes that led to one person dying and 37 people suffering serious injuries, averaging out to about **one life-altering crash every four months.**

With the understanding that roadway fatalities and serious injuries are preventable, the City of River Falls has set a Vision Zero goal of zero deaths and serious injury crashes on roadways within and owned by the City of River Falls by 2040. This will require committed leadership, consistent resources, and community support and action.

Together we can achieve zero roadway deaths and serious injuries by 2040.

Plan Process

Safe System Approach

Humans make mistakes, but those mistakes should not lead to death and serious injuries. This concept is foundational to the Safe System Approach, a shift River Falls is making through the Safety Action Plan to approach traffic safety holistically. The Safe System Approach acknowledges that all elements of the transportation system – safe roads, safe road users, safe speeds, safe vehicles, and post-crash care – must work together to achieve Vision Zero.

Community Engagement

The Safety Action Plan was shaped by input from more than 500 hundred River Falls residents, visitors, business owners, elected officials, and community partners.

Engagement by the Numbers

500+ River Falls community members engaged

350+ Survey participants

140+ Online mapping interactions

85+ Comments submitted

3 Public Input Surveys

2 Open Houses

Engagement Themes

Community voices coalesced around three safety and mobility priorities:

Culture of Transportation Safety:
The community expressed support for shifts in culture and norms to facilitate transportation safety for all users and modes, including changing their own behavior.

Mobility Options:
The transportation system should accommodate all modes of travel. Residents would like to be able to walk, bike, and roll safely across the city.

Maintenance and Connectivity:
The community repeatedly stressed the need to improve and maintain wider sidewalks and trails, safe crossings, and lighting. Residents would like a more connected non-motorized network throughout River Falls.

Needs and Opportunities

10-years of crash data, contextual data, and public input were analyzed to identify safety challenges and contextualize safety issue. Three needs and opportunities themes were identified through these analyses.

Enhance the safety of vulnerable road users

Vulnerable road users , particularly pedestrians, are at elevated risk of serious injury and death when involved in a crash. Residents communicated safety concerns for vulnerable users and the data showed that crashes involving these users comprised 2% of all crashes but 37% of fatal and serious injury crashes. This indicates a need to focus safety strategies on pedestrianvulnerable road user safety and reducing conflicts between travel modes.

29% of pedestrian-involved crashes resulted in **death or serious injury**, 65% resulted in a minor or possible injury.

6% of bicyclist-involved crashes resulted in **death or serious injury**, 88% resulted in a minor or possible injury.

1% of motorist-involved crashes resulted in **death or serious injury**, 11% resulted in minor or possible injury.

Vulnerable Road User:
People walking, rolling, cycling, or otherwise using a roadway that are not within and protected by a motor vehicle.

Enhance intersection safety

Three out of four fatal and serious injury crashes occurred at intersections and crashes at intersections involving vulnerable road users were more likely to lead to death or serious injury. Further, the public's top two issues raised were intersection-related – enhanced pedestrian connections and improved intersection and pedestrian crossing safety. The data and input indicate the need to focus safety strategies on reducing conflicts and speeds at intersections.

Improve general safety near schools, especially for children walking and biking

In the three months of August, September, and October, nearly half of vulnerable road user crashes occurred, coinciding with back to school for K-12 students as well as University of Wisconsin – River Falls students. Better child safety and safety around schools was the third most common issue raised by the public and many of the other common issues touch on youth safety and safety around schools, particularly for children walking and biking. This indicates a need and strong support for strategies to reduce crash risk near schools.

Improve safety outcomes for socially vulnerable populations

Roadways within areas with higher concentrations vulnerable populations, who are more likely to rely on walking, rolling, and bicycling, had higher-than-average frequencies of fatal and injury crashes. This includes young people, older adults, people in poverty, and people without access to a vehicle. Removing barriers for vulnerable road users will enhance safe mobility, addressing disparities in the transportation system.

Recommended Actions

To address the priority safety needs and opportunities, the Safety Action Plan lays out a series of actions to enhance systemic safety. Establishing a culture of street safety and addressing safety issues systemically and along priority roadways and intersections should be at the core of all decisions, informing educational campaigns, traffic enforcement, plan and policy updates, project prioritization, and other strategies to prevent fatalities and serious injuries on the street network.

The policy and program action steps are organized around the objectives of the Safe System Approach – safe road users, safe vehicles, safe speeds, safe roads, and post-crash care. This means focusing on reducing the risk of severe crashes, limiting their impact when they occur, and supporting a culture of safety for everyone.

Policies and Programs

General Safety

Formalize and institutionalize roadway safety into City policy and planning processes including integration of a safety task force into the City structure, regular reporting on safety measures, ensuring plans are consistent with the Safe System Approach, and encouraging broad Vision Zero commitments.

Safe Road Users

Foster a safety culture and promote safe behaviors through City staff policies and training, ongoing community engagement and capacity building, safety campaigns, and safety technology integration. This includes approaches to leverage partnerships to expand resources.

Safe Vehicles

Enhance vehicle safety by ensuring City fleet and contractor vehicles are sized and equipped with appropriate safety features and operators are trained.

Safe Speeds

Promote appropriate vehicle speeds, particularly in school zones, that reflect the roadway context, street activity, and users of all modes. This includes developing a local traffic calming pilot program focused around schools.

Safe Roads

Assess and design streets that support safety and accessibility for users of all modes as well as the adjacent land uses with specific emphasis on intersections and post-crash evaluations. Also, implement infrastructure safety enhancements by integrating projects, countermeasures, and safety principals into the City's capital and maintenance program.

Post-Crash Care

Enhance post-crash support by expanding resources, technologies, and coordination with emergency response and trauma centers. Also, partner with community-based organizations to enhance support for those impacted by traffic crashes.

Infrastructure

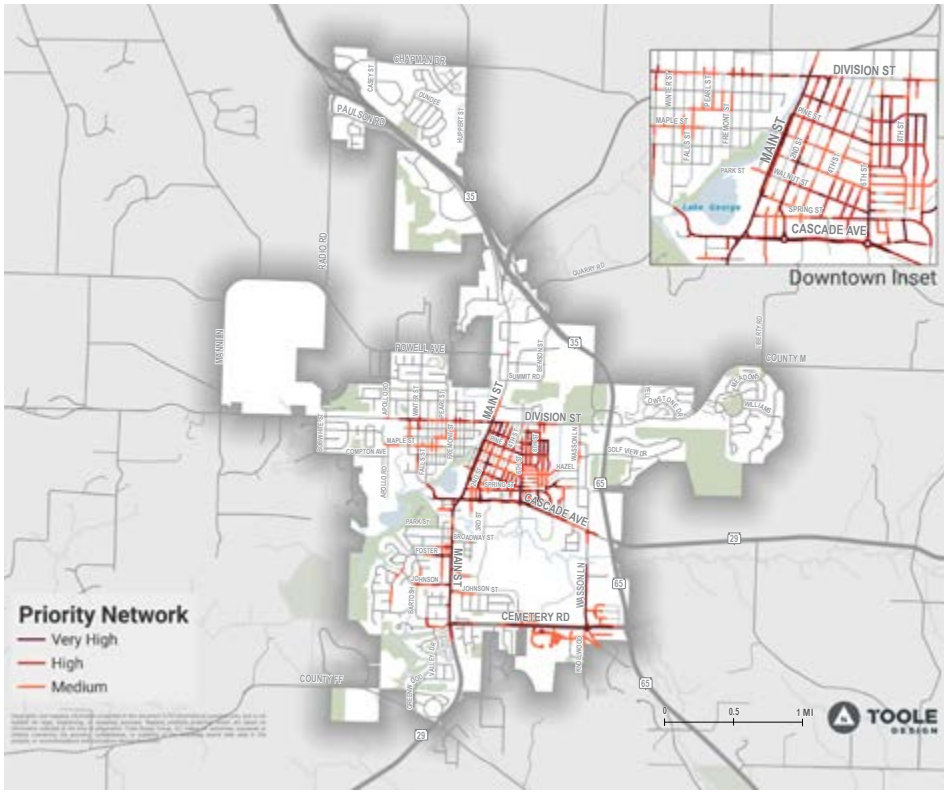
The safety countermeasures aim to address the safety themes found through the crash analysis and community engagement. Addressing these safety risks requires more than isolated, location-by-location fixes. Systemic safety treatments, or countermeasures, offer a way to improve safety throughout River Falls.

The Safety Countermeasure Index was developed as a toolbox of infrastructure interventions to implement throughout River Falls. This index identifies countermeasures most suitable for systemic implementation as well as for addressing specific crash types and on specific road types.

The Safety Action Plan establishes a priority network, which informs where safety countermeasures would likely have the greatest positive impact on safety, have the most public support, and offers direction on where the City should start with implementing countermeasures. The priority network also builds upon the needs and opportunities by incorporating other community values such as safety around schools and parks. The Safety Action Plan also establishes priority safety projects, informed by the priority network and opportunities presented by planned projects and funding opportunities, and includes concept illustrations with recommended safety improvements for each location.

Project Locations:

- North Main Street from Union Street to Paulson Road
- Downtown streets including Main Street, 2nd Street, and Maple Street
- Cascade Avenue and Main Street Intersection
- County Road M (Division Street) and Wasson Lane
- North Main Street and Paulson Road/Sullivan Court Intersection
- Neighborhood sidewalk infill



Conclusion

Traffic safety trends are the result of decades of decisions at the city, regional, and national level. Those decisions influenced who could move through the city safely and who was most exposed to traffic crash risk. Making different decisions to build better, safer streets and establishing a safety culture will take time, funding, and community support.

A shift to the Safe System Approach and investments in safer streets will allow the City of River Falls to reach our goal of creating a safer, more comfortable, and more accessible transportation system for all residents.

01

INTRODUCTION

What is a Safety Action Plan

The City of River Falls is working to make transportation throughout the city safer and more comfortable for all! Our Safety Action Plan will help to make that happen. This Safety Action Plan is possible through funding from the U.S. Department of Transportation's Safe Streets and Roads for All (SS4A) program. It establishes a comprehensive strategy focused on eliminating traffic fatalities and severe injuries, while increasing safe, healthy, and equitable mobility for all.

The Safety Action Plan consolidates safety data and analyses, public and stakeholder input, and best practices to form recommended actions to create a safer street network for all people traveling in River Falls. The recommendations will guide the community and decision-makers in achieving the vision of zero traffic-related fatalities and serious injuries, commonly referred to as Vision Zero, by laying out the steps to achieve a street network that is safe and supports diverse mobility needs.

Vision Zero Goal

Like many cities throughout the US, River Falls is facing a traffic safety crisis. Over the ten years from 2014 to 2023, there were **30 severe crashes that led to one person dying and 37 people suffering serious injuries,** averaging out to about one life-altering crash every four months. Pedestrians were particularly impacted by these severe crashes. The victims of these crashes are not the only ones negatively impacted – parents, children, extended family, friends, neighbors, coworkers, pets, emergency responders, and the community as a whole experience the trauma of severe crashes. These death and serious injury crashes are not consistent with the Vision Zero goal.

People traveling by modes other than motor vehicles, referred to as vulnerable road users, are particularly impacted by severe crashes and streets that do not feel safe. Over one-third of all severe crashes involved a pedestrian or bicyclist and the community generally does not feel River Falls streets are safe for people walking, using mobility devices, or bicycling. This indicates people are less likely to walk, roll, or bicycle around River Falls because they feel unsafe.

Fortunately, deaths and life altering injuries from crashes are preventable, and eliminating serious injuries and fatalities is possible through strategic and sustained action. River Falls commits to eliminating deaths and serious injuries in River Falls by 2040. This commitment was formalized by the resolution included in Appendix G. Achieving this goal requires strategic actions centered on the idea that human life are the priority in transportation-related decisions. It requires creating safer, more comfortable, and more accessible roadways in River Falls through a system approach. The Safe System Approach emphasizes the need to implement a broad and comprehensive suite of strategies to eliminate these severe crashes.

The River Falls Safety Action Plan establishes a Vision Zero goal to eliminate deaths and serious injuries resulting from crashes on roadways within and owned by the City of River Falls by 2040.

Safe System Approach

Our culture treats death and serious injuries as a normal part of everyday travel and that they are an unavoidable result of human mistakes and poor choices. The Safe System Approach, which has been adopted by the U.S. Department of Transportation, changes the paradigm and is built around six principles and five key objectives to address street safety, as shown in Figure 1.

FIGURE 1 Safe System Approach

Safe System Approach Principles

The Safe System Approach is a fundamental change from conventional approaches to roadway safety. This approach recognizes that humans make mistakes and streets should be designed to minimize the impacts of those mistakes and acknowledges that all elements of the transportation system – safe roads, safe road users, safe speeds, safe vehicles, and post-crash care – **must work together** to achieve Vision Zero. Implementation of the Safe System Approach will allow River Falls to achieve its goal of zero roadway deaths and serious injuries.

The six principles described below form the foundation of the Safe System Approach:

- **Death and Serious Injury is Unacceptable.** A Safe System Approach prioritizes the elimination of crashes that result in death and serious injuries.
- **Humans Make Mistakes.** People will inevitably make mistakes and decisions that can lead or contribute to crashes, but the transportation system can be designed and operated to accommodate certain types and levels of human mistakes, and avoid death and serious injuries when a crash occurs.
- **Humans Are Vulnerable.** Human bodies have physical limits for tolerating crash forces before death or serious injury occurs; therefore, it is critical to design and operate a transportation system that is human-centric and accommodates physical human vulnerabilities.
- **Responsibility is Shared.** All stakeholders - including government at all levels, industry, non-profit/advocacy, researchers, and the general public - are vital to preventing fatalities and serious injuries on our roadways.
- **Safety is Proactive.** Proactive tools should be used to identify and address safety issues in the transportation system, rather than waiting for crashes to occur and reacting afterwards.
- **Redundancy is Crucial.** Reducing risks requires that all parts of the transportation system be strengthened, so that if one part fails, the other parts still protect people.

Safe System Approach Objectives

Moving forward, the City of River Falls will use a Safe System Approach framework, a proven lens to ensure every transportation decision considers how to eliminate deaths and serious injury on streets, to make project, policy, and program decisions for its roadways. It will ensure that safety is a top priority in all roadway decisions in order to reach the goal of zero roadway deaths and serious injuries. Below is **guidance on how to apply the Safe System Approach framework** through five key objectives as shown in Figure 1:

- **Separating Users in Space.** Provide enough physical space and/or protective barriers between modes of travel to protect the most vulnerable road users.
- **Separating Users in Time.** In locations where people must use the same space, such as an intersections, separate users in time (e.g., a left turn phase or a bike phase at an intersection) to reduce potential conflicts.
- **Increase Visibility.** Ensure people using the street have every opportunity to see each other through intersection design, crossing treatments, street lighting, vegetation maintenance, and other techniques.
- **Increasing Attentiveness.** Expand existing treatments that encourage increased awareness in key locations, such as a rectangular rapid flashing beacons (RRFB) and speed feedback signs, and implement others, such as advanced warning signage and improved bicycle pavement markings. This also includes methods that address distracted driving and other risky driving behaviors.
- **Reducing Speeds.** For vulnerable users, speed is a determining factor in whether the person survives a crash or not. Survivability decreases as speeds rise. Reducing travel speeds, particularly for motor vehicles, will increase safety for all road users.
- **Reducing Impact Forces.** Reduce the potential for injury by reducing crash forces is key to all road users surviving a crash. This includes techniques such as reducing curb radiuses at intersections.

Shift from the Conventional Approach

Adopting and implementing a Safe System Approach can move River Falls towards achieving its goals in a way that the conventional street planning and design approach cannot. Figure 2 shows how the Safe System Approach differs from the conventional approach.

FIGURE 2 Conventional Approach vs. Safe System Approach

Laying the Foundation for Vision Zero

Over the years, River Falls has developed many transportation-related plans. As part of the Safety Action Plan, the following local and regional transportation-related plans and policies were examined to identify a unified, coordinated approach to enhanced transportation safety and align goals, strategies, and priority locations.

FOCUS RIVER FALLS

BIKE & PEDESTRIAN PLAN

March 2023

City of River Falls Plans and Policies:

- Focus River Falls Comprehensive Plan (2023)
- Focus River Falls Bike & Pedestrian Plan (2023)
- Focus River Falls Outdoor Recreation Plan (2023)
- Campus Corridor Concept (2020)
- Sterling Ponds Park Plan (2020)
- Kinnikinnic River Corridor Plan (2019)
- South Main Street Corridor Study (2016)
- Hoffman and Glen Park Master Plans (2015)
- River Falls Code of Ordinances. Title 10 - Vehicles and Traffic
- River Falls Code of Ordinances. Title 12 - Streets, Sidewalks, Other Public Places and Property Use Impacts
- River Falls Code of Ordinances. Title 16 - Subdivisions
- City of River Falls Proposed Budget (2025-2026)
- City of River Falls Capital Improvement Plan (CIP) (2024-2028)
- Engineering Standards for Public Works

Partner Agencies:

- Pierce County Coordinated Public Transit- Human Services Transportation Plan 2024-2028 (2023)
- Pierce County Comprehensive Plan (2017)
- Pierce County Bicycle Plan (2003)
- School District of River Falls Safe Routes to School Plan (2023)
- St. Croix County Safety Action Plan (2025)
- St. Croix County Comprehensive Plan (2024)
- St. Croix County Bicycle and Pedestrian Plan (2017)
- Mississippi River Regional Planning Commission Rising as a Region Comprehensive Plan (2014)
- West Central Wisconsin Regional Planning Commission (WCWRPC) Comprehensive Plan (2010)

The City plans do not explicitly establish a Vision Zero goal and generally do not have eliminating deaths and serious injuries as the priority in public engagement, project selection and prioritization, or recommendations and actions. However, they do create the foundation for the Safety Action Plan. For example, the 2023 Focus River Falls Bike and Pedestrian Plan includes roadway safety as a specific goal and addressed transportation safety in engagement. It establishes vulnerable road user safety as a priority and identifies specific roads that are high risk for people walking and biking, including Main Street, Cascade Avenue, and Division Street. The 2023 Focus River Falls Plans establishes rationale for Vision Zero, Complete Streets, and Safe Routes to School (SRTS) plans and policies. In April 2023, the City committed to a vision zero goal through Resolution 6775 Adopted on 4/25/2023. In May 2026, the City committed to eliminate roadway fatalities and serious injuries by 2040 through Resolution [PLACEHOLDER].

Building upon this foundation, the Safety Action Plan amplifies River Falls' focus on roadway safety with clear intent to eliminate severe crashes. The Safety Action Plan also supports other community goals such as supporting active travel modes and supporting the core purposes of government – to protect the health, safety, and general welfare of the community. Every member of the River Falls community should be empowered to access their daily needs, travel freely through the community, and feel safe while doing so.

02

COMMUNITY ENGAGEMENT

Introduction to Community Engagement

Community input is vital to understand community values, particularly around tradeoffs and balancing values. We may want to shorten the time we spend in the car, reduce congestion, have access to ample on-street parking, allow our kids to walk to school, take a bike ride to the local coffee shop, and stroll with our families to a local football game. These desires do not need to be at odds with one another and finding common themes in input from the public helped shape how the Safety Action Plan recommendations balance competing desires.

Over 500 River Falls community members participated in public engagement activities during the development of the Safety Action Plan. Through three online surveys, two in-person open houses, a virtual mapping activity, a pop-up event, and conversations with the River Falls Business Improvement District Board, residents and key stakeholders were able to share vital information related to their lived experiences traveling around the city. In addition, a Task Force comprised of diverse community representatives guided the development of the Safety Action Plan. Resident and stakeholder feedback provided important insight into existing conditions and differing perspectives that help to understand the roadway and safety culture in River Falls, systemic safety issues, challenging locations, and attitudes about interventions to reduce the risk of fatal and serious injury crashes. This section summarizes the methods used to engage the public and key community input received for this Plan. More details on community input are available in Appendix A: Community Engagement Summaries.

Community feedback is explicitly incorporated in Section 3 Needs & Opportunities to help frame systemic safety issues and locations of concern. Community input was foundational to the development of the recommendations in Section 4 Action Steps and was one of the inputs into the identification of priority locations described in Section 4.3 Priority Locations.

Key Themes

The following highlights key safety and active transportation themes commonly raised by the community, including safety and mobility concerns, priorities, and areas of opportunity

Establish a Culture of Transportation Safety

The community greatly values transportation safety for users of all modes and is supportive of efforts to improve safety for users of all ages and abilities through cultural shifts and changing norms. Residents have expressed a willingness to change their behavior to reduce serious roadway injuries and fatalities.

Opportunities for More Mobility Options

Residents recognize the need to develop pedestrian, bicyclist, and micromobility facilities to support people's ability to travel in a safe and accessible manner regardless of their chosen mode. The community is interested in walking, bicycling, and rolling more, but feels that these modes of transportation are not as safe or accessible as driving. They also believe that devices such as electric bicycles (e-bikes) can enhance the availability of mobility options, although there are concerns surrounding speeding and unsafe behavior of e-bike users.

Maintenance and Connectivity

The community repeatedly stressed the need to improve non-motorized facilities and related infrastructure. They feel that wider sidewalks and trails, along with safer crossings, more lighting, and a more connected non-motorized network would make walking, bicycling, and rolling more accessible and safer. Residents also expressed that maintenance of these facilities is also a high-priority concern.

Common Issues Raised

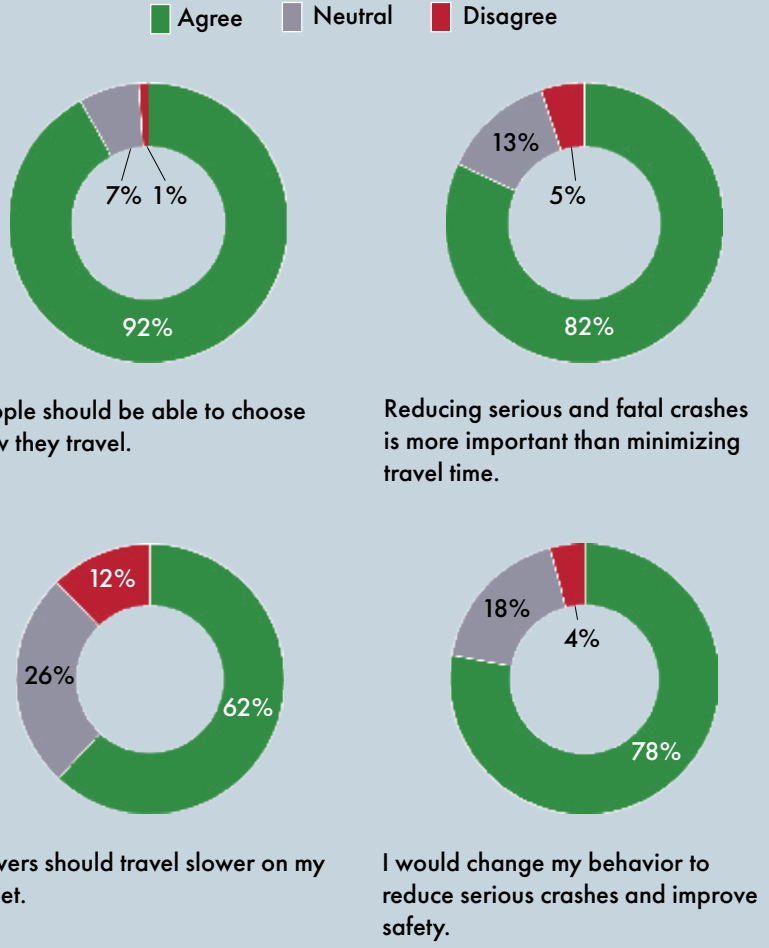
The community identified many safety concerns and pointed out opportunities to enhance safety. The **eight most prevalent topics raised**, along with a few of the specific issues are summarized below.

- **Enhanced pedestrian connections.** Specific issues included more sidewalks, crosswalk visibility, drivers not yielding, lack of ADA accessibility, and concerns about pedestrian safety downtown, at roundabouts, and near parked cars.
- **Improved intersection and pedestrian crossing safety.** Specific issues included poor visibility due to vegetation, confusing signage, unclear who has right-of-way, and need for controlled pedestrian crossings.
- **Better child safety and safety around schools.** Specific issues included unsafe conditions around schools for children walking and biking, lack of school zone enforcement, speeding and reckless driving near schools, and insufficient walking and biking infrastructure near schools.
- **Improved signage and pavement markings.** Specific issues included faced or missing signs and pavement markings, poorly timed signals, unclear signage at major intersections, and a desire for more stop signs and controlled pedestrian crossings.
- **Enhanced bicycle connections and safety.** Specific issues included a lack of safe bike routes across the city, riders sharing space with cars on narrow streets, poor e-bike rider behavior, and a desire for better lighting and education for riders.
- **More enforcement.** Specific issues included a desire for more visible presence of law enforcement, enforcement of failure to stop/yield, and enforcement of speed limits.
- **Poor driver behavior.** Specific issues included distracted driving, falure to yield for pedestrians, failure to stop at stop signs, and excessive speeding, especially on residential streets.
- **Poor infrastructure condition.** Specific issues included damaged sidewalks, trip hazards on sidewalks, and poor winter mainteance.

Other Key Community Input on Values

The initial survey, which included input from **334 individuals**, provides insights into community values, especially those relating to tradeoffs. As shown in Figure 3, the community values safety and is willing to prioritize the safety of all roadway users regardless of the mode of travel chosen.

FIGURE 3 Community Values Responses



03

NEEDS & OPPORTUNITIES

Introduction to Needs and Opportunities

Crash data from 2014-2023 on all roadways within or owned by the City of River Falls, along with roadway and contextual data, were used to assess overall crash trends, a High Injury Network, and a High Risk Network. In addition, public input was collected to contextualize safety issues and identify those safety concerns only apparent from lived experiences on River Falls roadways. Finally, an analysis was conducted to identify where negative transportation safety impacts have overburdened certain community members.

There is a heavy focus on fatal and serious injury crashes in this analysis because it is based on the City's goal of eliminating fatalities and serious injuries resulting from traffic crashes. This section establishes a common understanding of the variables related to fatal and serious injury crashes and identifies focus areas that serve as the foundation for the recommended infrastructure and non-infrastructure action steps in Section 4 Action Steps.

The detailed safety analysis and community engagement summary, which were used to inform the development of this section, are included in the appendices.

Key Terms

FSI crashes = fatal and serious injury crashes. Fatal crashes are those that result in death of at least one person. Serious injury crashes are those that result in at least one person sustaining an injury that prevents them from carrying out normal daily activities.

MPI crashes = minor or possible injury crashes. Minor injury crashes are those that result in at least one person sustaining an injury but that injury does not prevent them from carrying out normal daily activities. Possible injury crashes are those that result in at least one person reporting to be injured but said injury is not visible or apparent.

PDO crashes = property damage only crashes. PDO crashes result in the damage of property but do not result in an injury or fatality.

Total crashes = combination of all crashes, regardless of severity (FSI, MPI, and PDO crashes)

Motorist crashes = crashes that involve at least one motor vehicle and do not involve a bicyclist or pedestrian.

Pedestrian crashes = crashes that involve someone walking or using a personal mobility device such as a wheelchair.

Bicyclist crashes = crashes that involve someone on a bicycle or similar type device.

VRU crashes = vulnerable road user crashes. VRU crashes are those that involve a pedestrian or bicyclists (or other similar road user).

Key Findings

- Enhance the safety of vulnerable road users
- Enhance intersection safety
- Improve general safety near schools, especially for children walking and biking
- Primary locations where the safety data and community input overlap to support safety interventions include:
  - North Main Street and Division Street intersection area
  - South Main Street and Cascade Avenue intersection area
  - North Main Street and Paulson Road / Sullivan Court intersection area
- Improve safety outcomes for socially vulnerable populations that rely more heavily on walking, rolling, or bicycling, including:
  - People living in poverty
  - People living in zero vehicle households
  - Young people
  - Older adults

General Crash Trends

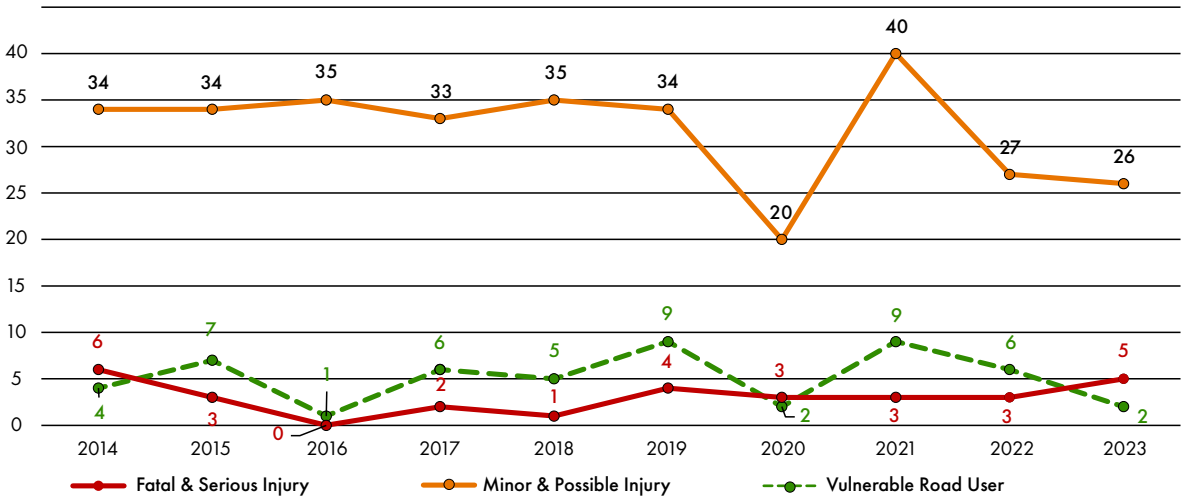
Over the past ten years, there have been 30 severe crashes that led to one person dying and 37 people suffering serious injuries. This averaged out to about one fatal and serious injury crash every four months. These death and serious injury crashes are not consistent with the goal of zero serious injuries and fatalities on River Falls roadways.

Vulnerable road users are individuals using a roadway that are not within (protected by) a motor vehicle and are therefore more vulnerable to death or serious injury if they are involved in a crash. Vulnerable road users include pedestrians (people walking or using personal mobility devices) and bicyclists (people on a bicycle or similar device). There were 51 vulnerable road user crashes over the past ten years, averaging out to five crashes every year. Of these, eleven resulted in fatal or serious injuries, including one fatal pedestrian crash.

In addition, 318 crashes led to 181 people sustaining minor injuries and 217 people sustaining possible injuries. This averaged out to about one minor and possible injury crash every two weeks. Although it is not the goal of this Safety Action Plan to eliminate minor and possible injury crashes, these crashes can indicate locations, crash types, or circumstances that have greater potential for severe crashes.

The fatal and serious injury, minor and possible injury, and vulnerable road user crashes from 2014 through 2023 are shown in Figure 4. Without systemic and targeted interventions, the trend of continued fatal and serious injury crashes is anticipated to continue.

FIGURE 4 Crashes by Year



Vulnerable Road Users are More At-Risk

In River Falls, vulnerable road users, especially pedestrians, are at elevated risk of serious injury and death when involved in a crash, as shown in Figure 5. In addition, **Vulnerable road user crashes comprised 2% of all crashes but 37% of fatal and serious injury crashes.** Of the eleven vulnerable road user fatal and serious injury crashes, 91% involved a pedestrian and 9% involved a bicyclist. This indicates the need to focus safety strategies on reducing conflicts between travel modes and prioritizing those that are most vulnerable.

Community input also emphasized the need to improve vulnerable road user safety. **Of the eight most common issues raised by the public, five were directly related to vulnerable road users** – enhanced pedestrian connections, improved intersection and pedestrian crossing safety, better child safety and safety around schools, enhanced bicycle connections and safety, and poor infrastructure condition. The public explicitly identified vulnerable road user safety issues including pedestrian safety in downtown, pedestrians near parked cars, a lack of Americans with Disabilities Act (ADA) accessibility, gaps in the sidewalk network, a lack of safe bicycling routes, bicyclists having to share space with drivers, and poor e-bike rider behaviors. When asked if they feel safe when using individual modes, the community members resoundingly stated they feel more unsafe when walking, using a mobility device, riding a bicycle, or riding an e-scooter compared to driving or riding in a motor vehicle, as shown in Figure 6.

FIGURE 5 Crash Severity by Mode

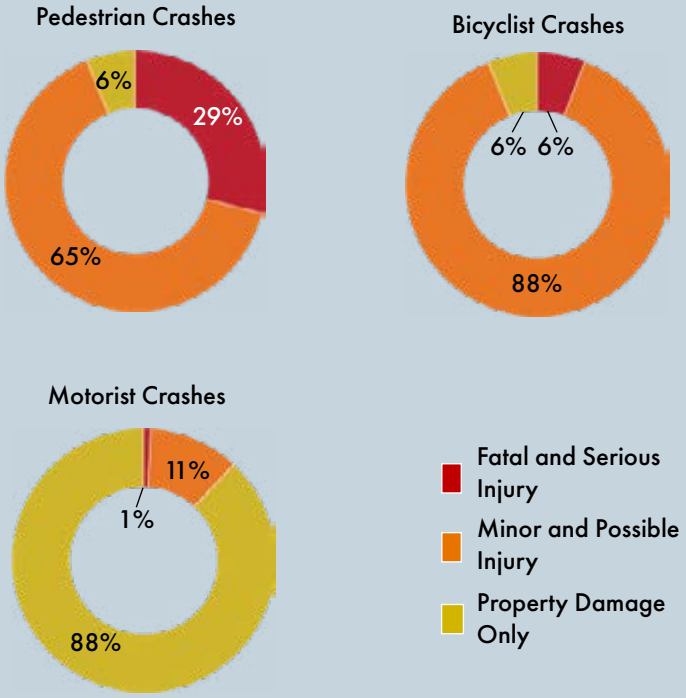
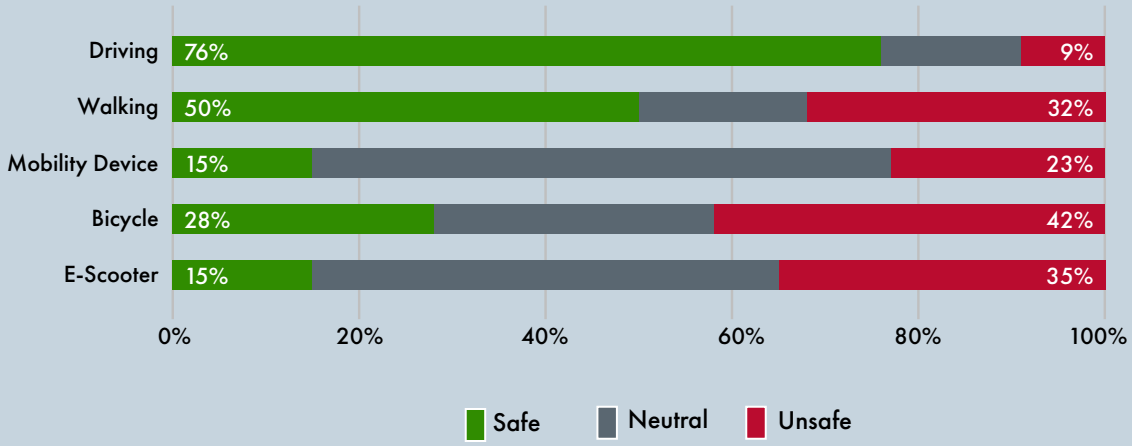


FIGURE 6 Community Input on Safety by Mode



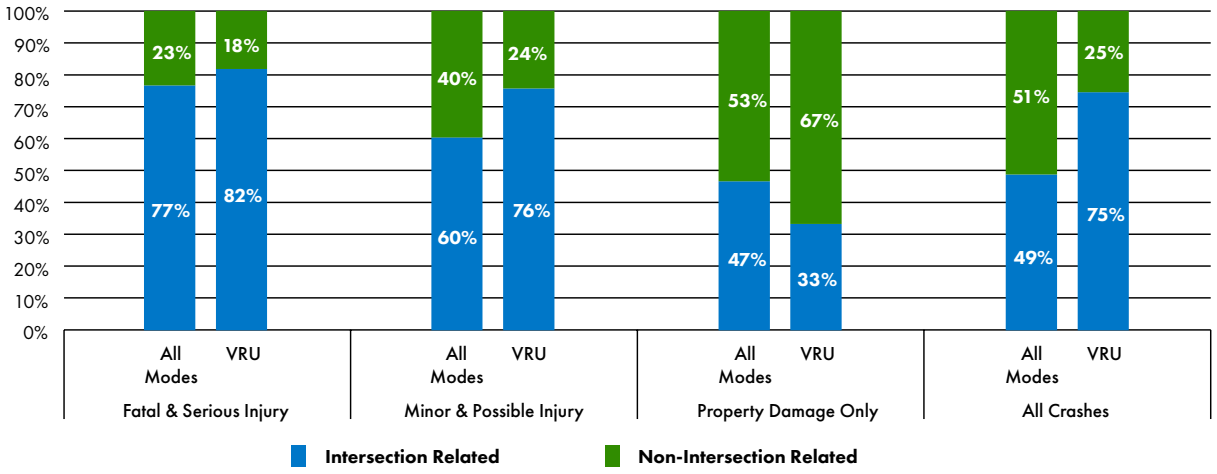
Intersection Crashes Are More Dangerous, Especially for Vulnerable Road Users

Crashes at intersections are more likely to lead to a death or serious injury than crashes between intersections. Although 49% of all crashes occurred at intersections, 77% of fatal and serious injury crashes occurred at intersections, as shown in Figure 7. In addition, vulnerable road user crashes are more likely to occur at intersections, and they are more likely to lead to death or serious injury. Although 75% of all vulnerable road user crashes occurred at intersections, 82% of vulnerable road user fatal and serious injury crashes occurred at intersections. This data indicates the need for safety strategies that focus on reducing conflicts and speeds at intersections.

In addition, the most common crash types that result in fatal or serious injuries also support the two points that vulnerable road users and intersections are a primary safety issue. No Collision with Another Vehicle crashes and Angle crashes were the most common crash types resulting in death or serious injury, comprising 47% and 23% of fatal and serious injury crashes respectively. No Collision with Another Vehicle crashes were most commonly pedestrian crashes, which were more prevalent at intersections. Angle crashes most commonly happen at intersections when vehicles are crossing the path of other vehicles or turning across traffic.

Community input also emphasized the safety challenges at intersections, particularly for vulnerable road users. The top two issues raised by the public were directly related to intersections, with particular emphasis on vulnerable road users – enhanced pedestrian connections, and improved intersection and pedestrian crossing safety. All but one of the top issues raised by the public directly relates to intersection safety. The public explicitly identified intersection safety issues including poor crosswalk visibility, drivers not yielding, poor visibility due to vegetation, concerns about pedestrian safety at roundabouts, failure to stop at stop signs, poor pavement marking maintenance, unclear signage at major intersections, and the desire for more controlled pedestrian crossings and lighting.

FIGURE 7 Intersection-Related Crashes by Severity

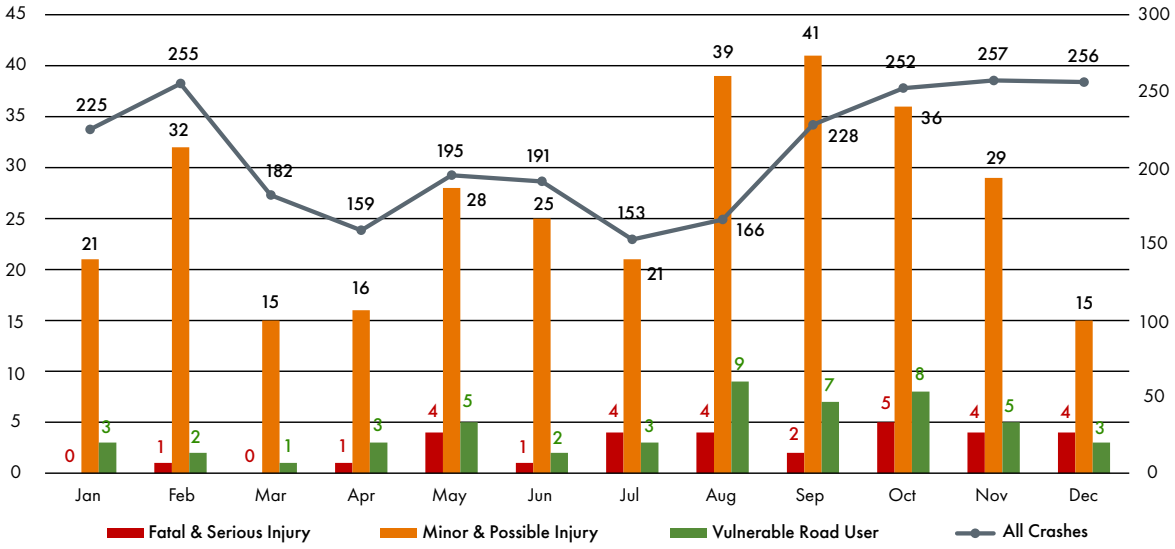


Fall is More Dangerous for Vulnerable Road Users

Vulnerable road user crashes are highest in the late summer and early fall. In the three months of August, September, and October, 47% of vulnerable road user crashes occurred. These months coincide with back to school for K-12 students as well as University of Wisconsin – River Falls students. Minor and possible injury crashes also spiked in these months as 36% of minor and possible injury crashes occurred from August to October, as shown in Figure 8. Fatal and serious injury crashes are more likely to occur in the latter half of the year as 77% occurred from July to December. This data indicates the need for safety strategies to address vulnerable road users of all ages including children, school-aged drivers, and all road users that are new to the community.

Community input also emphasized the need to improve safety around schools, particularly K-12 schools. **Better child safety and safety around schools was the third most common issue raised by the public and many of the other common issues touch on youth safety and safety around schools**, particularly for children walking and biking. The public explicitly identified school safety issues including insufficient walking and biking infrastructure near schools, speeding and reckless driving near schools, a lack of school zone enforcement, and a general desire for better child safety and safety around schools.

FIGURE 8 Crashes by Month



General Crash Locations

High Injury Network

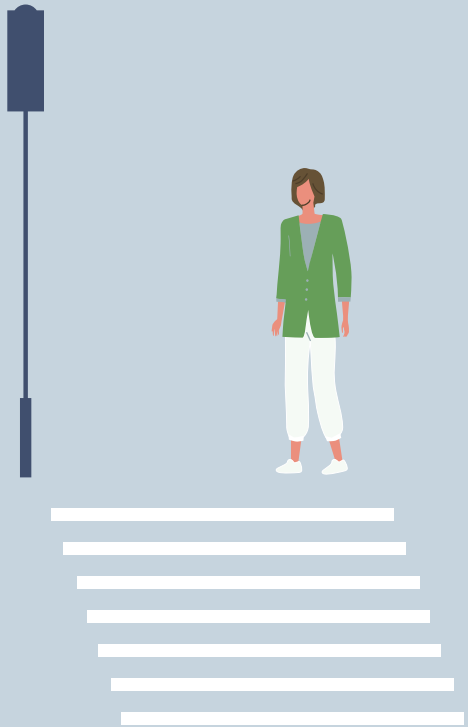
A High Injury Network identifies a subset of roadways within River Falls with historically elevated crash densities resulting in injuries, with added weight for more severe crashes.

The High Injury Network for all modes and all roadways in River Falls, as shown in Map 1, highlights 15% of the roadway network on which 100% of fatal and serious injury crashes and 80% of minor and possible injury crashes occurred. The High Injury Network shows three gradations – Very High, High, and Medium – each representing about 5% of the roadway network with Very High representing the portions of the network with the highest weighted crash densities. Targeting systemic safety treatments on High Injury Network roadways has the potential to address most severe crashes.

High Injury Networks

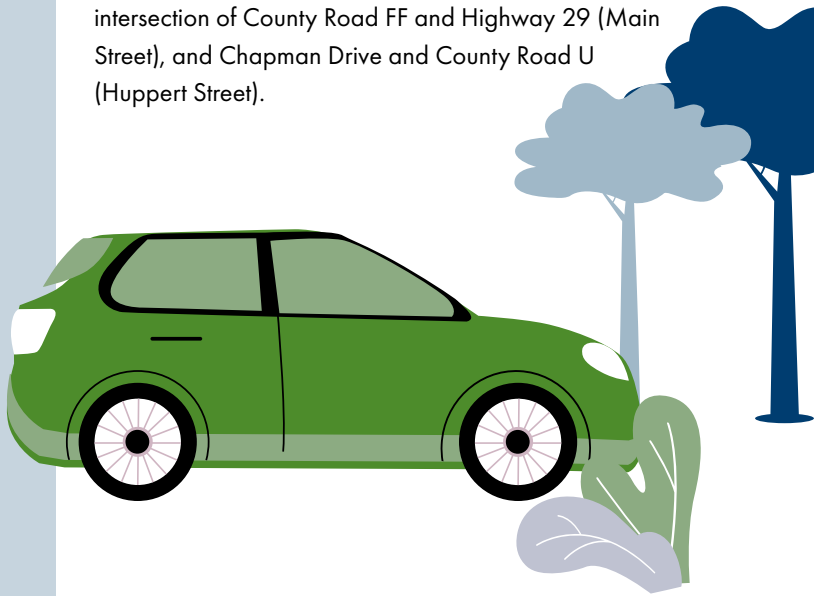
Six individual High Injury Networks (HINs) were developed as part of the Safety Action Plan. These include three mode-specific HINs for all roadways and three mode-specific HINs for local roadways only. The mode-specific HINs include vulnerable road users, motorists, and all modes. The local roadway HINs provide focus for roadways in direct control of the City of River Falls.

These HINs, along with details about the HIN development methodology used and results, can be found in Appendix B: Safety Analysis.

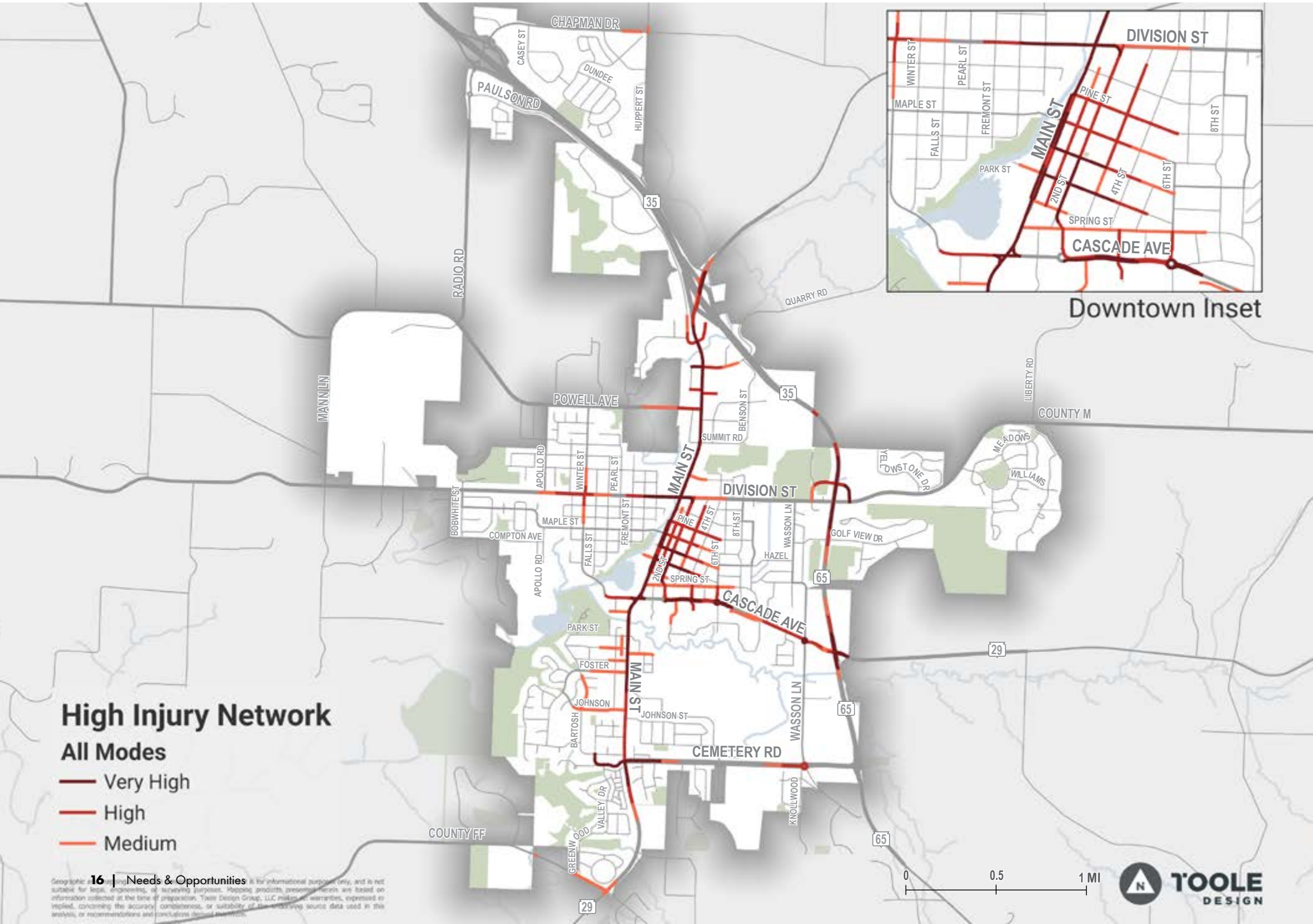


Key Takeaways: High Injury Network

High Injury Network roadways are primarily on main throughfares in River Falls, downtown and east of downtown, and near intersections along Highway 35. Major thoroughfares on the High Injury Network include Main Street from Highway 35 to south of Cemetery Road, Division Street from Apollo Road to 7th Street, Cascade Avenue from Winter Street to Highway 35, and Cemetery Road around Main Street and west of Wasson Lane. In addition to Main Street, many of the roadways east of Main Street between Division Street to the north, Cascade Avenue to the south, and 6th Street to the east are on the High Injury Network, including portions of 2nd Street. Highway 35 near Cascade Avenue and near Division Street as well as the ramps at Division Street are on the High Injury Network. Other High Injury Network roadways include connections to Main Street between Highway 35 and Division Street and between Cascade Avenue and Cemetery Road, Winter Street near Division Street, around the intersection of County Road FF and Highway 29 (Main Street), and Chapman Drive and County Road U (Huppert Street).



MAP 1 High Injury Network



High Risk Network

The High Risk Network identifies roadways that have a higher risk of fatal and injury crashes based upon roadway and contextual factors found to correlate with elevated risk of fatal, serious injury, and injury crashes. Where the High Injury Network looks at historic crashes, the High Risk Network is intended to proactively identify roadways that have higher injury crash risk. The High Risk Network could include roadways that do not have a history of fatal or injury crashes, but share similar factors to roadways that do.

Many factors were considered but were limited based upon available data. **Factors found to correlate with higher-than-average frequency of fatal and injury crashes** in order from most-correlated to least-correlated include:

- Areas within 1/8 of a mile of the library
- Roadways classified as principal arterials
- Roadways with a speed limit of 30 or 35 MPH
- Areas with high poverty
- Areas within 1/4 of a mile of the University of Wisconsin – River Falls (UWRF)
- Roadways classified as minor arterials
- Areas with high zero vehicle households
- Areas within 1/8 of a mile of a school
- Roadways with a speed limit of 40 MPH or more
- Areas with a high senior population
- Areas with a high youth population

Additional details on the High Risk Network methodology and results are available in Appendix B: Safety Analysis. When evaluating the High Risk Network, it is important to keep in mind that these factors do not necessarily indicate a causal relationship, nor that these individual factors should be the target of safety improvement measures. For example, though the presence of nearby pedestrian generators may be found as a factor that correlates with elevated pedestrian crash frequencies, this does not mean that these generators should be removed, but instead that facilities near such generators may require additional safety investment.

Key Takeaways: High Risk Network

The High Risk Network (see Map 2) represents 23% of the roadway network with 4% classified as Very High, 4% as High, and 15% as Medium. **The High Risk Network identifies many of the same roadways as the High Injury Network including Main Street, Cemetery Road, Division Street, and the area east of Downtown.** The overlaps of the High Injury Network and High Risk Network are illustrated in Map 3. Beyond those roadways on the High Injury Network, the High Risk Network roadways include:

- Roadways in the University of Wisconsin River Falls south of Cascade Avenue
- Roadways north of Cascade Avenue between Wasson Lane and 6th Street
- Roadways northeast of the Main Street and Division Street intersection

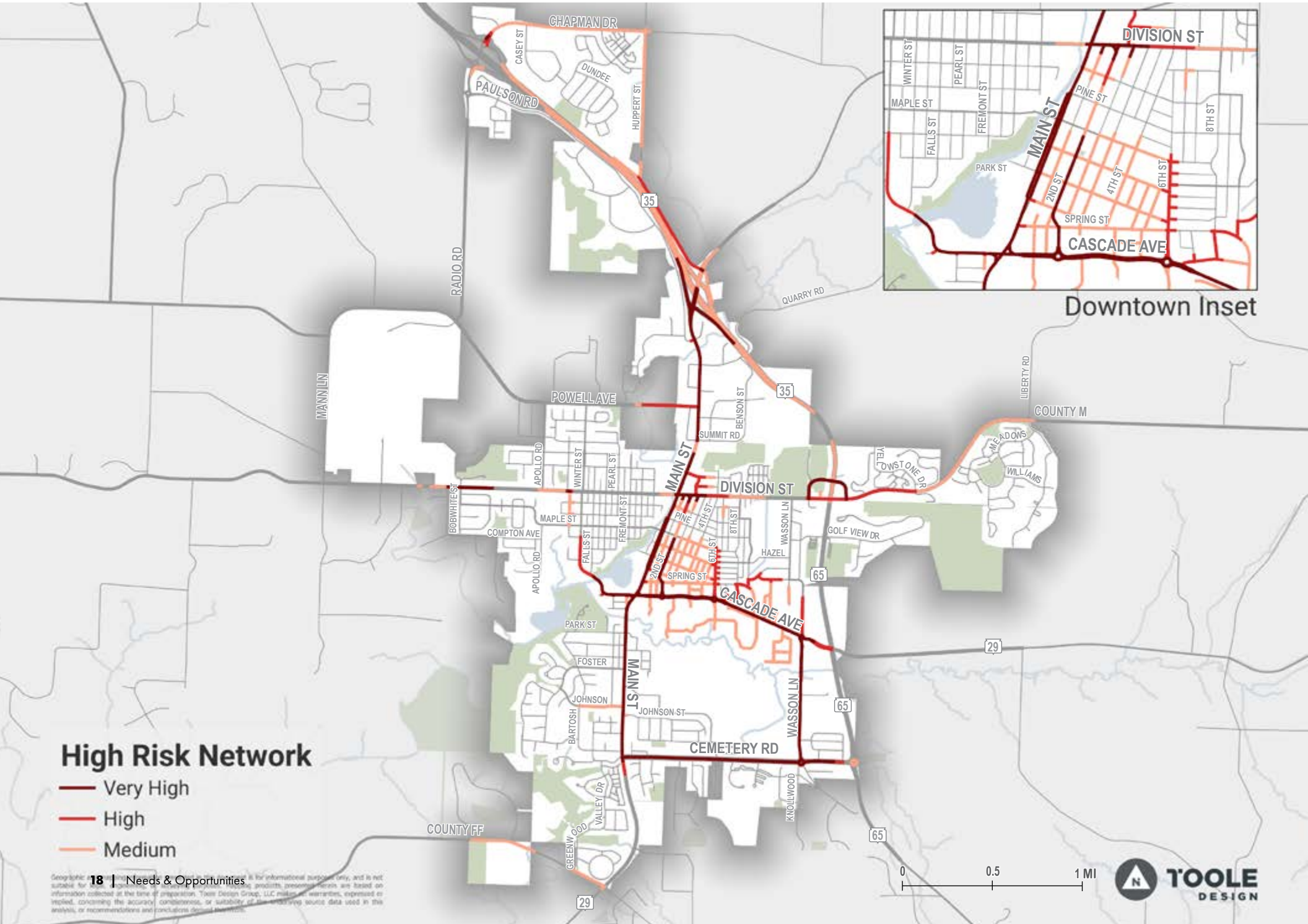
North/South Streets

- Highway 35 north of Division Street to Chapman Drive/Radio Road
- Wasson Lane from Cemetery Road to north of Cascade Avenue
- Huppert Street from Chapman Drive to Highway 35

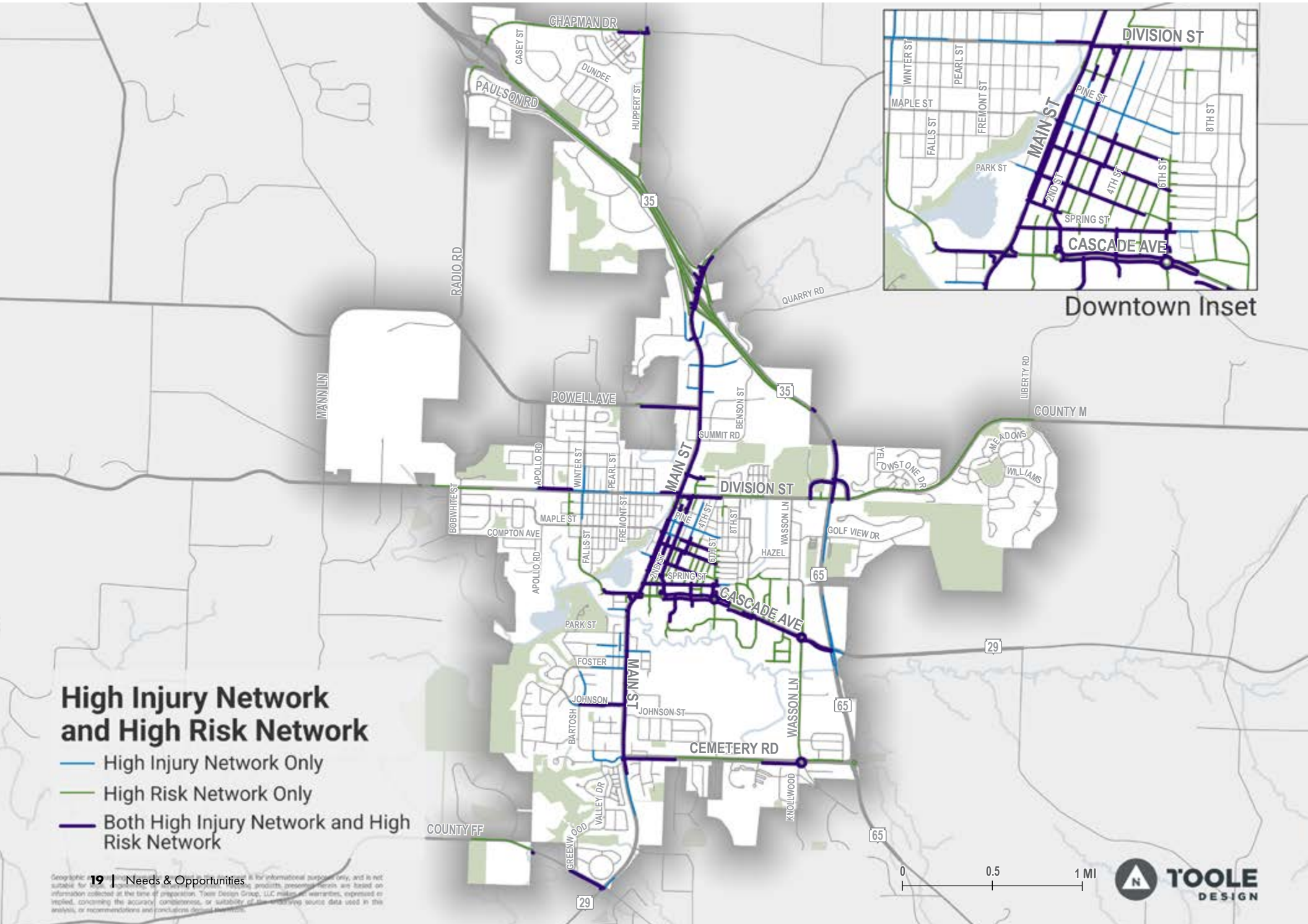
East/West Streets

- Cemetery Road completely from Main Street to Highway 35
- Division Street from Highway 35 to Liberty Road
- Winter Street from Cascade Avenue to Elm Street
- Division Street near Dry Run Road/Bobwhite Street
- Chapman Drive from Highway 35 to Huppert Street

MAP 2 High Risk Network



MAP 3 High Injury Network and High Risk Network Overlap



Community Input on Locations

There are many locations throughout River Falls that were identified by the public as unsafe, primarily at intersections along major streets. The unsafe locations identified by the public are summarized in this section and shown in Map 4. The High Injury Network, High Risk Network, and overlap of the High Injury Network and High Risk Network are overlaid on the public comment densities. A summary of the locations and corridors where high comment densities overlap the High Injury Network and High Risk Network are provided below. Although not specifically identified as priority locations, these overlaps show places in River Falls where there is a high degree of alignment of need and support to implement safety interventions. Section 4.3 Priority Locations identifies the priorities for the Safety Action Plan, which takes these and other factors into account based upon community values. More details on the unsafe locations can be found in Appendix A: Community Engagement Summaries.

Most Common Community-Identified Unsafe Locations

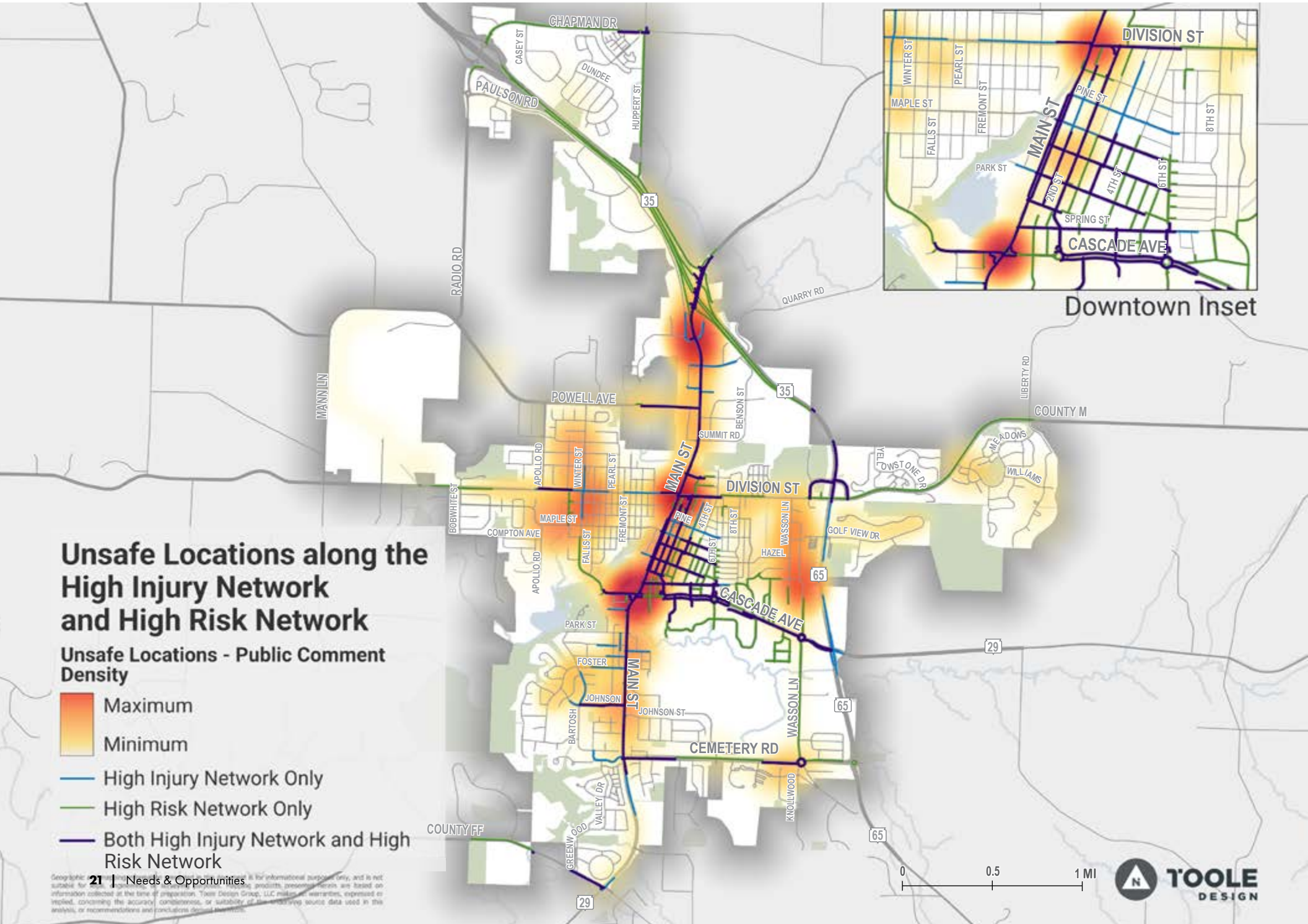
- North Main Street from Division to Highway 35
- The North Main Street and Division Street intersection received the most comments
- The North Main Street and Paulson Road/Sullivan Court intersection received the third most comments
- South Main with particular emphasis near Johnson Street and near Park Street
- The South Main Street and Cascade Avenue intersection received the second most comments
- Main Street through Downtown and 2nd Street
- Wasson Lane north of Cascade Avenue to Division Street with particular emphasis on the intersections at Cudd Avenue/Morgan Road, Golf View Drive, and Division Street
- Area around Westside Elementary School with particular emphasis on the Maple Street and Apollo Road intersection and Maple Street curve, the Maple Street and Winter Street intersection, and the Division Street and Winter Street intersection

Overlap of Community-Identified Unsafe Locations, High Injury Network, and High Risk Network

- North Main Street and Division Street intersection area
- South Main Street and Cascade Avenue intersection area
- North Main Street and Paulson Road/Sullivan Court intersection area

In addition to the areas of overlap, there are areas where the public identified safety concerns but there is no history of injury crashes. Examples of locations where this occurs include Maple Street near Apollo Road and Wasson Lane between Morgan Road and Division Street. This shows the need to proactively address safety issues rather than just waiting for crashes to occur. It is important to balance reactive safety strategies based upon crash history with proactive safety strategies that address safety issues and unsafe locations that have not had a history of injury crashes.

MAP 4 Community Identified Unsafe Locations Along the High Injury Network and High Risk Network



Traffic Safety and Vulnerabilities

Demographic and socioeconomic groups are impacted by crashes differently and access to safe mobility options are not always available to all neighborhoods and groups. River Falls recognizes the need to remove transportation barriers for all people, particularly for those who do not drive due to ability, income, age, or a combination of these factors. Walking, rolling, and biking play a vital role in the overall transportation system by offering increased mobility, independence, and access to opportunities for people without vehicles. Removing barriers for vulnerable road users will enhance safe mobility, addressing disparities in the transportation system.

Historically marginalized groups are more likely to shoulder transportation system burdens or have limited benefits of the system because of the ongoing effects of past policies and investment patterns, which often result in disparate transportation experiences. Because of this context, it is important to consider how these groups are impacted by existing conditions and how they will be impacted by future and planned transportation projects and policies.

Crash Risk for Vulnerble Groups

To better understand which community groups in River Falls may be disproportionately impacted by traffic safety issues, four socially vulnerable populations were identified, and traffic crash impacts were assessed. These were based on the findings of the High Risk Network, that **roadways within areas with higher concentrations of young people, older adults, people in poverty, and people without access to a vehicle had higher-than-average frequencies of fatal and injury crashes.** These population groups are also more likely to rely on walking, rolling, and biking and people using these modes are most vulnerable to fatal and serious injury crashes, as described below.

High concentrations of the four population groups were compared to the locations of injury crashes. The results show that all four socially vulnerable groups are overrepresented in fatal and injury crashes in River Falls. Roadways located within areas with higher concentrations of all four vulnerable groups had a much higher density of fatal and serious injury crashes than roadways located outside of these areas (see Table 1). Roadways within areas with higher proportions of people living in poverty had the highest concentration of fatal and serious injury crashes, followed by areas with higher proportions of zero vehicle households.

Vulnerable populations in River Falls, which already experience the highest degree of barriers to access, are additionally overburdened by poor safety outcomes. When implementing policies, selecting roadway projects to implement, and scoping roadway projects, socially vulnerable populations should be a primary consideration to help mitigate poor safety outcomes for vulnerable populations. The High Risk Network can be used to identify roadways within areas with higher concentrations of vulnerable populations that also have additional elevated crash risk factors.

- **Young People.** People younger than 18 are particularly vulnerable to roadway crashes, especially when riding a bicycle, and are at elevated risk as drivers. Young people are dramatically overrepresented in crash data, including serious injury and fatal crashes.[1] Youth represent 17.3% of the total population in River Falls.
- **Older Adults.** People 65 and older represent an increasing percentage of vulnerable roadway users. This group is more at risk while using any mode of travel because of increased susceptibility to injury and cognitive and sensory changes.[2] Older adults represent 11.6% of the population in River Falls.
- **Poverty.** The barriers of car ownership disproportionately impact people living in poverty, making them more likely to rely on walking, biking, or taking transit to access their daily needs and more vulnerable to transportation safety risks. Because planning practices have historically marginalized groups, people in poverty are also likely to represent other vulnerability demographics that are not represented in this analysis, such as race or disability, which can compound risk factors. People in poverty represent 15.1% of the population in River Falls.
- **No Access to Vehicle.** Similar to people in poverty, households with limited or no access to a vehicle have limited transportation options and are more exposed to safety risks of the transportation system. Research shows concentrated areas of populations with no vehicle access generally exhibit higher rates of traffic crashes, likely because these groups are more likely to walk out of necessity rather than leisure.[3] No vehicle households represent 5% of the population in River Falls.

1 Centers for Disease Control and Prevention. "Risk Factors for Teen Drivers." Teen Drivers, 4 Aug. 2025, www.cdc.gov/teen-drivers/risk-factors/index.html

2 Ungureanu, Stefania et al. "Silent Dangers: The Growing Vulnerability of Older Adults in Fatal Road Traffic Accidents." Cureus vol. 17,3 e80712. 17 Mar. 2025, doi:10.7759/cureus.80712

3 Dumbaugh, Eric, and Jonathan Stiles. 2025. "Social Vulnerability: A Review of the Literature on Pedestrian Crash Risk in Lower-Income and Minority Communities". Journal of Transport and Land Use 18 (1):221-35. https://doi.org/10.5198/jtlu.2025.2547.

TABLE 1 Fatal and Injury Crashes within Individual High Vulnerability Areas

Crash Type	High Concentration of Zero Vehicle Households	High Concentration of Poverty	High Conccentration of Youth	High Concentration of Older Adults	Low Concentration of Vulnerable Populations*
Roadway Mileage	56.3	33.9	54.1	63.6	22.3
Fatal and Serious Injury	18	13	14	17	4
Fatal and Serious Injury Crashes per Mile	.32	.38	.26	.27	.18
Fatal, Serious, Minor, and Possible Injury	236	166	192	228	18
Fatal, Serious, Minor, and Possible Injury per Mile	4.20	4.90	3.55	3.58	0.81

*Vulnerable populations are a composite of the four vulnerability categories, defined as areas with a high concentration of one or more of the following: zero-vehicle households, individuals living in poverty, youth, or older adults.

04

ACTION STEPS

Introduction to Action Steps

The action steps recommended in the Safety Action Plan are based in the Safe System Approach and a fundamental recognition that people make mistakes and that those mistakes should not result in serious injury or death. It also shifts away from assuming deaths and serious injuries from crashes on our streets are inevitable, rather, they are preventable. This paradigm shift requires a comprehensive and coordinated approach of infrastructure investments complemented by a suite of policies and programs that shift from a purely reactive approach to one that also involves proactive safety approaches.

The River Falls community greatly values transportation safety for users of all modes and is supportive of policies and programs that cultivate a culture of safety for users of all ages and abilities. Safety actions steps recommended in the Safety Action Plan are laid on the foundational community need and desire to **enhance the safety of vulnerable road users, enhance intersection safety, and improve general safety near schools**, especially for children walking and biking. In addition, the community is willing to prioritize safety over minimizing travel time and change their behaviors to reduce the risk of severe crashes. Establishing a culture of street safety and addressing safety issues systemically and along priority roadways and intersections should be at the core of all decisions, informing educational campaigns, traffic enforcement, plan and policy updates, project prioritization, and other strategies to prevent fatalities and serious injuries on the street network.

Policies and Programs

The policy and program **action steps are organized around the objectives of the Safe System Approach** – safe road users, safe vehicles, safe speeds, safe roads, and post-crash care. This means focusing on reducing the risk of severe crashes, limiting their impact when they occur, and supporting a culture of safety for everyone.

The following priority policies and programs were informed by crash data analysis, crash risk analysis, community input, and community values. Many of these actions formalize or expand existing City and partner agency efforts. Comprehensively, these policies and programs provide a framework for institutionalizing safety into everyday decisions and supporting a systemic approach to reducing, and ultimately eliminating, fatal and serious injury crashes in River Falls.

General Safety

Safety Action Plan Task Force

The Safety Action Plan Task Force led the development of the Safety Action Plan. It is important to maintain the energy of their efforts to ensure that recommendations are implemented and outcomes monitored to track progress toward achieving zero fatalities and serious injuries. The Task Force should keep City Council updated about capital projects and policies that work to prioritize a safety first strategy and work collaboratively to foster a positive safety culture in the community. Additional responsibilities for the Task Force are identified in the "Tracking Progress" section.

Key Outcomes: Shift to a safety culture and institutionalize safety into projects, programs, and policies.

Lead Agency (Supporting Partners): Safety Action Plan Task Force (Community Development Department and Engineering Department).

Timeframe: Short-term

Reporting

Track and annually report on safety performance measures identified in Section 5 Progress Tracking. In addition, conduct pre- and post-project operational studies to understand safety and use impacts from recent, and future, transportation infrastructure projects and report the results.

Timeframe:
- **Short-term = 1 - 3 years**
- **Medium-term = 3 - 5 years**
- **Long-term = 5+ years**

Key Outcomes: Enhance understanding of trends related to roadway safety in River Falls, effectiveness of safety programs, and impacts of infrastructure projects.

Lead Agency (Supporting Partners): Safety Action Plan Task Force (Community Development Department and Engineering Department).

Timeframe: Short-term and ongoing

New and Updated Plans

Moving forward, ensure all City plans are aligned with the Safe System Approach and Safety Action Plan recommendations, coordinating consistency in goals and priorities, recommendations, and projects. Each new plan should incorporate the Safe System Approach and the City should use Appendix C: Policy and Program Analysis to update existing plans, as appropriate, to support the Safey Action Plan. As plans are updated, consider goals and supportive ordinances that promote walkable and bikeable development patterns with streetscapes that encourage slower speeds.

Key Outcomes: Improved coordination and consistency and support a shift to a safety culture and integrate safety into all aspects of community development and operations.

Lead Agency (Supporting Partners): All Departments.

Timeframe: Short-term and ongoing

Vision Zero Resolutions

The City should encourage partner jurisdictions that own roadways in the River Falls community to adopt Vision Zero commitments that reflects a commitment to reduce and ultimately eliminate roadway fatalities and life-altering injuries.

Key Outcomes: Shift to a safety culture and foster a coordinated effort to address transportation safety.

Lead Agency (Supporting Partners): Safety Action Plan Task Force (WisDOT, counties, townships, Mississippi River Regional Planning Commission, West Central Wisconsin Regional Planning Commission, school district, and UWRF).

Timeframe: Short-term

Updated Safety Action Plan

Update the Safety Action Plan, or individual components, on a regular basis (every 3-5 years) to reflect new data, emerging trends and risks, completed projects, changing demographics and land use, and maintain eligibility for federal, state, and other funding opportunities.

Key Outcomes: Maintain funding eligibility and continuously improve safety practices to achieve zero roadway fatalities and serious injuries.

Lead Agency (Supporting Partners): Safety Action Plan Task Force (Community Development Department, Emergency Medical Services Department, Engineering Department, Police Department, and Public Works Department).

Timeframe: Medium-term and ongoing

Safe Road Users

Community Capacity Building

Use hands-on engagement strategies to help community members participate in project visioning, experience proposed changes, and provide feedback. These could include pop-up demonstrations, temporary installations, and interactive events around new permanent or temporary safety projects. Examples could include starting a monthly walking school bus program at local elementary schools, hosting a "bike kitchen" at a local high school to teach students how to safety maintain e-bikes, pairing safety demonstrations with existing local events, etc.

Key Outcomes: Build and increase long-term capacity of community members to advocate for roadway safety and meaningfully engage in traffic safety improvements.

Lead Agency (Supporting Partners): Engineering Department (Community Development Department, Police Department, community-based organizations, and schools).

Timeframe: Medium-term

Technology

Assess the opportunity of implementing new technologies to mitigate risky driving behaviors such as distracted driving detection and feedback signs. Other similar technologies can mitigate existing safety issues such as speeding detection and feedback. Educating and promoting the safety benefits of Intelligent Speed Assist (ISA) to parents and proactively installing this technology can help to address unsafe driving by youth. As technologies are considered and implemented, current best practices should be followed.

Key Outcomes: Reduced risky driving behaviors.

Lead Agency (Supporting Partners): Engineering Department (Police Department).

Timeframe: Medium-term

City Staff Capacity Building, Culture, and Practices

Update/establish policies that require staff to follow traffic safety rules and use best practices when traveling and working within street right-of-way. Regular training should be provided on the Safe System Approach and translating it into everyday decisions and actions for all City departments to break down traditional safety silos since everyone has a role to play in achieving zero.

Key Outcomes: Institutionalize roadway safety into all City department processes and practices.

Lead Agency (Supporting Partners): Human Resources Department (all other Departments).

Timeframe: Short-term

Vision Zero and Safety Related Campaigns

Partner with Pierce and St. Croix Counties, townships, regional agencies, and schools to develop a public education campaign(s) to raise awareness about Vision Zero and the role of community members in creating and promoting safe streets. Collaborate with diverse community members to design and implement campaigns. Consider hiring a marketing firm with experience in transportation safety messaging and partner with advocacy groups to help promote the campaign. Promote proper terms (crash vs. accident) and narratives (facts vs. victim blaming) when discussing traffic safety topics.

Key Outcomes: Reduced risky driving behaviors.

Lead Agency (Supporting Partners): Engineering Department (Police Department).

Timeframe: Medium-term

Roadway Safety Education

Coordinate with roadway safety partners to leverage existing resources (e.g., NHTSA communication calendar, FHWA, WisDOT) on traffic safety messaging for all modes with a particular focus on safety issues in River Falls, such as pedestrian safety and intersections. Develop and provide targeted, age-appropriate outreach and education on the safe and lawful operation of electric scooters and e-bikes, with a focus on speed management, yielding, and predictable behavior to reduce crash risk and injuries. Utilize public events and campaigns to incorporate safety education. Consider creating events focused on promoting traffic safety such as community walks, bike rides, open streets, bike buses, ciclovia events, and bike / walk to work / school day.

Key Outcomes: Increase traffic safety awareness, shift to a safety culture, and foster a coordinated effort to address transportation safety.

Lead Agency (Supporting Partners): Administration Department (Police Department, Engineering Department, Safety Action Plan Task Force, counties, townships, Mississippi River Regional Planning Commission, West Central Wisconsin Regional Planning Commission, school district, and UWRF).

Timeframe: Short-term

Safe Vehicles

City Fleet Vehicles

Ensure municipal fleet vehicles are appropriately sized and equipped with safety enhancing equipment such as telematics to improve routing and driver safety, truck side guards to prevent underride crashes with people walking and biking, intelligent speed assistance to prevent speeding and reduce liability claims, upgraded mirrors and blind zone detection / cameras to enhance visibility, and other technologies that support and reinforce safe operating practices. An assessment of the City's fleet would help identify opportunities for improved safety and integrate best practices.

Key Outcomes: Reduced frequency and severity of crashes involving City vehicles.

Lead Agency (Supporting Partners): Finance Department (Emergency Medical Services Department, Fire Department, Parks and Recreation Department, Police Department, Public Works Department, and Utilities Department).

Timeframe: Medium-term

City Contractor Fleet Safety Requirements

Require contractors working on City-funded projects to meet basic fleet safety standards, including driver training, vehicle safety equipment, and safe operating practices that are consistent with the Safe System Approach.

Key Outcomes: Reduced frequency and severity of crashes involving contractor vehicles operating for City projects.

Lead Agency (Supporting Partners): Finance Department (Emergency Medical Services Department, Fire Department, Parks and Recreation Department, Police Department, Public Works Department, and Utilities Department).

Timeframe: Long-term

Safe Speeds

School Zones

Improve safety in school zones by evaluating and applying context-appropriate speed limits and implementing a combination of strategies, with an emphasis on engineering and operational strategies, to support safe speeds during school travel times.

Key Outcomes: Reduce vehicle speeds and improve driver compliance in school zones.

Lead Agency (Supporting Partners): Engineering Department (school district, Police Department, Administration Department).

Timeframe: Short-term

Safe Speed Limits and Transitional Zone

Establish speed limits that reflect the surrounding context of each street, such as land use, street activity, and users of different modes, particularly the presence of people walking and bicycling. Safe speeds are especially important around schools and in school zones where young children are present. Adjust speed transition zones along roadways entering River Falls, especially along corridors with existing and planned development, to complement the context and support increased demand for walking and bicycling.

Key Outcomes: Lower vehicle speeds on streets where pedestrians and bicyclists are regularly present or context creates elevated severe crash risk.

Lead Agency (Supporting Partners): Engineering Department (Community Development Department, Police Department, and Fire Department).

Timeframe: Short-term

Safe Roads

Traffic Calming Pilot Program

Develop a local traffic calming pilot program to slow vehicular traffic on streets near schools. The program should include funding for treatments, likely low-cost and temporary treatments, to evaluate local support and feasibility of creating a permanent program. A permanent program could expand to additional streets and include designated funding, citizen request process, and supporting resources such as a traffic calming design guide for various permanent and temporary treatments including installation and maintenance guidance. This program should be coordinated with the School Zones action step on the previous page.

Key Outcomes: Lower vehicle speeds on streets near schools where vehicle speeding creates unsafe conditions, young pedestrians and bicyclists are regularly present, or context creates elevated severe crash risk, especially on streets that lack sidewalks.

Lead Agency (Supporting Partners): Engineering Department (Community Development Department, Police Department, and Fire Department).

Timeframe: Short-term

Complete Streets Policy

Develop a Complete Streets policy, explicitly aligned with the Safety Action Plan, that establishes a commitment, process, and requirements for the explicit consideration of safety, accessibility, and context-sensitivity for all people and all modes during all phases of a street's lifecycle, from planning and project initiation through operations and maintenance. The Policy would be foundational for collaboration and additional resources to enhance transportation safety, such as street and intersection design guidelines, land use regulations, and maintenance practices.

Key Outcomes: Context sensitive street designs that are safe and accessible for all roadway users.

Lead Agency (Supporting Partners): Engineering Department (Community Development Department, Public Works Department, Police Department, Fire Department, Emergency Medical Services Department, and Parks and Recreation Department).

Timeframe: Medium-term

Intersection Evaluation

Conduct systematic intersection control evaluations along high injury and high-risk corridors and implement appropriate countermeasures identified in the Safety Action Plan. The evaluations should be comprehensive in nature to assess the safety for all modes, particularly pedestrians.

Key Outcomes: Reduce intersection-related severe crashes.

Lead Agency (Supporting Partners): Engineering Department.

Timeframe: Medium-term

Capital and Maintenance Program

Establish a process to identify and prioritize capital and maintenance projects focused on addressing known safety issues and priorities from this Safety Action Plan and citizen requests. Expand the maintenance program and projects to include proactive deployment of safety countermeasures such as daylighting intersections. Present a list of capital projects to decision-makers during the annual budget development process for potential inclusion in capital and maintenance programs. In addition to new projects, assess the scope of existing planned and programmed capital and maintenance projects to seek opportunities to incorporate safety improvements into the scope. Also, consider increasing the consideration of safety as the top priority when considering and evaluating transportation projects.

Key Outcomes: Align funding decisions with safety goals and increase focus of infrastructure investments on creating safe streets for all.

Lead Agency (Supporting Partners): Engineering Department (Community Development Department, Public Works Department, and Safety Action Plan Task Force).

Timeframe: Short-term

Post-Crash Assessment Team

Establish a post-crash assessment team to assess serious injury and fatal crashes. This should be a multidisciplinary team comprised of experts and community members that analyze the multiple factors that caused the crash and identify opportunities to reduce the frequency and severity of future crashes. Physical changes to infrastructure, such as quick-build safety countermeasures, should be the primary outcome of these assessments, with intentional focus to go beyond public education and enforcement.

Key Outcomes: Understand the details that lead to severe crashes, leading to enhanced coordination, improved severe crash mitigation measures, and better-informed safety planning.

Lead Agency (Supporting Partners): Engineering Department (Safety Action Plan Task Force, trauma centers, Emergency Medical Services Department, Fire Department, Police Department, Community Development Department).

Timeframe: Short-term

Post-Crash Care

Post-Crash Resources and Technology

Post-crash care enhancements can lead to better crash outcomes if a severe crash occurs. Technology upgrades such as traffic signal upgrades, signal preemption, coordinated signal progression, and response routing systems upgrades can support quicker access to medical care for crash victims. Coordinating with trauma centers can also lead to a more comprehensive strategy to improve crash outcomes.

Key Outcomes: Faster access to necessary medical treatment and resources for severe crash victims.

Lead Agency (Supporting Partners): Emergency Medical Services Department and Engineering Department (trauma centers, Police Department, Fire Department, and Public Works Department).

Timeframe: Short-term

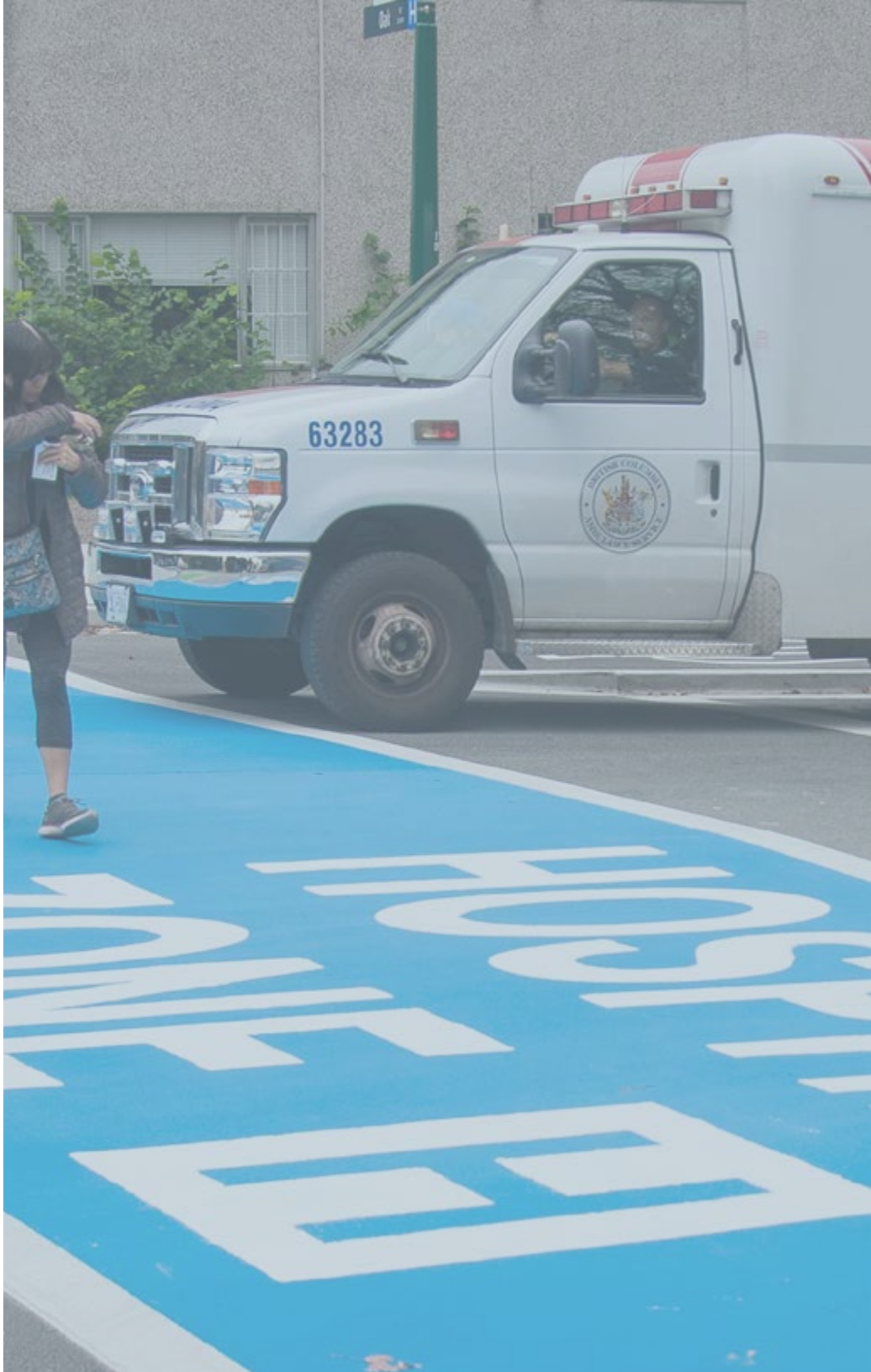
Support to Those Impacted by Traffic Crashes

Partner with community-based organizations to connect people impacted by severe traffic crashes to recovery resources, services, and peer support.

Key Outcomes: Improve access to post-crash recovery resources and support for people and families impacted by traffic violence.

Lead Agency (Supporting Partners): Community-based organizations (trauma centers, public health agencies, Police Department, and Emergency Medical Services Department).

Timeframe: Short-term



Systemic Safety Infrastructure Countermeasures

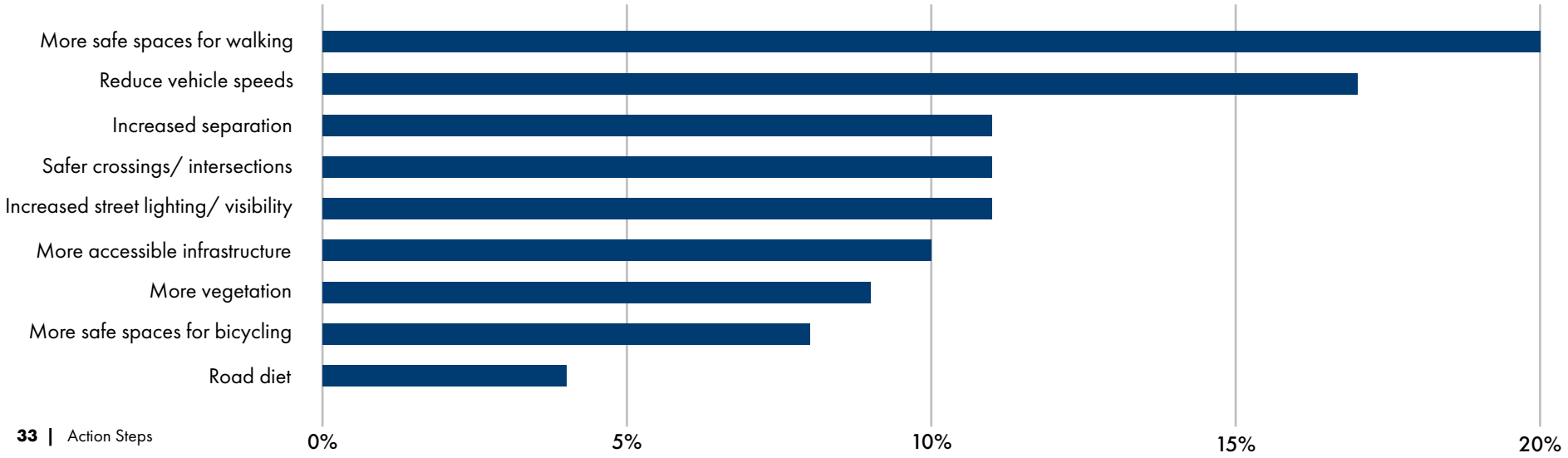
The crash patterns in River Falls show that fatal and serious injury crashes tend to occur under similar conditions across many locations, particularly at intersections, on major streets and near connections to those major streets, streets in downtown and east of downtown, and involve vulnerable road users. Addressing these safety risks requires more than isolated, location-by-location fixes. Systemic safety treatments, or countermeasures, offer a way to improve safety across River Falls by applying proven strategies wherever these high-risk conditions are present, not just where crashes have already occurred.

Community Input on Safety Countermeasures

The community input and data analyses are coalescing, providing direction for determining which infrastructure changes are needed to eliminate fatal and serious injury crashes. The community input is aligned with the key findings of the safety analysis, bolstering the need and support to enhance the safety of vulnerable road users, enhance intersection safety, and improve general safety near schools, especially for children walking and biking. In addition, the community is willing to prioritize safety over minimizing travel time and change their behaviors to reduce the risk of severe crashes.

When asked about changes that would make the community safer in the first community survey, the top responses were infrastructure interventions including better lighting, safer and more comfortable walking and biking routes, and improved maintenance. The second survey included a budgeting exercise where participants distributed limited funds to different types of infrastructure interventions. The top responses were more safe spaces for walking and reduced vehicle speeds, as shown in Figure 9. The community also expressed broad support for slower residential streets, as mentioned in the Community Engagement section. This information helps to provide focus for the types of safety infrastructure treatments, or countermeasures, that should be implemented systemically.

FIGURE 9 Community's Desired Distribution of Budgeting Funds to Safety Infrastructure



Safety Countermeasure Index

The Safety Countermeasure Index (Table 2) serves as a tool to help determine which countermeasures to implement based on a location's context. To build the Index, **a set of 55 safety countermeasures** were evaluated based on their effectiveness in addressing seven of the most prevalent fatal and injury crash types in River Falls, as well as their relevancy to four specific roadway types. The seven crash types were weighted based on their frequency, and the four roadway types were weighted based on their prevalence along the roadway network. Urban and rural roadway relevancy scores were calculated for each countermeasure by multiplying the weighted effectiveness and relevancy scores and normalizing the results to a scale of 0 to 1, where 0 represents the least relevant and 1 represents the most relevant.

The Safety Countermeasure Index is designed to be used in three specific ways. The first is to identify countermeasures that should be considered for systemic implementation. The Urban Roadway Relevancy and Rural Roadway Relevancy columns indicate their likely suitability for implementation on urban and rural roadways, respectively, with higher values indicating higher relevancy. The Safety Countermeasure Index is sorted based upon the Urban Roadway Relevancy since most roadways in River Falls are urban in context and design.

The second use is to identify countermeasures that are suitable for each roadway type. Each countermeasure is given a general score that indicates the countermeasure's relevancy for addressing each of the four road types. The scores range from zero dots (little to no relevancy) to three dots (high relevancy). When scoping projects, each countermeasure's road type relevancy should be considered based upon the road type on which the project is located.

The third use is to identify countermeasures that are suitable for addressing specific crash types. Each countermeasure is given a general score that indicates the countermeasure's effectiveness for addressing each of the seven specific crash types. The scores range from zero dots (little to no relevancy) to three dots (high relevancy). This information can help when scoping projects in locations with a prevalence of certain crash types.

Each of the countermeasures listed in the Safety Countermeasure Index are described in more detail in Appendix E: Safety Countermeasure Descriptions.

TABLE 2 Safety Countermeasure Index (Page 1/2)

Countermeasures	Relevancy by Crash Type							Relevancy by Road Type				Urban Road Relevancy	Rural Road Relevancy
	No Collision w/ Vehicle in Motion	Pedestrian	Angle	Rear End	Sideswipe Same Direction	Bicycle	Head On	Neigh-borhood Local	Urban Corridor	Mid-Speed Rural	High Speed Rural		
Multiple Countermeasures	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	1.00	1.00
Lighting	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	●●●	1.00	1.00
Road Safety Audits	●●●	●●○	●●○	●●○	●●○	●●○	●●○	●●●	●●●	●●●	●●●	0.78	0.78
Rest In Red	●●○	●●○	●●●	○○○	●○○	●●○	●●○	●●●	●●●	●○○	○○○	0.64	0.08
Pavement Friction Management	●●●	●○○	●○○	●○○	●●●	●○○	●●●	●●●	●●●	●●●	●●●	0.62	0.62
School Zone (Speed Limit)s	●●○	●●●	●○○	○○○	●○○	●●●	●○○	●●●	●●●	●●●	●●○	0.59	0.47
Parking Restrictions / Daylighting	●●○	●●●	○○○	●○○	●○○	●●●	○○○	●●●	●●●	●○○	○○○	0.55	0.07
Roundabouts	●○○	●●○	●●●	○○○	●○○	●○○	●●●	●●●	●●●	●●●	●●●	0.52	0.52
Enhanced Curve Delineation	●●●	●○○	○○○	○○○	●●●	●○○	●●●	●●●	●●●	●●○	●●●	0.51	0.44
Longitudinal Rumble Strips	●●●	○○○	○○○	●○○	●●●	○○○	●●●	●●●	●●●	●●●	●●●	0.46	0.46
Buffer Areas	●●○	●●○	○○○	○○○	●●○	●●○	●●○	●●●	●●●	●●●	●●●	0.46	0.46
Neighborhood Traffic Circle	●○○	●●●	●●○	○○○	●●○	●●●	●●●	●●●	○○○	○○○	○○○	0.45	0.00
Neighborhood Slow Zone	●●○	●●○	●○○	●○○	●●○	●●○	●●○	●●●	○○○	○○○	○○○	0.45	0.00
Yellow Change Interval Audit	●○○	●○○	●●●	●○○	○○○	●○○	●○○	●●●	●●●	●●●	●●●	0.45	0.45
Leading Bicycle & Pedestrian Intervals	○○○	●●●	●●○	●○○	●○○	●●●	○○○	●●●	●●●	●●●	●●○	0.45	0.36
No Turn On Red	○○○	●●●	●●○	●○○	○○○	●●●	○○○	●●●	●●●	●●●	○○○	0.43	0.17
Chicanes / Roadway Curvature	●●○	●●○	○○○	●○○	○○○	●●●	○○○	●●●	●●○	○○○	○○○	0.43	0.00
Neighborhood Yield Streets	●●○	●●○	●○○	●○○	○○○	●●○	○○○	●●●	○○○	○○○	○○○	0.41	0.00
Raised Crossings	●○○	●●●	○○○	○○○	○○○	●●●	●●○	●●●	●●●	●●●	●○○	0.40	0.24
Shared Streets	●●○	●●●	○○○	○○○	○○○	●●●	○○○	●●●	○○○	○○○	○○○	0.40	0.00
Walkways	●○○	●●●	○○○	○○○	●○○	●○○	●○○	●●●	●●●	●●●	●●●	0.39	0.39
Off-Street Trails	●○○	●●●	○○○	○○○	○○○	●●●	○○○	●●●	●●●	●●●	●●●	0.38	0.38
Rectangular Rapid Flashing Beacons	●○○	●●●	○○○	○○○	○○○	●●●	○○○	●●●	●●●	●●●	●●●	0.38	0.38
Pedestrian Gateway Treatment	●○○	●●●	○○○	○○○	●○○	●●○	●○○	●●●	●●○	●○○	○○○	0.37	0.05
Hardened Centerlines	●○○	●●○	○○○	○○○	●●●	●●○	●●●	●●●	●●●	●●●	●●●	0.37	0.37
Protected Intersections	○○○	●●○	●●○	●○○	○○○	●●●	○○○	●●●	●●●	●●●	●○○	0.35	0.21
Speed Humps, Tables, And Cushions	●○○	●●○	○○○	○○○	●●○	●●○	●●●	●●●	●●●	●●○	○○○	0.35	0.09
Backplates With Retroreflective Borders	●○○	○○○	●●●	●○○	○○○	○○○	○○○	●●●	●●●	●●●	●●●	0.35	0.35
SafetyEdgeTM	●●●	○○○	○○○	○○○	○○○	○○○	○○○	●●●	●●●	●●●	●●●	0.35	0.35
Roadside Improvements At Curves	●●●	○○○	○○○	○○○	○○○	○○○	○○○	●●●	●●●	●●●	●●●	0.35	0.35
Sidepaths	●○○	●●○	○○○	○○○	●○○	●●○	●○○	●●●	●●●	●●●	●●●	0.32	0.32

TABLE 3 Safety Countermeasure Index (Page 2/2)

Countermeasures	Relevancy by Crash Type							Relevancy by Road Type				Urban Road Relevancy	Rural Road Relevancy
	No Collision w/ Vehicle in Motion	Pedestrian	Angle	Rear End	Sideswipe Same Direction	Bicycle	Head On	Neigh-borhood Local	Urban Corridor	Mid-Speed Rural	High Speed Rural		
Advance Stop Lines	○○○	●●○	●○○	●○○	●○○	●●○	●○○	●●●	●●●	●●●	●●●	**0.30**	**0.30**
Buffered Bike Lanes	●○○	●○○	●○○	○○○	●○○	●●●	○○○	●●●	●●●	●○○	●○○	**0.30**	**0.10**
Separated Bike Lanes	●○○	●○○	●○○	○○○	●○○	●●●	○○○	●●●	●●●	●●○	●○○	**0.30**	**0.14**
Curb Extensions	○○○	●●●	○○○	○○○	●○○	●●●	●○○	●●●	●●●	●●○	○○○	**0.29**	**0.08**
Corner Radius Reduction	○○○	●●●	○○○	○○○	●○○	●●●	●○○	●●●	●●●	●●○	○○○	**0.29**	**0.08**
Smaller Design Vehicles (DI-23/27)	○○○	●●●	○○○	○○○	●○○	●●●	○○○	●●●	●●●	●○○	○○○	**0.28**	**0.04**
(Raised) Driveway Crossings	○○○	●●●	○○○	○○○	●○○	●●●	○○○	●●●	●●●	●●○	○○○	**0.28**	**0.07**
Pedestrian Hybrid Beacon	●○○	●●●	○○○	○○○	●○○	●●●	●○○	●●○	●●○	●●●	●●●	**0.27**	**0.40**
Posted Speed Limits	●○○	●○○	○○○	○○○	●○○	●○○	●●○	●●●	●●●	●●●	●●●	**0.24**	**0.24**
Crosswalk Visibility Enhancements	○○○	●●○	○○○	●○○	○○○	●○○	●○○	●●●	●●●	●●●	●●●	**0.22**	**0.22**
Corridor Access Management	●●○	●○○	●●●	●●●	○○○	●○○	○○○	●○○	●○○	●●●	●●●	**0.21**	**0.63**
Conventional Bike Lanes	●○○	●○○		○○○	○○○	●●●	○○○	●●●	●●○	●○○	●○○	**0.21**	**0.07**
Dedicated Right & Left Turn Lanes	○○○	●○○	●●●	●●●	●●○	●○○	●○○	●○○	●●●	●●●	●●●	**0.21**	**0.44**
Truck Aprons	○○○	●●○	○○○	○○○	●●○	●●○	○○○	●●●	●●●	●○○	○○○	**0.21**	**0.03**
Advisory bike lanes	●○○	●○○	○○○	○○○	○○○	●●○	○○○	●●●	●●○	●○○	○○○	**0.20**	**0.03**
Protected Signal Phases	●●○	●●○	○○○	●○○	○○○	●●○	●●○	●○○	●●○	●●●	●●●	**0.19**	**0.47**
Crossing Islands	●○○	●●●	○○○	○○○	○○○	●●●	●●○	●○○	●●●	●●●	●●●	**0.19**	**0.40**
Roadway Reconfiguration	●●○	●●●	●●●	●○○	●●●	●●●	●●○	○○○	●●●	●●●	●●○	**0.16**	**0.64**
Additional Signal Heads	○○○	●●○	●●●	○○○	●○○	●●○	●○○	●○○	●●○	●●●	●○○	**0.16**	**0.24**
Bicycle Crossings	○○○	●○○	○○○	○○○	○○○	●●○	○○○	●●●	●●●	●●○	●●○	**0.10**	**0.06**
Raised Medians	●●●	●○○	○○○	●○○	●●○	●○○	●●●	○○○	●●○	●●●	●●●	**0.07**	**0.54**
Positive Offset Left-Turn Lanes	●●○	○○○	●●●	○○○	●○○	○○○	●●○	○○○	●○○	●●●	●●●	**0.03**	**0.46**
Bike Boxes	○○○	○○○	○○○	○○○	○○○	●●○	○○○	●●●	●●●	●○○	○○○	**0.02**	**0.00**
Shoulders	●●●	●○○	○○○	●○○	●●○	●●○	●○○	○○○	○○○	●●●	●●●	**0.00**	**0.53**
Reduced Left-Turn Conflict Intersections	●●○	○○○	●●●	●●●	●○○	○○○	●●○	○○○	○○○	●●●	●●●	**0.00**	**0.58**
Wider Edge Lines	●●●	○○○	○○○	○○○	●●●	○○○	●●●	○○○	○○○	●●●	●●●	**0.00**	**0.42**

Priority Locations

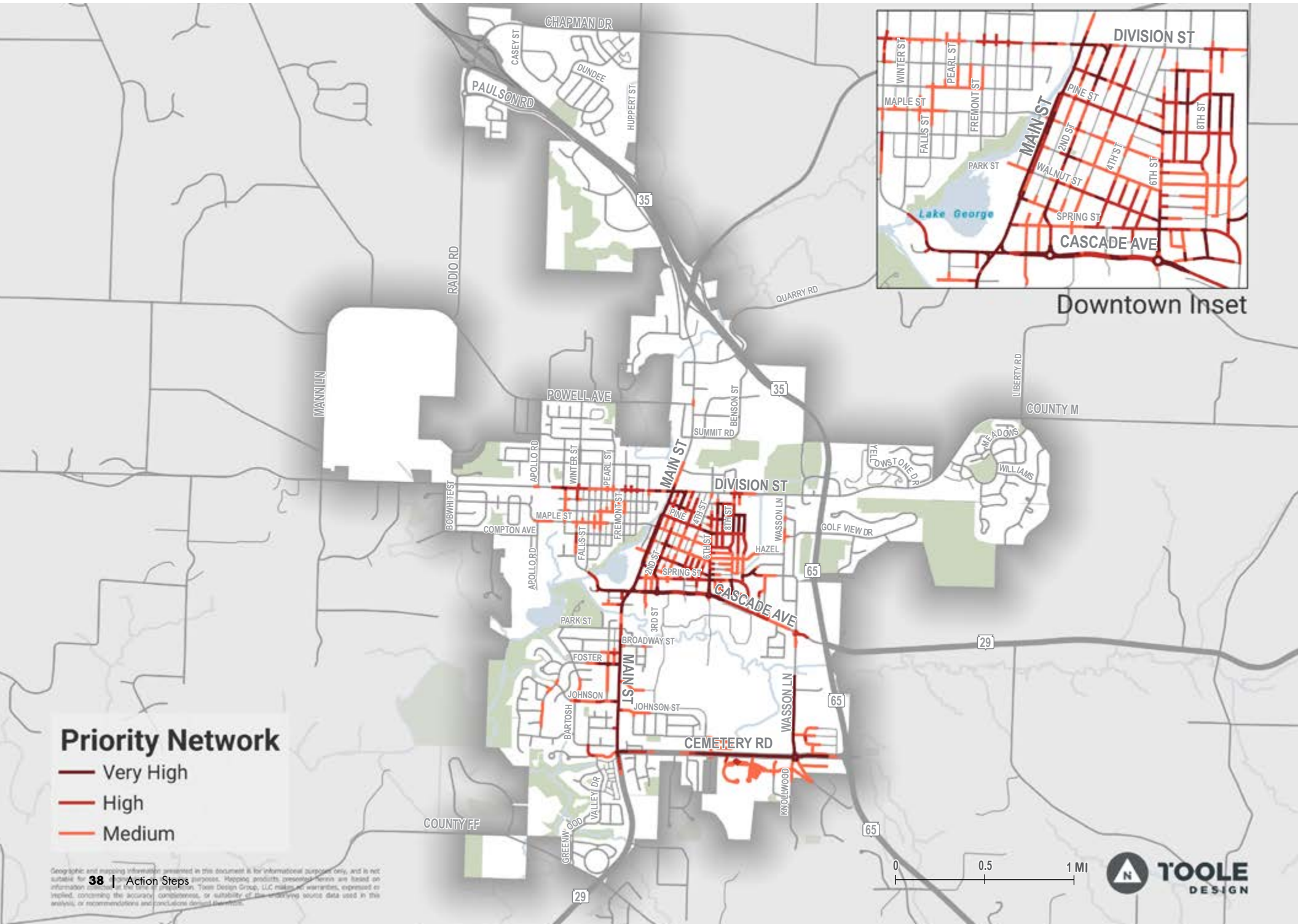
Location prioritization criteria and weighting were established based upon the City's goal of zero roadway fatalities and serious injuries using the High Injury Network, High Risk Network, community input and community context. The purpose of this prioritization process is to provide River Falls with a basis for where to start **interventions to improve safety.** Safety interventions at higher priority locations are likely to have the greatest potential benefit to roadway safety while also aligning with other community values. The prioritization criteria and their percentage of total score are listed below. More details on the prioritization process can be found in Appendix D: Prioritization Process.

Prioritization Criteria

- Roadways near K-5 schools (20% of overall score)
- Roadways on the High Injury Network and/or High Risk Network (18% of overall score)
- Roadways near 6-12 schools (14% of overall score)
- Roadways near UWRF (12% of overall score)
- Roadways identified as unsafe through community engagement (12% of overall score)
- Roadways near parks or libraries (12% of overall score)

Priority locations for safety interventions are described below and illustrated in Map 5.

- **Very High Priority:**
  - Main Street from Division Street to south of Cascade Avenue and from Broadway Street to Cemetery Road as well as extending from Main Street on some cross streets
  - Cemetery Road from west of Sixth Street to Cudd's Court
  - Wasson Lane from south of the Kinnickinnic River to Cemetery Road
  - Segments along Cascade Avenue from Winter Street to east of Oak Knoll Avenue
  - Division Street near Main Street
  - Short segments of local streets primarily east of Main Street between Division Street and Cascade Avenue
- **High Priority:**
  - Roadways connecting to River Falls High School
  - Roadways near downtown such as Elm Street, Hazel Street, Spring Street, S 3rd Street, and East Alleway
  - Segments of local streets primarily east of Main Street between Division Street and Cascade Avenue
  - Segments of streets near Westside Elementary School
- **Medium Priority:**
  - Segments along Cascade Avenue from Winter Street to east of Oak Knoll Avenue
  - Segments of Spring Street adjacent to the University of Wisconsin – River Falls
  - Segments of local streets primarily east of Main Street between Division Street and Cascade Avenue


CHAPMAN DR
CASEY ST
DUNDEE
PAULSON RD
HUPPERT ST
35
RADIO RD
QUARRY RD
MANN LN
POWELL AVE
BENSON ST
SUMMIT RD
APOLLO RD
WINTER ST
PEARL ST
MAIN ST
DIVISION ST
BOBWHITE ST
MAPLE ST
COMPTON AVE
FREMONT ST
FALLIS ST
PINE
4TH ST
8TH ST
6TH ST
2ND ST
SPRING ST
HAZEL
WASSON LN
GOLF VIEW DR
TWO ONE DR
MEADOWS
WILLIAMS
LIBERTY RD
COUNTY M
65
CASCADE AVE
PARK ST
3RD ST
BROADWAY ST
29
FOSTER
JOHNSON
JOHNSON ST
BARTOSH
CEMETERY RD
KNOLLWOOD
VALLEY DR
GREENWOOD
COUNTY FF
Downtown Inset
WINTER ST
PEARL ST
MAPLE ST
FALLIS ST
FREMONT ST
PINE ST
2ND ST
4TH ST
8TH ST
PARK ST
WALNUT ST
6TH ST
Lake George
SPRING ST
CASCADE AVE
Priority Network
Very High
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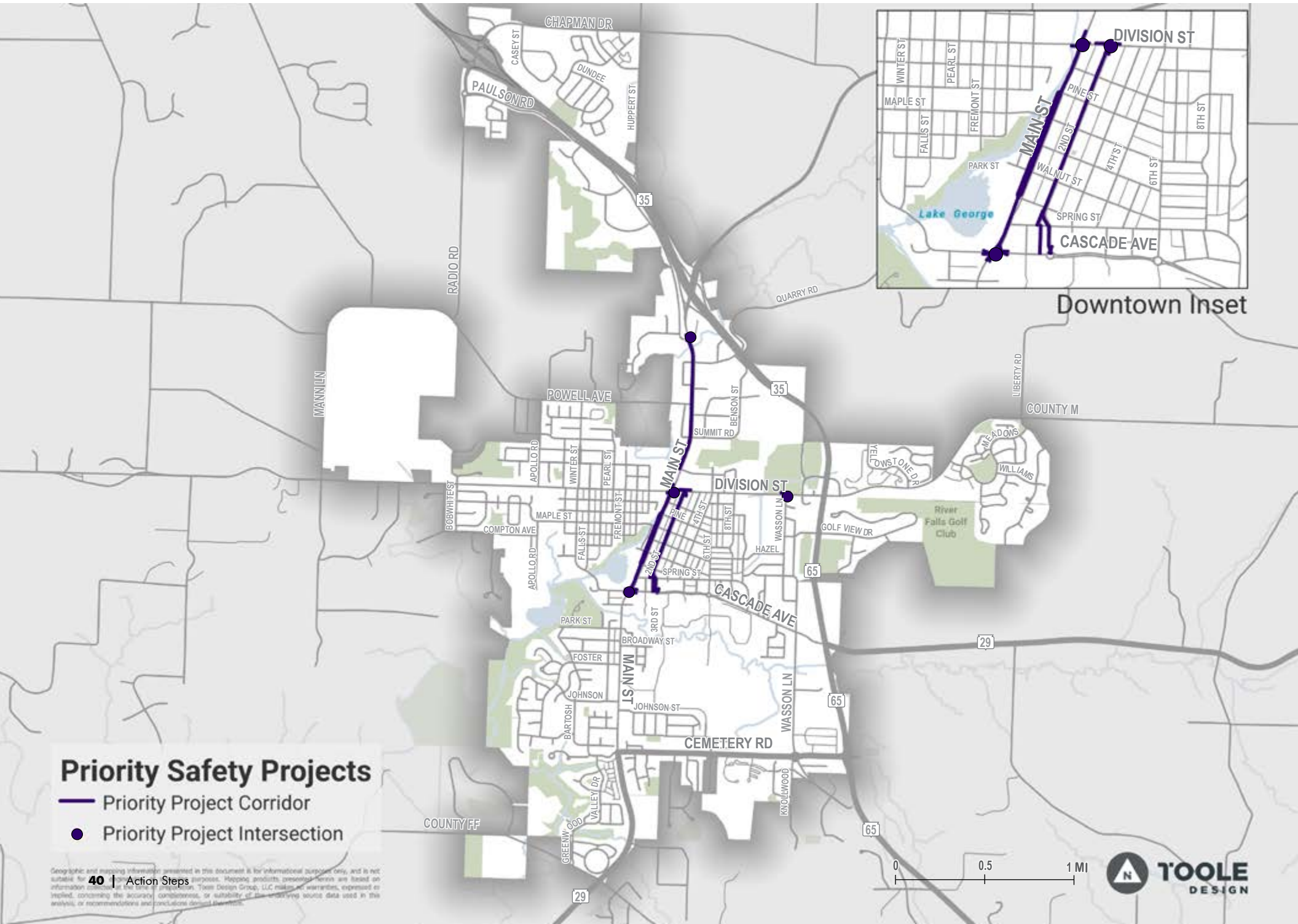
TOOLE DESIGN

Priority Safety Projects

Building upon the location prioritization, the Safety Action Plan establishes a list of **priority project locations**. Each location includes illustrative concepts for safety improvements, drawing from the Safety Countermeasure Index. The priority project locations are listed below and shown in Map 6; concepts are shown in Appendix F: Priority Project Concepts.

- North Main Street from Union Street to Paulson Road
  - As part of a repaving project, enhance pedestrian crossing and bicyclist safety with median refuge islands and buffered bicycle lanes
- Downtown streets including Main Street, 2nd Street, and Maple Street
  - Concepts were developed for Main Street from Walnut Street to Maple Street including roundabouts at the intersections, a signalized intersection option at Maple Street, and 2nd Street south of Division. These concepts focus on creating a safe and high-quality pedestrian environment that address intersection safety.
- Cascade Avenue and Main Street Intersection
  - Two concepts were developed for this location, one showing a roundabout and one showing a signalized intersection. Both concepts improve overall intersection safety and enhance pedestrian and bicycle access while minimizing right-of-way impacts.
- County Road M (Division Street) and Wasson Lane
  - Improve pedestrian crossing of County Road M (Division Street) with a Rectangular Rapid Flashing Beacon (RRFB) and other pedestrian access improvements.
- North Main Street and Paulson Road/Sullivan Court Intersection
  - Although this is a priority safety project, a project concept has not been developed for this location. Pedestrian and bicycle crossing enhancements are envisioned for this intersection.
- Neighborhood sidewalk infill
  - Although this is a priority safety project, it does not have a defined location and a project concept has not been developed. Sidewalk infill is desired along existing streets that lack sidewalks. Sidewalk infill should focus on new walkways on at least one side of the street but preferably both. Streets on the priority network and/or in close proximity to schools should be prioritized.

MAP 6 Priority Project Locations



05

PROGRESS TRACKING

Introduction to Progress Tracking

The Safety Action Plan includes a suite of action steps, countermeasures, and projects to enhance safety on the River Falls roadway network. To ensure the goals and desired outcomes are achieved, it is vital to track and report on the progress of implementing the recommended action steps. This not only gauges progress but also offers opportunities to pivot if progress is not achieved.

To institutionalize safety goals and promote their continued consideration in decision-making, the City, in coordination with the Safety Action Plan Task Force, will produce an annual report that will be posted on their website and publicized through its main communication channels. The annual report should include, at a minimum, the Core Performance Measures along with general progress updates on implementation of recommended action items and safety projects. These measures are a jumping off point for the City as it begins to collect, analyze, and publish data reflecting street improvements in River Falls. As the City improves available data and data resources, Supplemental Performance Measures should be added to the report to provide more detail on the City's progress, especially in response to important transportation safety issues identified in the Safety Action Plan.

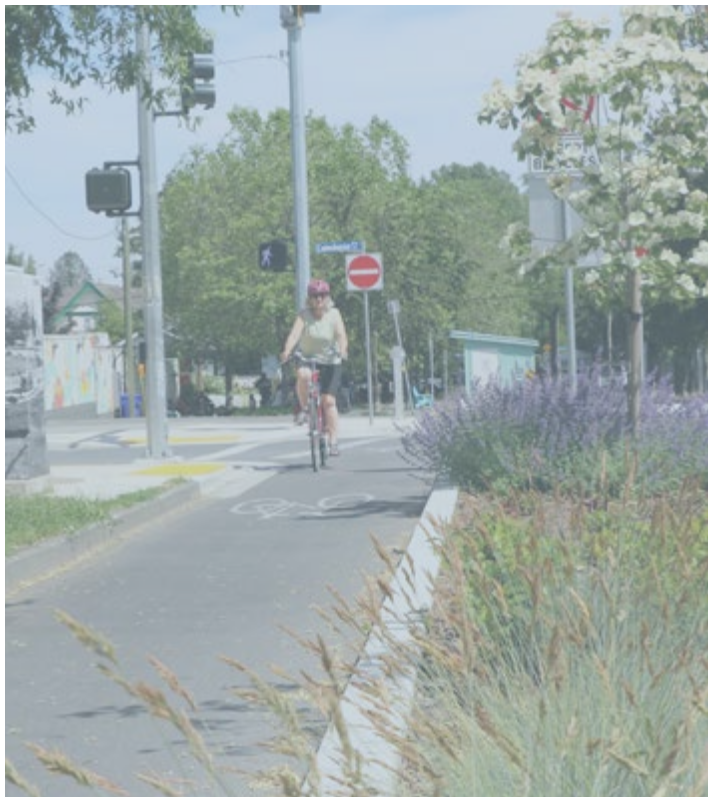
Core Performance Measures:

- **Total number of fatal and serious injury crashes.**
  - The goal of the Safety Action Plan is to reduce and ultimately eliminate fatal and serious injury crashes. Over the past ten years, there have been 30 fatal and serious injury crashes, averaging out to three crashes every year.
  - Data Source: Crash data from WisTransPortal or local law enforcement.
- **Number of fatal and serious injury crashes involving pedestrians and bicyclists.**
  - Over the past ten years, there have been 11 fatal or serious injury crashes involving pedestrians and bicyclists, comprising 37% of all fatal and serious injury crashes.
  - Data Source: Crash data from WisTransPortal or local law enforcement.
- **Number of fatal and serious injury crashes occurring at intersections.**
  - Over the past ten years, there have been 23 fatal or serious injury crashes at intersections, comprising 77% of all fatal and serious injury crashes.
  - Data Source: Crash data from WisTransPortal or local law enforcement.
- **Progress on Action Steps listed in the Safety Action Plan.**
  - From plan updates and policy development to engagement activities to technology upgrades, the Safety Action Plan includes many action steps to move the City towards its goal of zero roadway fatalities and serious injuries. Tracking progress on implementing action steps over time can provide insights into why progress is or is not being made on the goal.
  - Data Source: City staff to track.

Supplemental Performance Measures:

- Percent of street centerline miles with speed limits below 30 miles per hour.
- Percent of streets with complete sidewalk network.
- Number of infrastructure enhancements within an 1/8 mile of a school.
- Number of safety improvement projects along the High Injury Network and High Risk Network.

It is recommended that the Safety Action Plan Task Force be responsible for ensuring Safety Action Plan implementation in addition to monitoring progress of actions and outcomes. Working alongside City staff, the Task Force should identify performance targets for each measure, report annually on progress, identify gaps in data availability, and work to improve progress reporting.



A

COMMUNITY ENGAGEMENT SUMMARIES

Summary

Over 500 River Falls community members participated in the various engagement activities for the River Falls Safety Action Plan. The engagement process was conducted in two primary phases. The first phase, held in the summer of 2025, included a pop-up event, a web-based mapping exercise, and an online survey. The second phase, conducted in winter 2025-2026, consisted of an in-person open house and online survey.

This section provides a detailed overview of the engagement methods used in each phase, and a summary of key themes and findings that emerged from the engagement efforts.

Summer 2025 Public Engagement Summary

Across the multiple engagement events and activities in the Summer of 2025 for the River Falls Safety Action Plan, more than 300 community members provided their input. Thematic findings about the overall transportation system and specific areas of concern in River Falls are outlined in this Appendix. These findings were used to identify locations for interventions as well as systematic changes to the transportation system to enhance safety and accessibility for people of all ages and abilities, no matter the mode of travel chosen.

Engagement Process Overview

This section summarizes the methods used to engage the public and stakeholders during the summer of 2025. The intent of this engagement was to get feedback on overall transportation safety, specific safety concerns and locations, and citywide issues of concern.

Methods Used to Engage

The project team used a range of engagement techniques intended to reach a wide variety of River Falls community members including an online survey, online interactive mapping exercise, and in-person outreach at River Falls Days.

Survey

The project team administered a survey that was hosted on the project website and served as the primary virtual engagement option for the public to provide broad feedback on transportation safety in River Falls. The survey was open to the public from July 12 - September 22, 2025. Feedback was provided by 334 individuals through participation in all, or portions of, the survey. Those who completed the survey were presented with a link to the online mapping exercise, outlined below.

Online Mapping Exercise

The project team also administered an interactive online map exercise. This was hosted on the project website and served as the primary method for community members to tell the project team specific locations of interest or concern. The online map was open to the public from July 12 - September 22, 2025. Feedback was provided by 144 individuals who collectively drew 290 features on the map and left 36 text comments.

In-Person Outreach

City staff conducted in-person outreach by setting up a booth at River Falls Days on July 12. This booth highlighted multiple City efforts, including the Plan and the Kinni Corridor Project. Participants had the option to take the survey and/or note areas of interest or concern on a large paper map. Community members left approximately 15 detailed comments on the map, in addition to numerous stickers indicating specific locations. Staff also noted other issues that participants brought up.

Promotion

Engagement opportunities were promoted primarily via the City's website and social media channels, in-person outreach at River Falls Days, the project website, and word of mouth.

The survey and website were first promoted on Facebook on August 26th. The post received 45 likes, 81 comments, and 16 shares. Comments on the post were mixed. Several people mentioned the need for lighting downtown, while others took issue with bicycles and scooters being ridden on sidewalks. Many people commented that drivers speed and fail to yield. One person noted that sidewalk maintenance is needed, and another discussed people crossing midblock. This was cross posted to Instagram, where it received 14 likes and one comment.

The City's Facebook account re-shared the post on September 16th. This received 7 likes, 6 comments, and 3 shares. These comments were comprised of a discussion about apparent safety-focused intersection improvements and pedestrian and bicyclist safety.

Public Input

This section summarizes information obtained from the public from the survey, online mapping exercise, feedback at River Falls Days, and social media comments.

Summary of Systemic Opportunities

The following themes highlight the community's safety and non-motorized (active) transportation concerns, priorities, and areas of opportunity outlined by the public and stakeholders throughout the engagement process:

- **Establish a Culture of Transportation Safety:**
  - The community greatly values transportation safety for users of all modes and is supportive of education and enforcement efforts to improve safety for users of all ages and abilities. Residents have expressed a willingness to change their behavior to reduce serious roadway injuries and fatalities.
- **Opportunities for More Mobility Options:**
  - Residents recognize the need to develop pedestrian, bicyclist, and micromobility facilities to support people's ability to travel in a safe and accessible manner regardless of their chosen mode. The community is interested in walking, bicycling, and rolling more, but feels that these modes of transportation are not as safe or accessible as driving. They also believe that devices such as electric bicycles (e-bikes) can enhance the availability of mobility options, although there are concerns surrounding speeding and unsafe behavior of e-bike users.
- **Maintenance and Connectivity:**
  - The community repeatedly stressed the need to improve non-motorized facilities and related infrastructure. They feel that wider sidewalks and trails, along with safer crossings, more lighting, and a more connected non-motorized network would make walking, bicycling, and rolling more accessible and safer. Residents also expressed that maintenance of these facilities is also a high-priority concern.

Survey Summary

Through public input and feedback, the project team was able to gather insight into common transportation issues, areas of concern in River Falls, and factors contributing to transportations safety issues/locations. Table 4 provides a summary of the feedback provided, which was primarily informed by the survey responses.

TABLE 4 Common Themes from Public Engagement

Category	Common Themes	Insight
Safety as a Priority for the Community	▪ Most survey respondents agree that reducing serious crashes and fatalities should be prioritized over minimizing travel time and would change their behavior to do so. ▪ Most also agree that drivers should travel slower on their streets.	The community greatly values transportation safety and is supportive of measures to improve transportation safety in River Falls.
Feeling of Safety and Accessibility	▪ Most survey respondents feel that driving is a safe and accessible mode of transportation in River Falls. Most survey respondents also feel that walking is safe and accessible; however, many respondents also feel that walking is accessible but not safe. ▪ Most respondents feel neutral about wheelchair/mobility devices and electric scooters as safe and accessible transportation modes. ▪ Many respondents feel that bicycling is an accessible mode of transportation in River Falls but is not safe. ▪ Most respondents feel that they would walk, bike, roll, or take public transportation more if it were safer or more accessible to them.	Driving feels the safest in River Falls. Walking is also a safe and accessible mode of transportation. Bicycle safety and accessibility are a concern.
Transportation Freedom and Mobility Options	▪ An overwhelming majority of survey respondents agree or strongly agree that people should be able to choose how they travel. Many people also agree that electric bicycles enhance mobility options.	The ability to choose a wide variety of modes is important to the community.

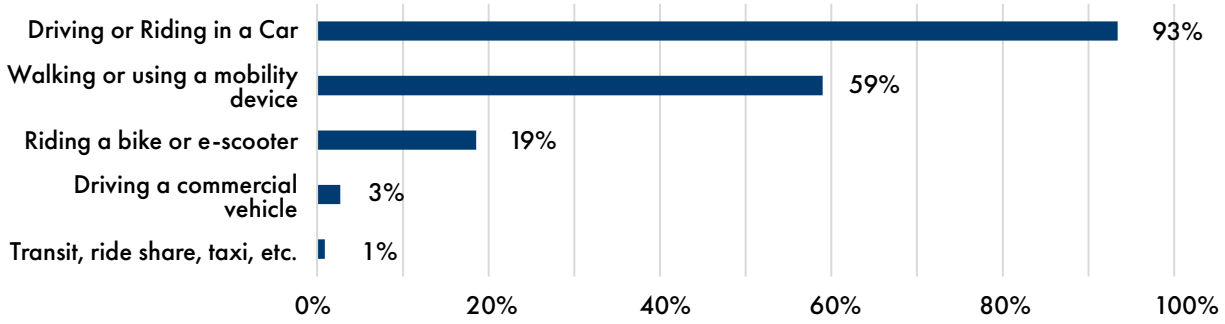
Transportation Safety Improvements	▪ Survey respondents feel that the following strategies would make them feel much safer or more comfortable when traveling around River Falls:
	  ▪ More or wider sidewalks, trails, and safe spaces to ride a bicycle.
	  ▪ Improved intersections with better crosswalks and additional signs/signals.
	  ▪ Improved maintenance of roads, sidewalks, and trails.
	  ▪ Better lighting along infrastructure of all modes.
		Infrastructure that supports safety and accessibility is an area for improvement in River Falls.

Concerns Regarding Electric Bicycles	▪ Many survey respondents expressed concerns involving excessive speeding and unsafe behavior of younger bicyclists on electric bicycles. However, some people also have no concern regarding electric bicycles and feel that separate facilities would improve safety for these users.	Excessive speeding of electric bicycles is a concern for the community.
Additional Comments	▪ Maintenance and network connectivity of existing sidewalk/crossing infrastructure is a primary concern for survey respondents. ▪ Many respondents voiced support for the development of bicycling and micromobility facilities, but some also expressed a need for providing safety education for bicyclists and stronger enforcement of safety laws/speed limit.	People in River Falls feel that there are still significant gaps in the community's sidewalk efforts, and that improvements to crossings would greatly improve safety. The development of bicycling facilities needs to be supported with safety education and enforcement efforts.

Detailed Survey Results

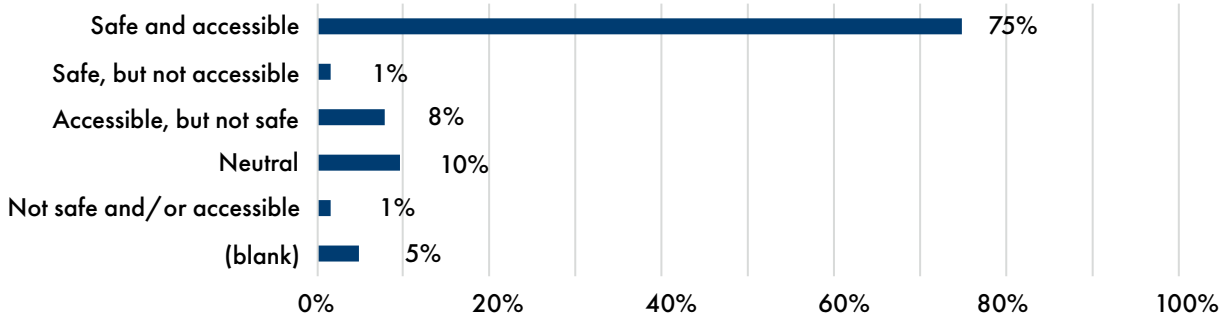
1. What are your top two ways of traveling around River Falls?

FIGURE 10 Top Two Ways of Traveling around River Falls



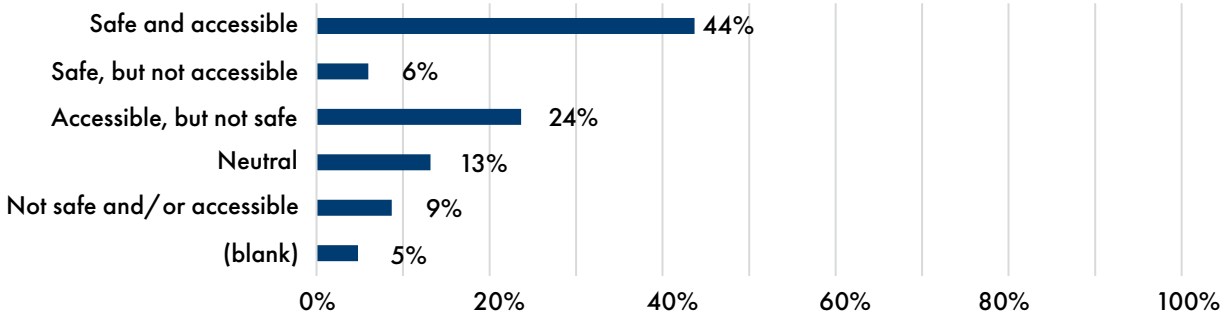
2. Generally, do you feel *driving* is safe and accessible to you in River Falls?

FIGURE 11 Is Driving Safe and Accessible in River Falls



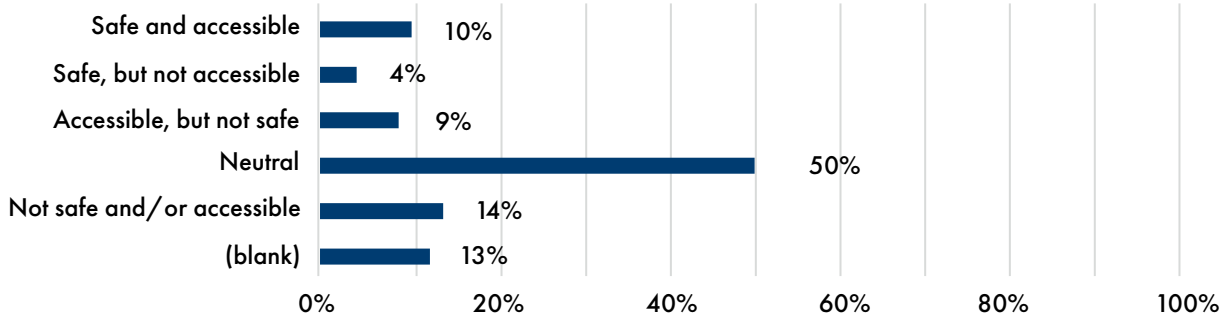
3. Generally, do you feel *walking* is safe and accessible to you in River Falls?

FIGURE 12 Is Walking Safe and Accessible in River Falls



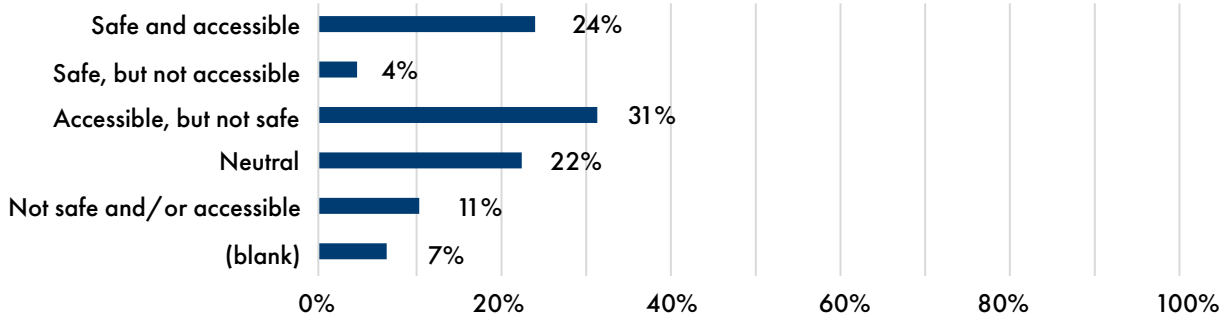
4. Generally, do you feel using a wheelchair or mobility device is safe and accessible to you in River Falls?

FIGURE 13 Is Using a Mobility Device Safe and Accessible in River Falls



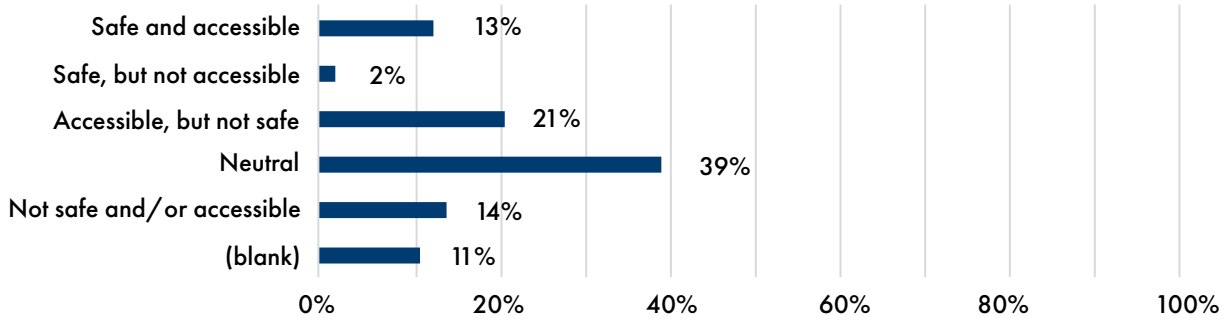
5. Generally, do you feel riding a bicycle is safe and accessible to you in River Falls?

FIGURE 14 Is Riding a Bicycle Safe and Accessible in River Falls



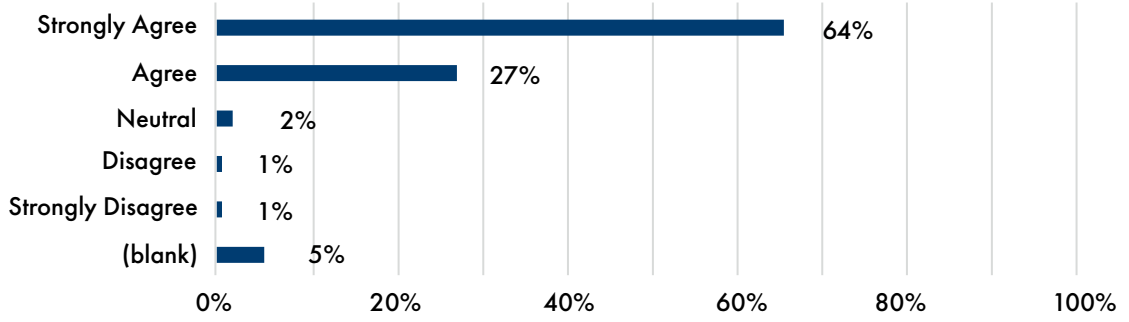
6. Generally, do you feel riding an electric scooter is safe and accessible to you in River Falls?

FIGURE 15 Is Using an Electric Scooter Safe and Accessible in River Falls



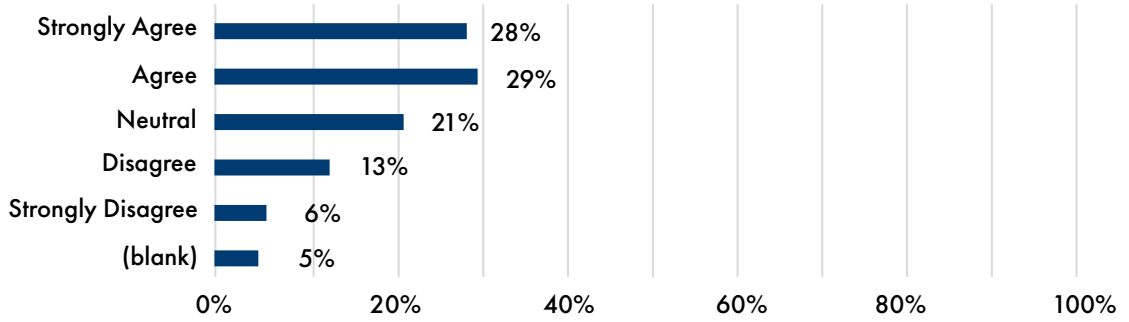
7. People should be able to choose how they travel; by walking, rolling, cycling, riding, or driving. Select your level of agreement or disagreement.

FIGURE 16 People Should be Able to Choose How they Travel



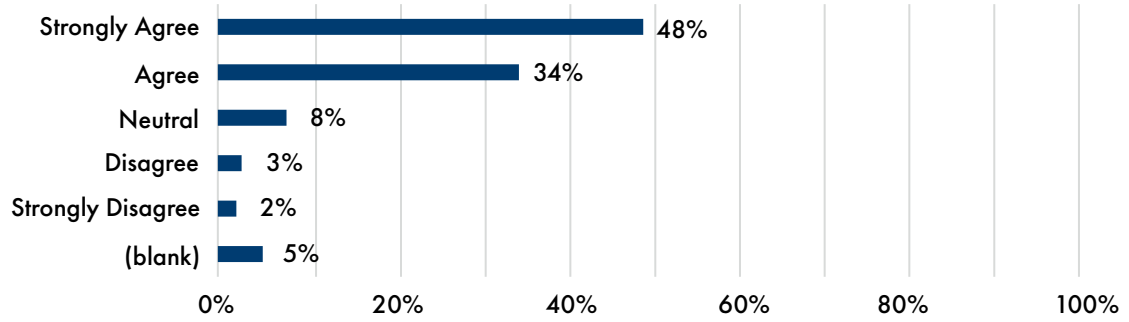
8. I would walk, bike, roll, or take public transportation more if it were safer/ more accessible to me. Select your level of agreement or disagreement.

FIGURE 17 I Would Use Active Transportation More if it were More Safe/ Accessible



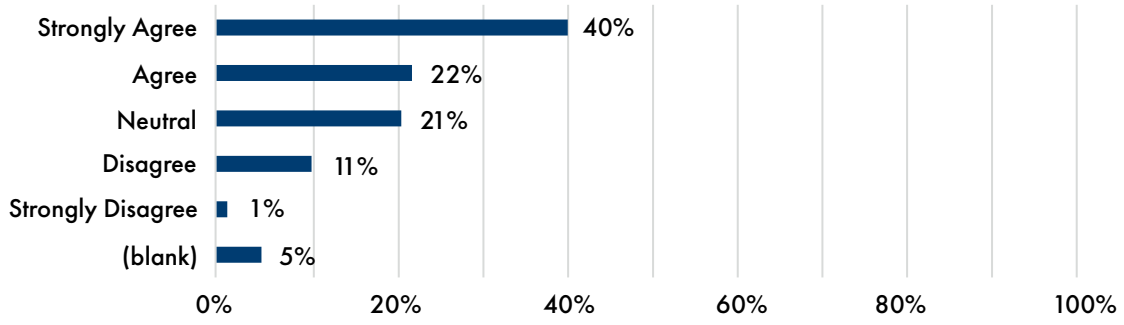
9. Reducing the risk of serious and fatal crashes is more important than minimizing travel time. Select your level of agreement or disagreement.

FIGURE 18 Reducing the Risk of Fatal and Serious Injury Crashes is More Important Than Travel Time



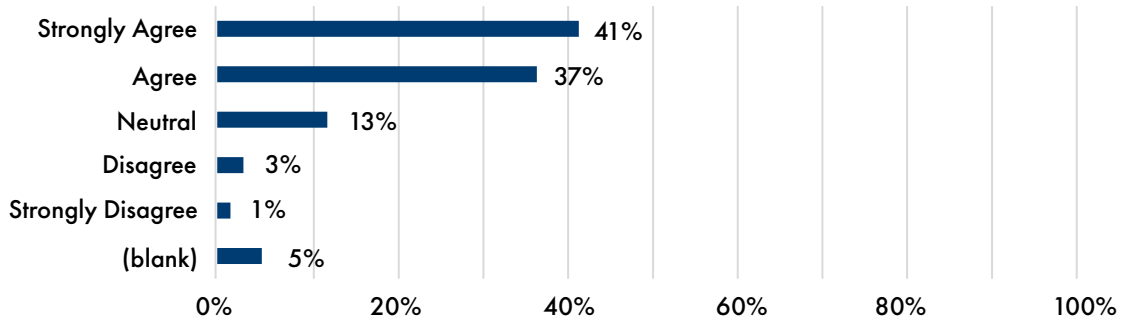
10. Drivers should travel slower on my street. Select your level of agreement or disagreement.

FIGURE 19 Drivers Should Drive Slower on my Street



11. I am willing to change my behavior to reduce serious crashes and improve safety. Select your level of agreement or disagreement.

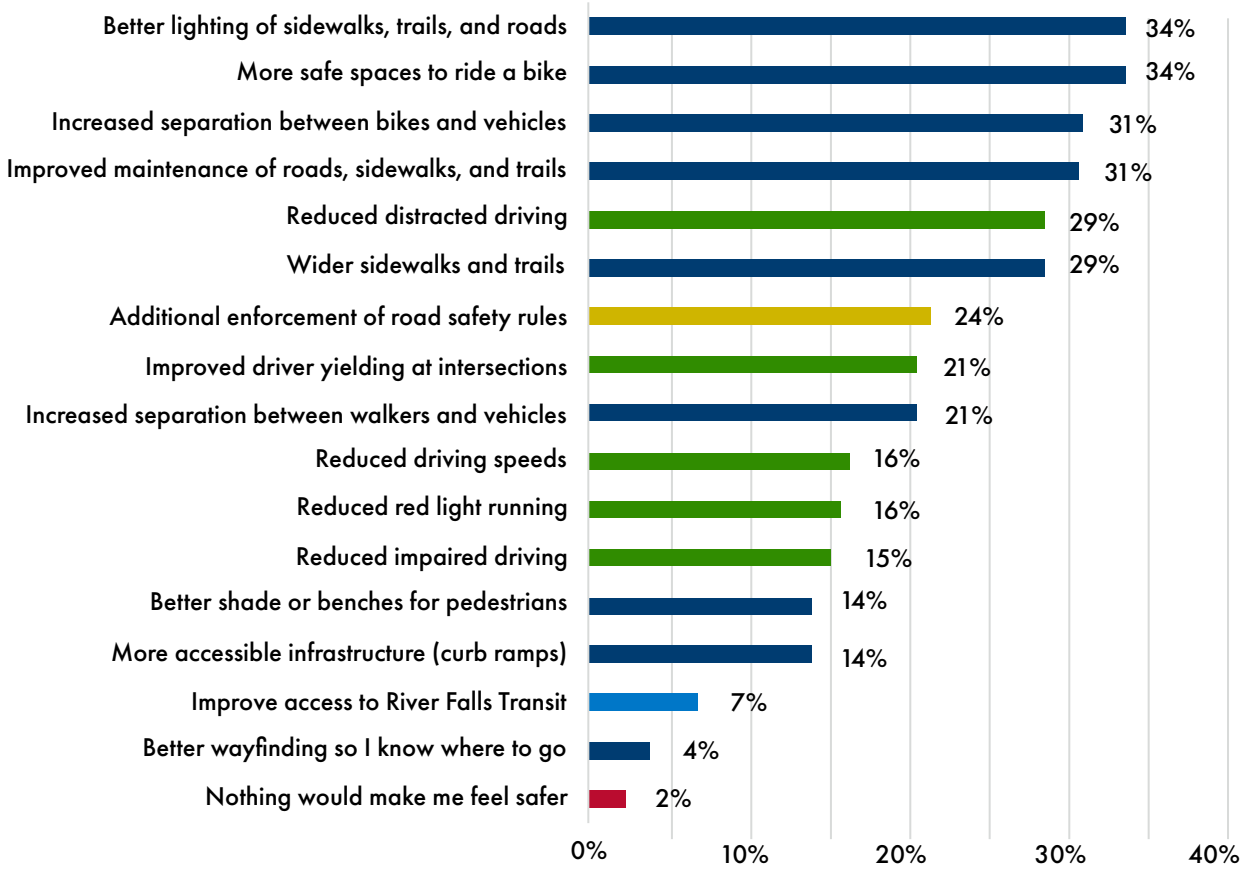
FIGURE 20 I am Willing to Change Behavior to Reduce Serious Crashes and Improve Safety



12. Select your top 5 choices that would make you feel much safer and/or more comfortable when traveling around River Falls.

Figure 21 shows the percent of respondents that selected each option in their top 5. The navy blue bars show infrastructure or environmental changes, the green bars show behavioral changes, the gold bar shows enforcement changes, the lighter blue shows service changes, and the red bar shows no changes.

FIGURE 21 Top Five Choices to Feel Safer and More Comfortable Traveling in River Falls



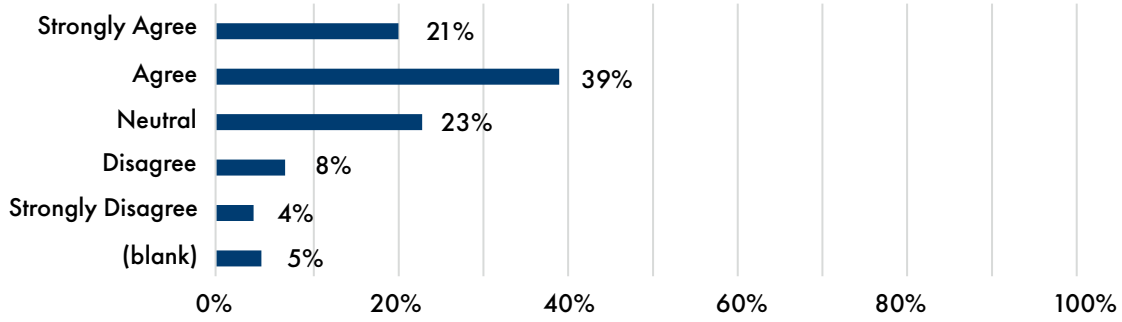
13. Is there anything else that would make you feel safer and more comfortable moving around River Falls?

Write-in responses were provided by 195 survey respondents. The most common issues raised include:

- Enhanced pedestrian connections and safety were mentioned 100 times. Specific issues included more sidewalks, crosswalk visibility, drivers not yielding, lack of ADA accessibility, and concerns about pedestrian safety downtown, at roundabouts, and near parked cars.
- Improved intersection and pedestrian crossing safety was mentioned 73 times. Specific issues included poor visibility due to vegetation, confusing signage, unclear who has right-of-way, and need for controlled pedestrian crossings.
- Better child safety and safety around schools were mentioned 49 times. Specific issues included unsafe conditions around schools for children walking and biking, lack of school zone enforcement, speeding and reckless driving near schools, and insufficient walking and biking infrastructure near schools.
- Improved signage and markings were mentioned 36 times. Specific issues included faced or missing signs and pavement markings, poorly timed signals, unclear signage at major intersections, and a desire for more stop signs and controlled pedestrian crossings.
- Enhanced bicycle connections and safety were mentioned 31 times. Specific issues included a lack of safe bike routes across the city, riders sharing space with cars on narrow streets, poor e-bike rider behavior, and a desire for better lighting and education for riders.
- More enforcement was mentioned 28 times. Specific issues included a desire for more visible presence of law enforcement, enforcement of failure to stop/yield, and enforcement of speed limits.
- Poor driver behavior was mentioned 24 times. Specific issues included distracted driving, failure to yield for pedestrians, failure to stop at stop signs, and excessive speeding, especially on residential streets.
- Poor infrastructure condition or lack of maintenance was mentioned 8 times. Specific issues included damaged sidewalks, trip hazards on sidewalks, and poor winter maintenance.

14. Electric bicycles enhance mobility options. Select your level of agreement or disagreement.

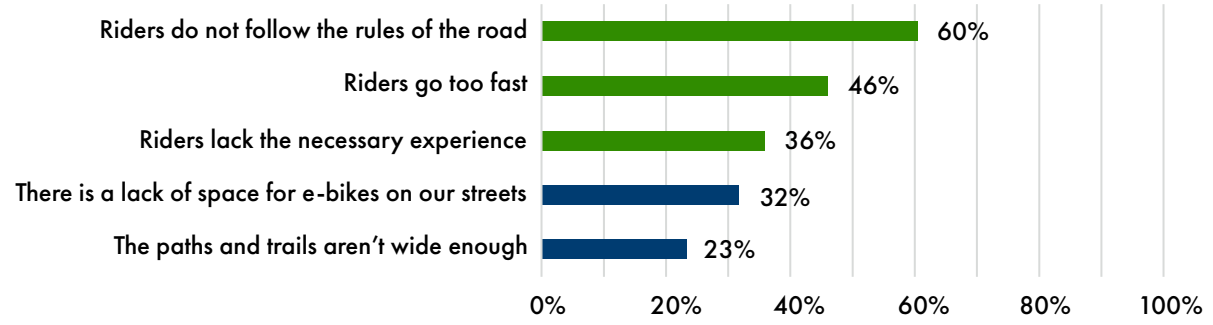
FIGURE 22 Electric Bicycles Enhance Mobility Options



15. What are concerns about electric bicycles in River Falls? Select all that apply.

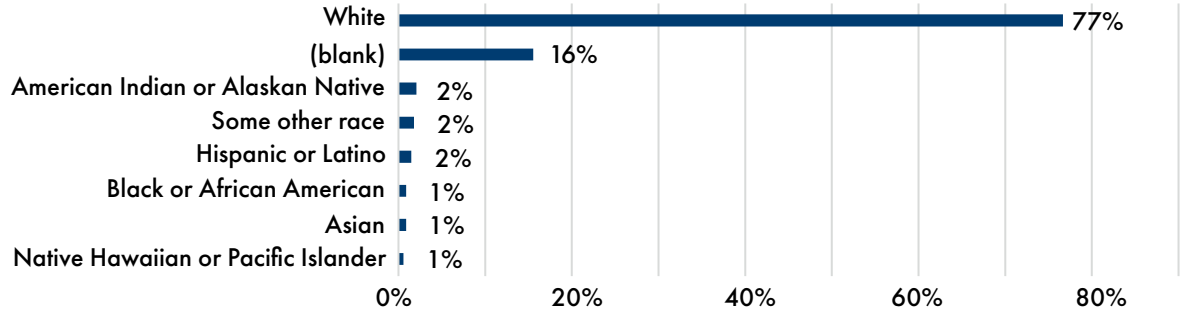
Figure 23 shows behavioral concerns in green and infrastructure concerns in blue. Respondents were able to write in responses in addition to select the options. Common concerns in the write-in responses included youth are riding motorized bicycles or motorcycles, riders do not have sufficient experience, lack of trail etiquette around pedestrians and other cyclists, sidewalk riding, and some have no concerns.

FIGURE 23 Electric Bicycle Concerns



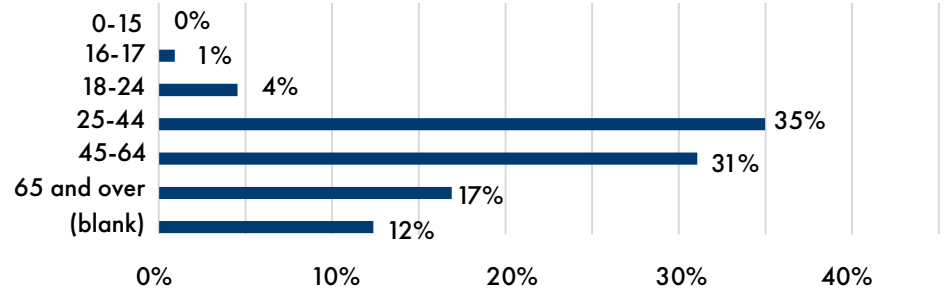
16. What race / ethnicity best describes you?

FIGURE 24 Race/ Ethnicity



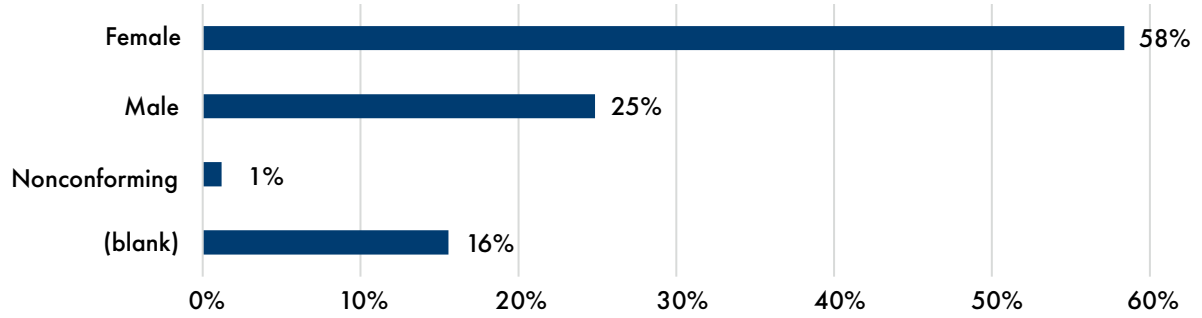
17. How old are you?

FIGURE 25 Age



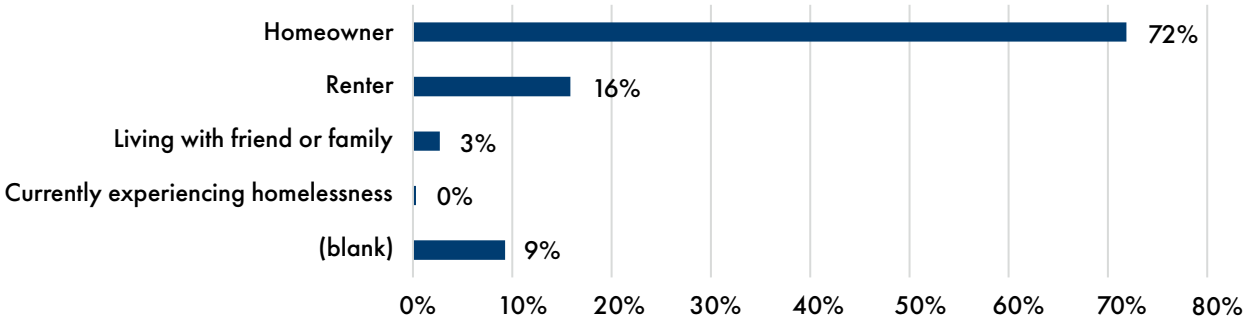
18. What best describes your gender?

FIGURE 26 Gender



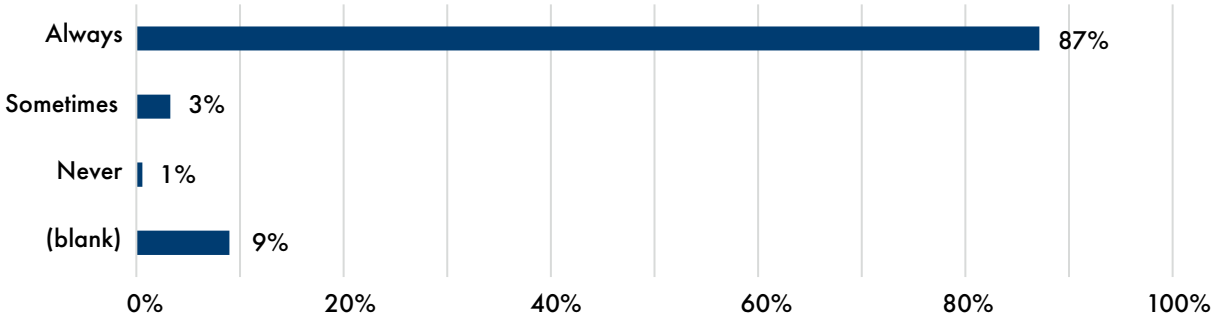
19. Which of the following best describes your current housing situation?

FIGURE 27 Housing Situation



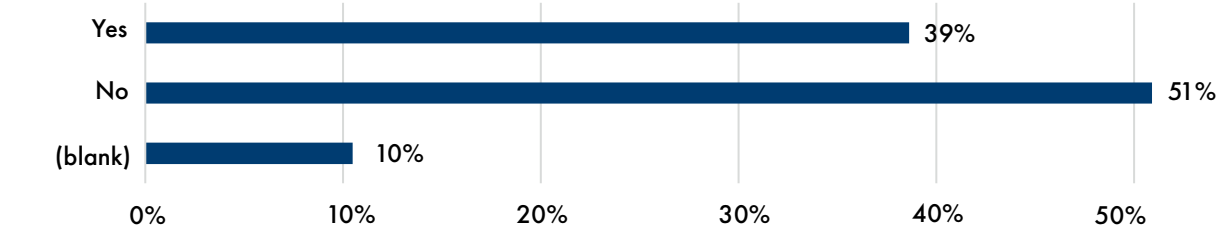
20. Do you have access to a vehicle?

FIGURE 28 Vehicle Access



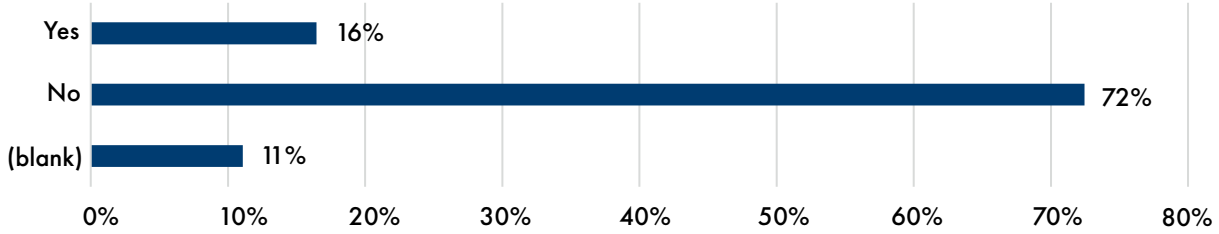
21. Are you regularly responsible for or do you live with any school-age children?

FIGURE 29 Responsibility for School-Age Children



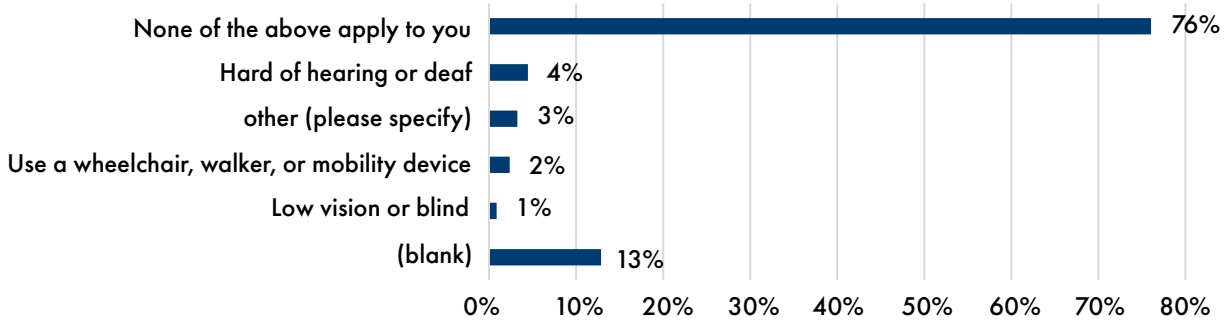
22. Do you live with anyone who is 65 years old or older?

FIGURE 30 Live with Person(s) 65 Years or Older



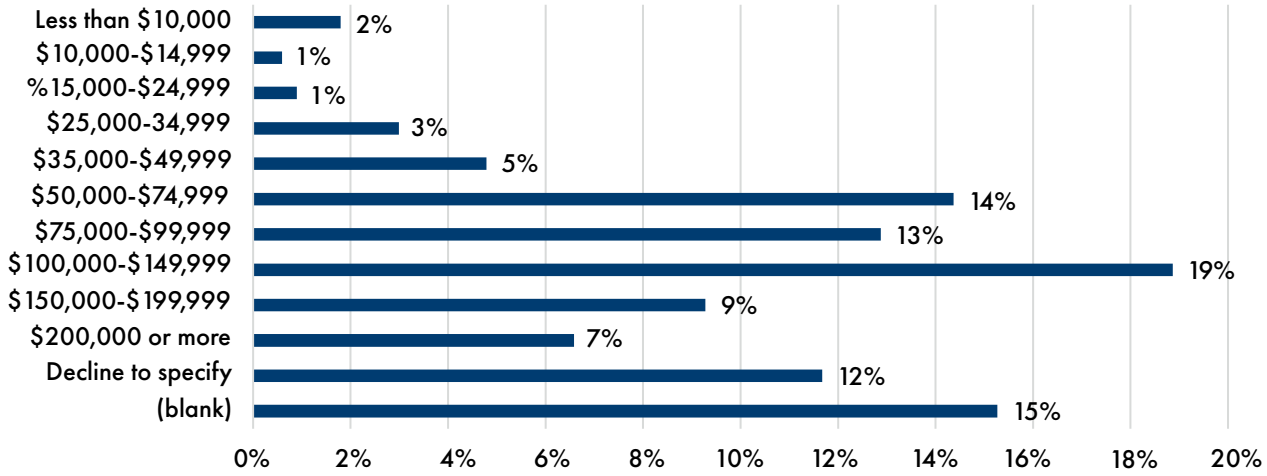
23. Do any of the following physical limitations apply to you?

FIGURE 31 Physical Limitations



24. What is your household income range?

FIGURE 32 Household Income Range



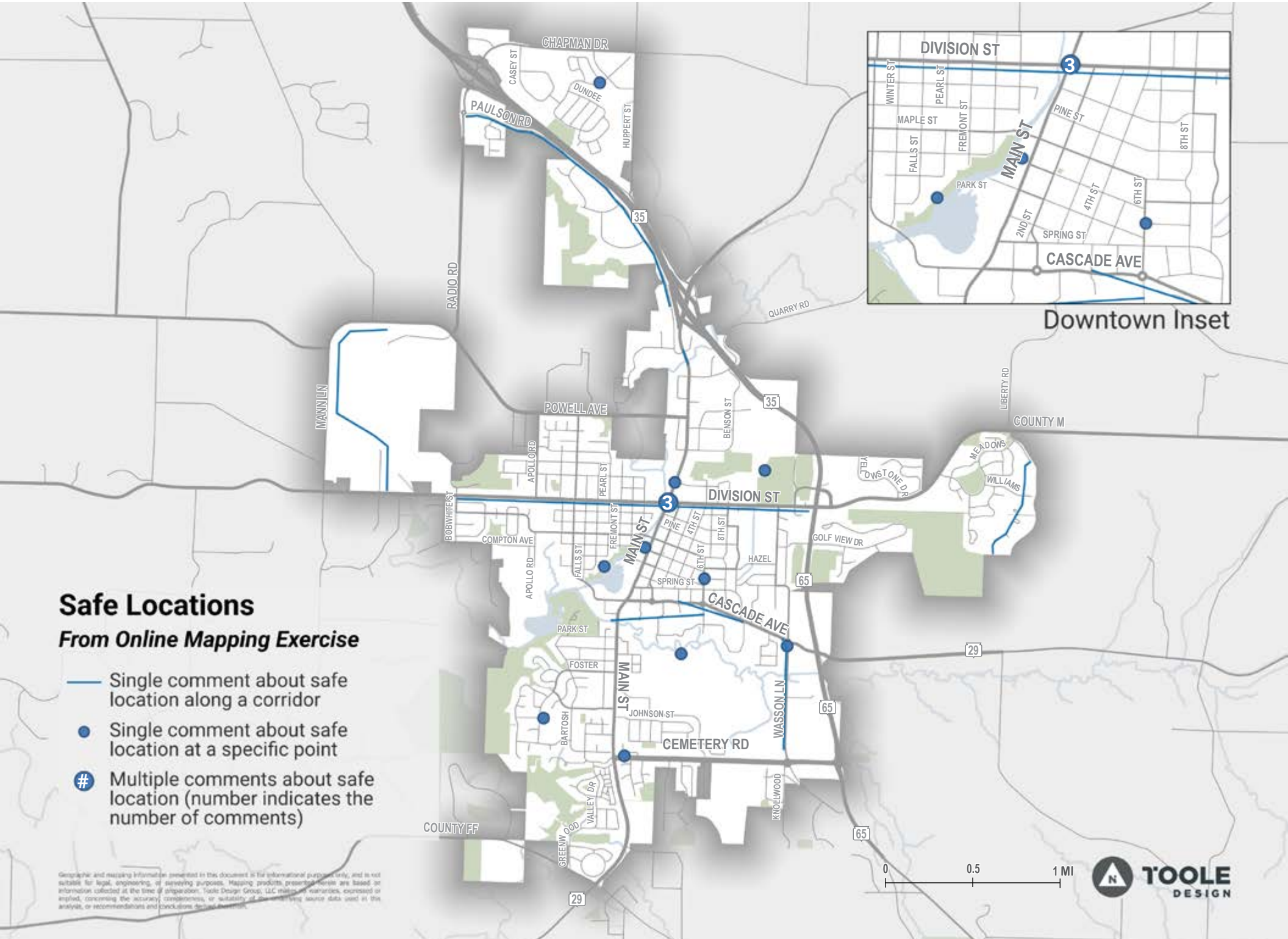
Locations and Areas of Opportunity

The online and in-person engagement methods provided the public with the opportunity to identify safe (Map 7) and unsafe (Map 8) locations around River Falls as well as locations where individuals were nearly in a crash (Map 9). Participants were able to elaborate on what is impacting their feeling of safety at specific locations and provide suggestions for improvement. The table below (Table 5) highlights common locations identified by the public and stakeholders through the engagement process. Community members provided insight into the factors influencing transportation safety at these locations, which were used to identify the opportunities listed below.

TABLE 5 Common Themes from Public Engagement

Location	Safe Attributes	Unsafe Attributes	Opportunities
Division Street and North Main Street	▪ There are safe crossings and sidewalks. ▪ There is adequate separation between people walking and driving. ▪ A small number of people also reported that drivers do not speed and do not yield.	▪ Drivers drive too quickly, do not consistently yield, and are often distracted. ▪ Several people avoid this location because of safety issues, although some reported being unable to. ▪ There is a gap in the sidewalk just to the south. ▪ Four people reported near crashes here.	▪ Consider traffic calming measures to reduce speeding and promote attentive driving. ▪ Fill gaps in the sidewalk network. ▪ Provide safe crossings at intersections. This may include shortening crossing distances.
North Main Street between Division Street and WI-35	▪ Some sections include safer crossings, such as at Union St.	▪ There are high volumes of cars, drivers drive too quickly, do not consistently yield or follow signs/signals, and are often distracted. ▪ Some harassment was reported, including verbal harassment by drivers. ▪ Intersections and driveways accessing popular destinations, particularly left turns, were mentioned as dangerous. ▪ Several people reported being unable to avoid this location. ▪ There are no bikeways or intermittent sidewalks. ▪ Seven people reported near crashes here.	▪ Improve safety at intersections with streets and commercial driveways. ▪ Provide safer pedestrian crossing opportunities like the one at Union Street. ▪ Fill gaps in the sidewalk network. ▪ Provide bike connections to the Paulson Road sidepath. ▪ Improve the gateway into Downtown River Falls.

Location	Safe Attributes	Unsafe Attributes	Opportunities
North 2nd Street	▪ None were mentioned.	▪ There are sidewalk gaps. There is a busy pedestrian crossing near a church and preschool that is unmarked. ▪ Drivers drive too quickly. One person linked this to a relative lack of traffic controls for drivers. ▪ Two people reported a near crash, and several people reported being unable to avoid this location.	▪ Consider traffic calming measures, especially in areas with low or inconsistent use of on-street parking. ▪ Provide safer crossings at targeted intersections, such as East Walnut Street. ▪ Fill gaps in the sidewalk network.
North Wasson Lane, North 9th Street, North 8th Street, and Hazel Street around Greenwood Elementary and Meyer Middle.	▪ None were mentioned.	▪ People reported that North Wasson Lane sees a lot of driver traffic and that drivers speed. This street also has missing sidewalks and no bikeways. Parking on both sides of this street, especially during sports and other events, narrows the street. ▪ School drop-off and pick-up traffic contributes to congestion, and these drivers often speed. ▪ The lack of sidewalks, except for parts of North 8th Street and North 9th Street, gives pedestrian little separation from cars. ▪ Three people reported crashes at these locations.	▪ Consider traffic calming measures that coordinate with Safe Routes to School recommendations, particularly on North Wasson Lane. ▪ Fill gaps in the sidewalk network. ▪ Provide safer crossings both to the school campus and to parks. ▪ Consider daylighting intersections to improve pedestrian visibility, especially during highly attended events when on-street parking is heavily used.
North Grove Street, West Maple Street, and nearby streets around Westside High School.	▪ None were mentioned here specifically, but one person voiced their appreciation for the Kinnickinnic Pathway.	▪ Drivers drive too quickly, especially on West Maple Street. ▪ There is poor visibility at the intersection with South Apollo Road. ▪ Much of West Maple Street lacks sidewalks, and there is no marked crossing along the south end of the school.	▪ Consider traffic calming measures that coordinate with Safe Routes to School recommendations, particularly on West Maple Street ▪ Improve safety along curves on West Maple Street ▪ Fill gaps in the sidewalk network. ▪ Expand connections to the Kinnickinnic Pathway.


Safe Locations
From Online Mapping Exercise
Single comment about safe location along a corridor
Single comment about safe location at a specific point
Multiple comments about safe location (number indicates the number of comments)
Downtown Inset
DIVISION ST
MAIN ST
CASCADE AVE
CHAPMAN DR
PAULSON RD
RADIO RD
QUARRY RD
POWELL AVE
COUNTY M
COMPTON AVE
GOLF VIEW DR
HAZEL
SPRING ST
PARK ST
FOSTER
JOHNSON ST
CEMETERY RD
WASSON LN
COUNTY FF
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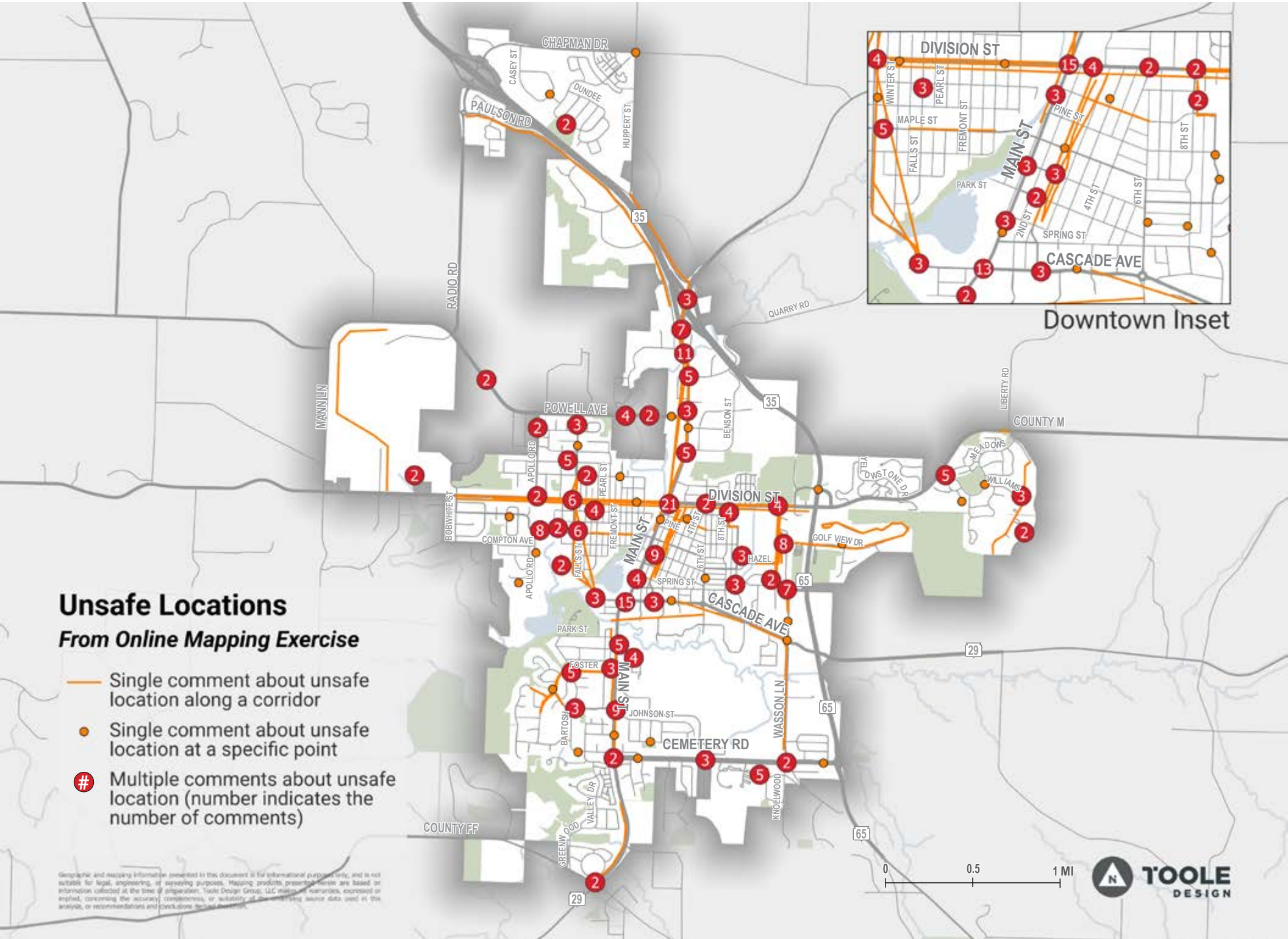
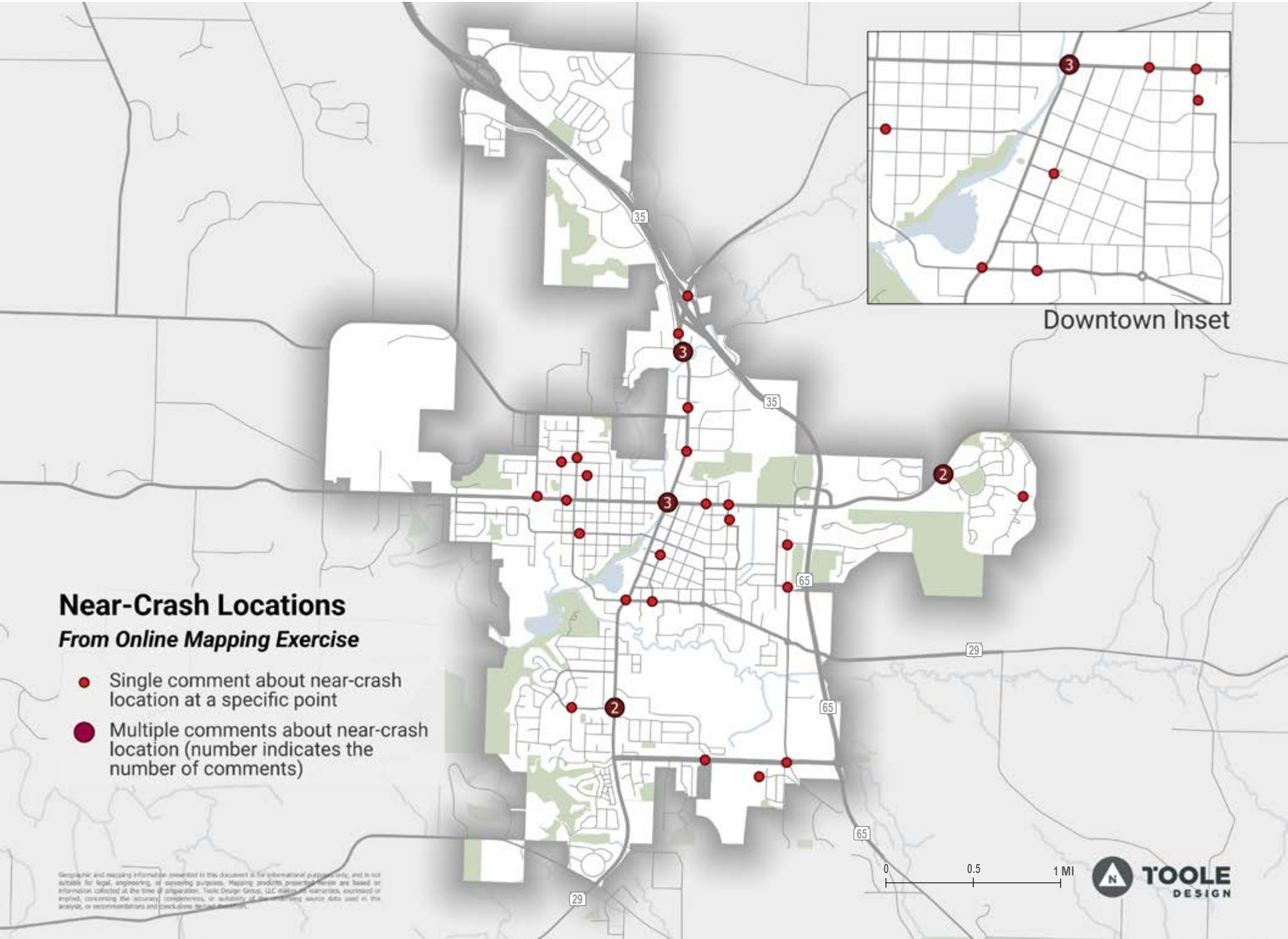
0.5
1 MI
TOOLE DESIGN

MAP 8 Web-Mapping Unsafe Locations



MAP 10 Web-Mapping Near-Crash Locations



Winter 2025-2026 Public Engagement Summary

The public was asked to provide feedback on draft safety strategies, draft network prioritization criteria weighting, and the top five unsafe locations as identified by the public during the summer 2025 engagement activities. The public was provided the opportunity to provide feedback in-person at the December 11, 2025 public open house and via an online survey open from December 11, 2025 through January 9, 2026. More than 80 River Falls community members provided feedback. Thematic findings are summarized below. These findings were used to finalize the prioritization process and develop the full Safety Action Plan.

Key Findings Process Overview

The following key findings summarize the public responses:

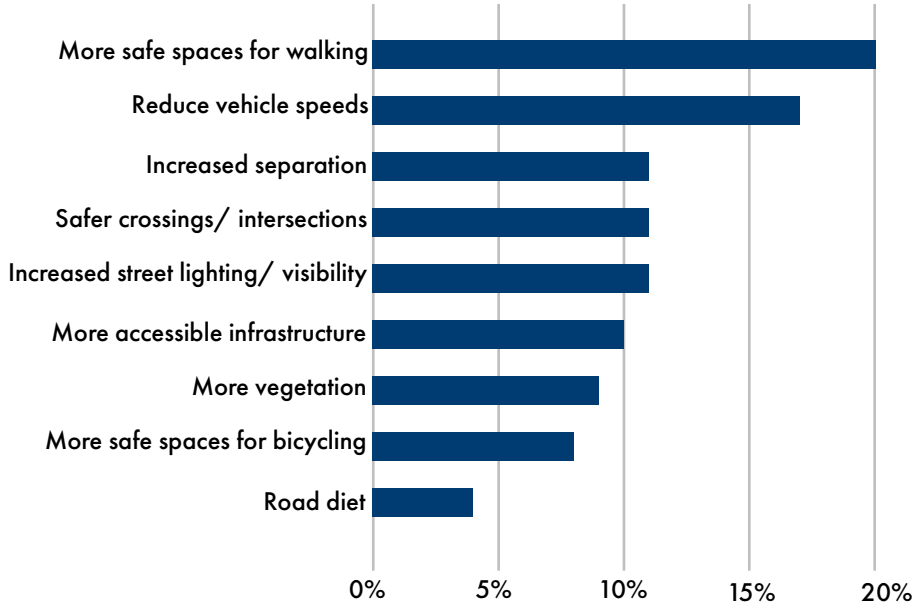
- **Safety Strategies:**
  - Of the nine safety strategy options presented, "more spaces for walking" and "reducing vehicle speeds" received the most support. "Road diets" received the least support of the options provided.
- **Network Prioritization Criteria Weighting:**
  - Many survey participants believed that existing community input and proximity to 6-12 schools should be weighted higher during the network prioritization process, while proximity to the University of Wisconsin - River Falls should be a lower priority criterion.
- **Top Unsafe Locations:**
  - Most survey participants were either neutral or in agreement with the locations and corresponding safety issues highlighted during the first phase of engagement.
- **Outreach Methods:**
  - Survey participants highlighted social media as the preferred method for communicating items and transportation-related news, with email newsletters and mailed postcards as other popular methods.

Survey Results

Safety Strategies

Survey participants were asked to identify and prioritize relevant safety strategies by budgeting a hypothetical $10 amongst the nine listed safety strategies. Figure 33 shows the percentage of the budget assigned to safety strategies amongst all survey participants.

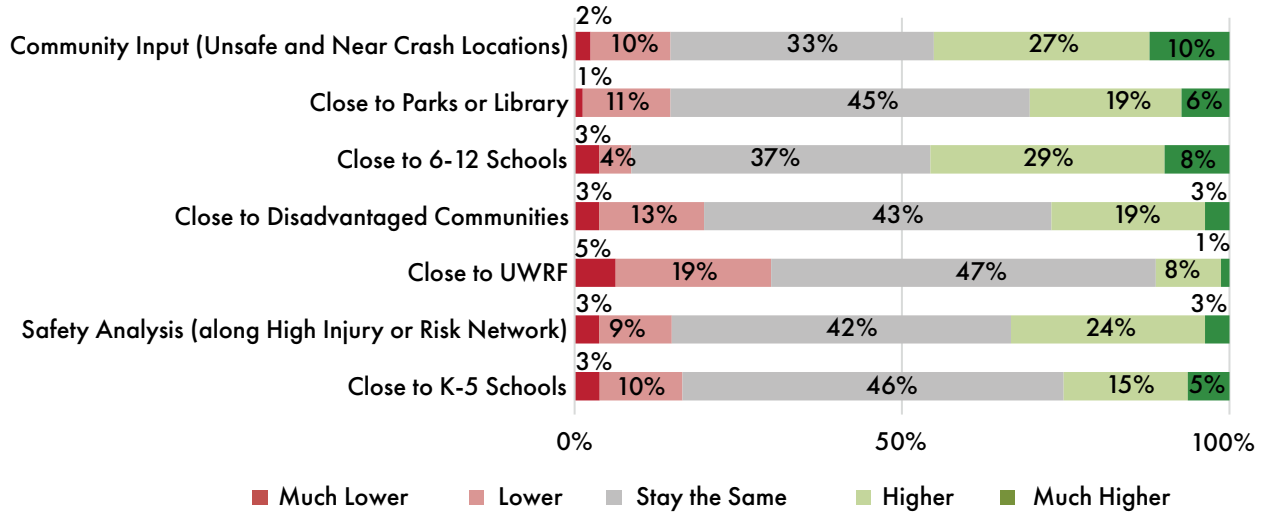
FIGURE 33 Percentage of Budget Assigned to Safety Strategies



Network Prioritization Criteria Weighting

Survey participants were asked to review the draft network prioritization criteria weighting set by the Safe Streets for All Action Plan Task Force and identify whether those measures should be weighed higher, lower, or stay the same. Figure 34 shows the distribution of responses for each measure. "Close to 6-12 Schools" had the most support to increase weighting, with 30 more respondents showing support for increased weighting than decreased weighting. "Close to UWRF" had the most support for decreased weighting, with 15 more respondents showing support for decreased weighting than increased weighting. It was also the only criteria that had more support for decreased weighting.

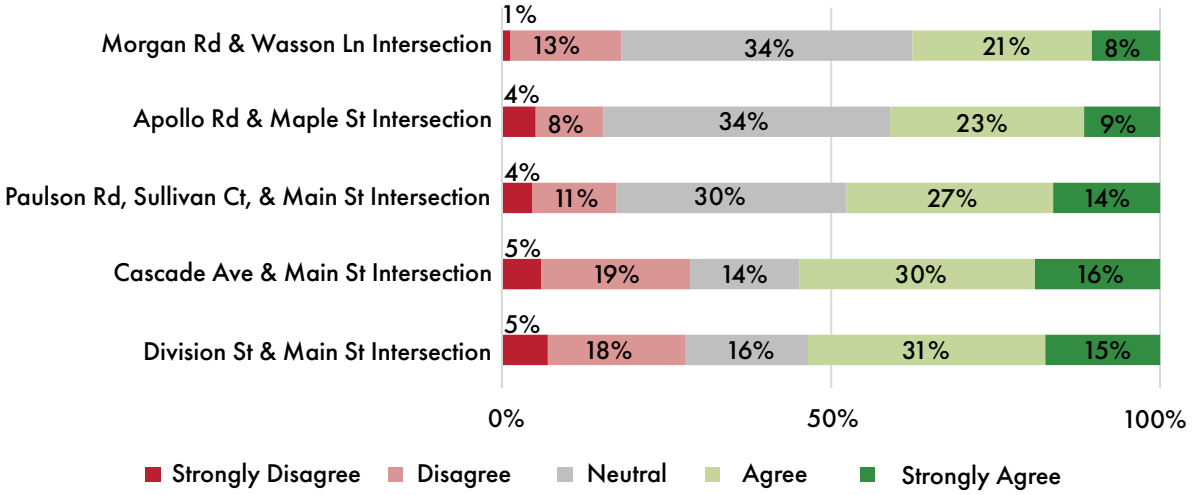
FIGURE 34 Distribution of Changes to Network Prioritization Weighting Criteria



Top Unsafe Locations

The top five unsafe locations on the street network, as identified by the public during the summer 2025 public engagement, were presented on the survey to gage agreement with the locations and issues identified. Figure 35 shows the distribution of responses for each location. All five locations and issues received more agreement and disagreement, with the most support for the Cascade Avenue and Main Street intersection.

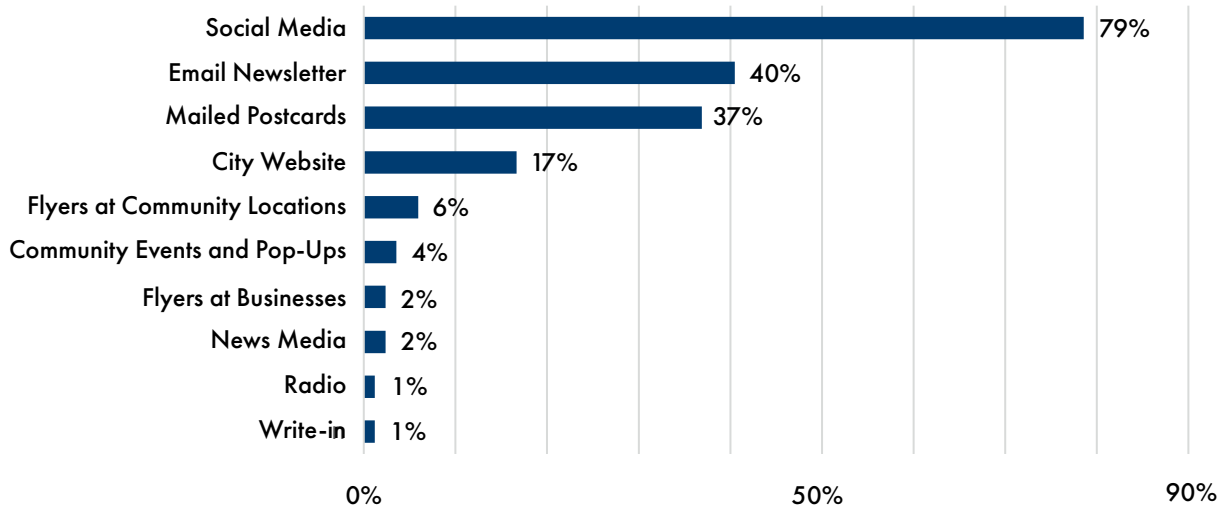
FIGURE 35 Agreement on Unsafe Locations



Outreach Methods Preference

Survey participants were asked to identify the two best ways to reach them with items and information related to transportation safety. Figure 36 shows the percentage of respondents that selected each method.

FIGURE 36 Best Methods for Communication



Demographic Information

Survey participants were asked to provide relevant demographic information. The following bullets and figures summarize key demographic findings.

- 97% of respondents were White, 1% were Hispanic or Latino, and 1% were Some Other Race.
- 97% of respondents had access to a vehicle at all times and 3% had access sometimes.
- No one under the age of 18 participated in the survey.

FIGURE 37 Gender of Respondents

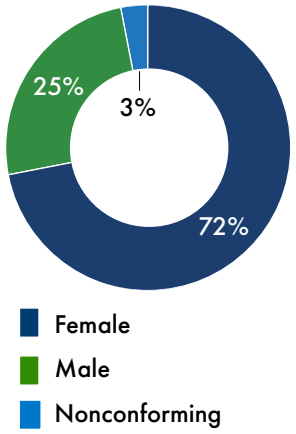


FIGURE 38 Respondents Living with Children

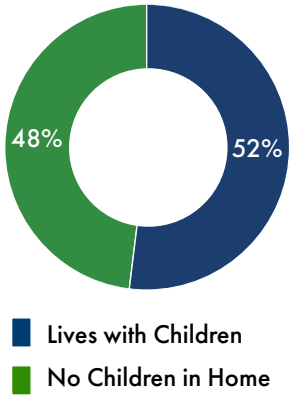


FIGURE 39 Age of Respondents

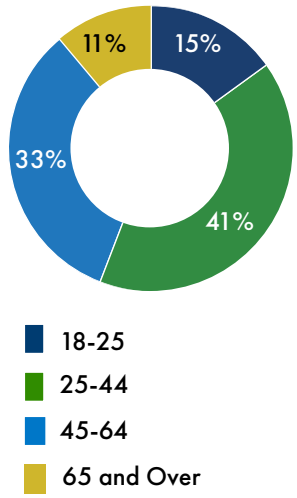


FIGURE 40 Respondents Living with Seniors

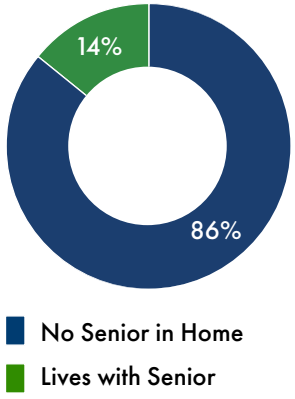


FIGURE 41 Housing Status of Respondents

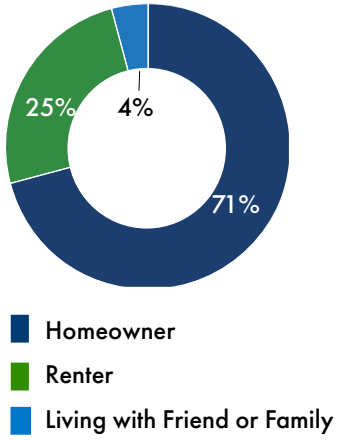


FIGURE 42 Physical Limitations of Respondents

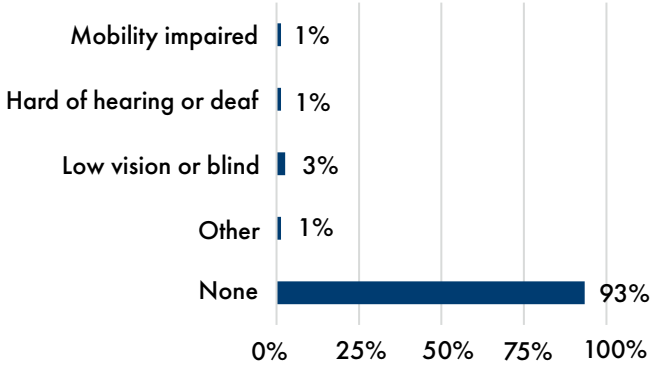
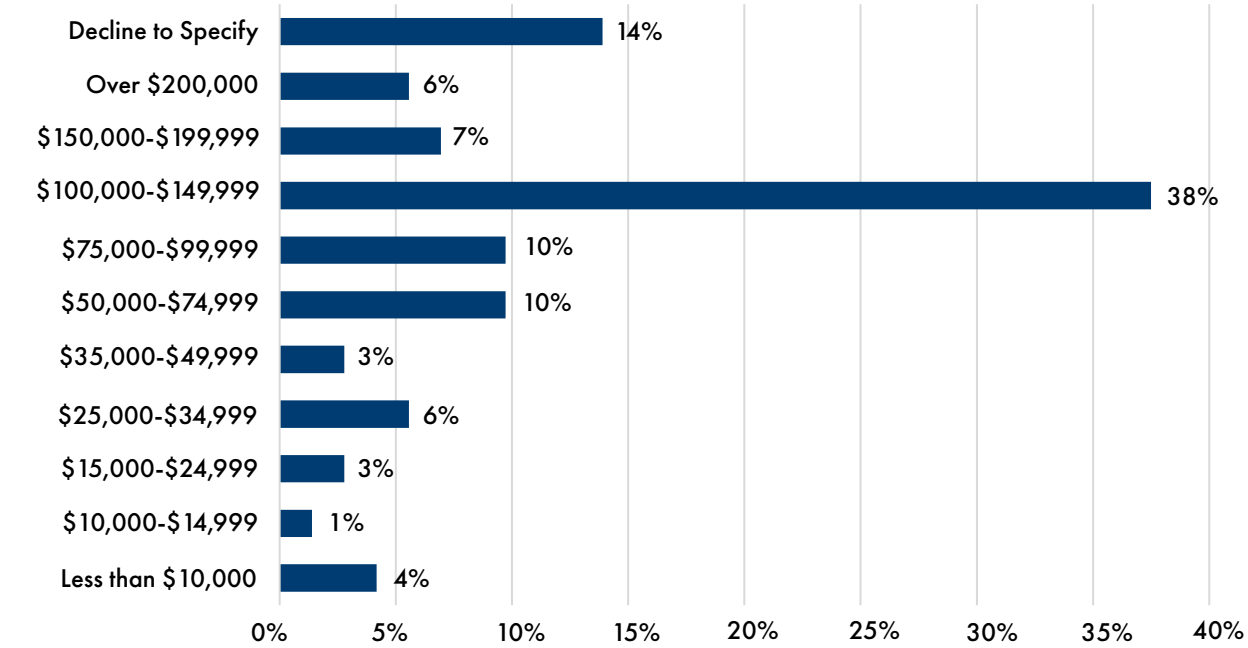


FIGURE 43 Household Income of Respondents



Spring 2026 Public Engagement Summary

Upon completion of the draft River Falls Safety Action Plan, community members were invited to share feedback on the proposed recommendations. A public open house was held on April 22, 2026, providing residents and stakeholders an opportunity to learn about the contents of the draft Plan and provide their input in-person. Additionally, an online survey was launched on April 14, 2026, to capture community member feedback virtually. Across the open house and online survey, nearly a dozen River Falls community members contributed input.

In addition to the public open house and online survey, the project team met with the River Falls Business Improvement District Board. These conversations enhanced effective coordination with the business community in River Falls.

Survey Result Themes

Survey participants were asked to rate their level of support for each of the six Action Step themes: General Safety, Safe Road Users, Safe Vehicles, Safe Speeds, Safe Roads, and Post-Crash Care. Eight River Falls community members completed the online survey, with respondents overwhelmingly indicating their support for all six of the Action Step themes.

Participants also shared their preferred methods for sharing the final Plan. The most favored option was 'Mailed postcards with a link to view the plan,' followed by 'Shared out in the City newsletter.'

B

SAFETY ANALYSIS

Introduction

This Appendix summarizes the results of the safety analysis conducted for River Falls, Wisconsin's Safety Action Plan. This section provides a data-driven basis for understanding the history of crashes on roadways in River Falls as well as risk factors for crashes. It outlines the methods and results of three types of safety analyses: the Descriptive Safety Analysis (DSA), the High Injury Networks (HIN), and the Risk Assessment. Each analysis and its findings are presented in a separate section of this Appendix.

The safety analysis was used as a guide to identify factors and locations for further examination, develop safety programs, modify policies, select and justify safety countermeasures, and prioritize locations for interventions.

There is a heavy focus on fatal and serious injury crashes, which is based on the city's goal of eliminating crashes resulting in fatalities and serious injuries. This will allow the city and partners to understand where and why fatal and serious injury crashes are occurring to reduce and ultimately eliminate fatalities and life-altering injuries through proven, innovative, and comprehensive strategies.

The **Descriptive Crash Analysis** describes the characteristics, factors, and patterns of past crashes in River Falls.

The **High Injury Networks** (HIN) identify street segments with elevated crashes densities weighted by severity.

The **Risk Assessment** identifies factors correlated with increased likelihood of severe and injury crashes.

Data and Limitations

The safety analysis methodology consisted of data collection, consolidation, and analysis based on provided crash data and various other data such as roadways, schools, and demographics. Crash data used in this analysis was retrieved from the WisTransPortal system, accessed on May 5, 2025. It consists of all crash data from 2014 to 2023 within the city of River Falls. Intersection crashes were identified as those crashes within 100 feet of an at-grade intersection. Crash severity was summarized at the crash level, not the unit level, as WisTransPortal does not provide detailed information regarding the number of people sustaining serious or minor injuries, possibly injured, or only experienced property damage per crash.

Crashes that occurred during a period of ten years, from 2014 to 2023, were studied. The compiled roadway data reflects current conditions according to the data made available at the time of this analysis. It can be assumed that some changes in roadway design and operations have occurred over the previous years that cannot be accounted for. As crash data is viewed at an aggregate level within this document, the impacts of these temporal inconsistencies are expected to be minor.

The analyses reported here show crash density but do not adjust for exposure rates based on volumes by modes. This is because real-world pedestrian and bicycle traffic volume data is not available. The lack of exposure data must be kept in mind to avoid misinterpreting analysis results. For example, in many communities, pedestrian crashes are more common during daylight conditions than dark conditions. This does not mean that daylight conditions are more dangerous than dark conditions. Rather, it reflects the fact that people are more likely to travel, especially by walking, in light conditions than in dark conditions.

As the Safe System Approach is used throughout the project area, additional data can assist River Falls and its partners in understanding crash risk and take a more proactive approach to safety. Below are some recommendations for additional data components that may be valuable for future study.

- Bicycle and pedestrian volume data would allow for a measure of crash exposure for bicyclists and pedestrians.
- A more comprehensive roadway dataset would help to identify risk factors. Roadway attributes could include vehicle operating speeds, marked crosswalks and crosswalk enhancements and crosswalk style, street and/or lane widths, traffic signal phasing, transit frequency and boarding/alighting counts, and location of fixed objects (raised medians, barriers, utility poles, etc.).

Key Terms

FSI crashes = fatal and serious injury crashes. Fatal crashes are those that result in death of at least one person. Serious injury crashes are those that result in at least one person sustaining an injury that prevents them from carrying out normal daily activities.

MPI crashes = minor or possible injury crashes. Minor injury crashes are those that result in at least one person sustaining an injury but that injury does not prevent them from carrying out normal daily activities. Possible injury crashes are those that result in at least one person reporting to be injured but said injury is not visible or apparent.

PDO crashes = property damage only crashes. PDO crashes result in the damage of property but do not result in an injury or fatality.

FSI + MPI crashes = combination of all fatal, serious injury, minor injury, and possible injury crashes.

Total crashes = combination of all crashes, regardless of severity (FSI, MPI, and PDO crashes).

Motorist crashes = crashes that involve at least one motor vehicle and do not involve a bicyclist or pedestrian.

Pedestrian crashes = crashes that involve someone walking or using a personal mobility device such as a wheelchair.

Bicyclist crashes = crashes that involve someone on a bicycle or similar type device.

VRU crashes = Vulnerable Road User crashes. VRU crashes are those that involve a pedestrian or bicyclists (or other similar road user).

Descriptive Crash Analysis

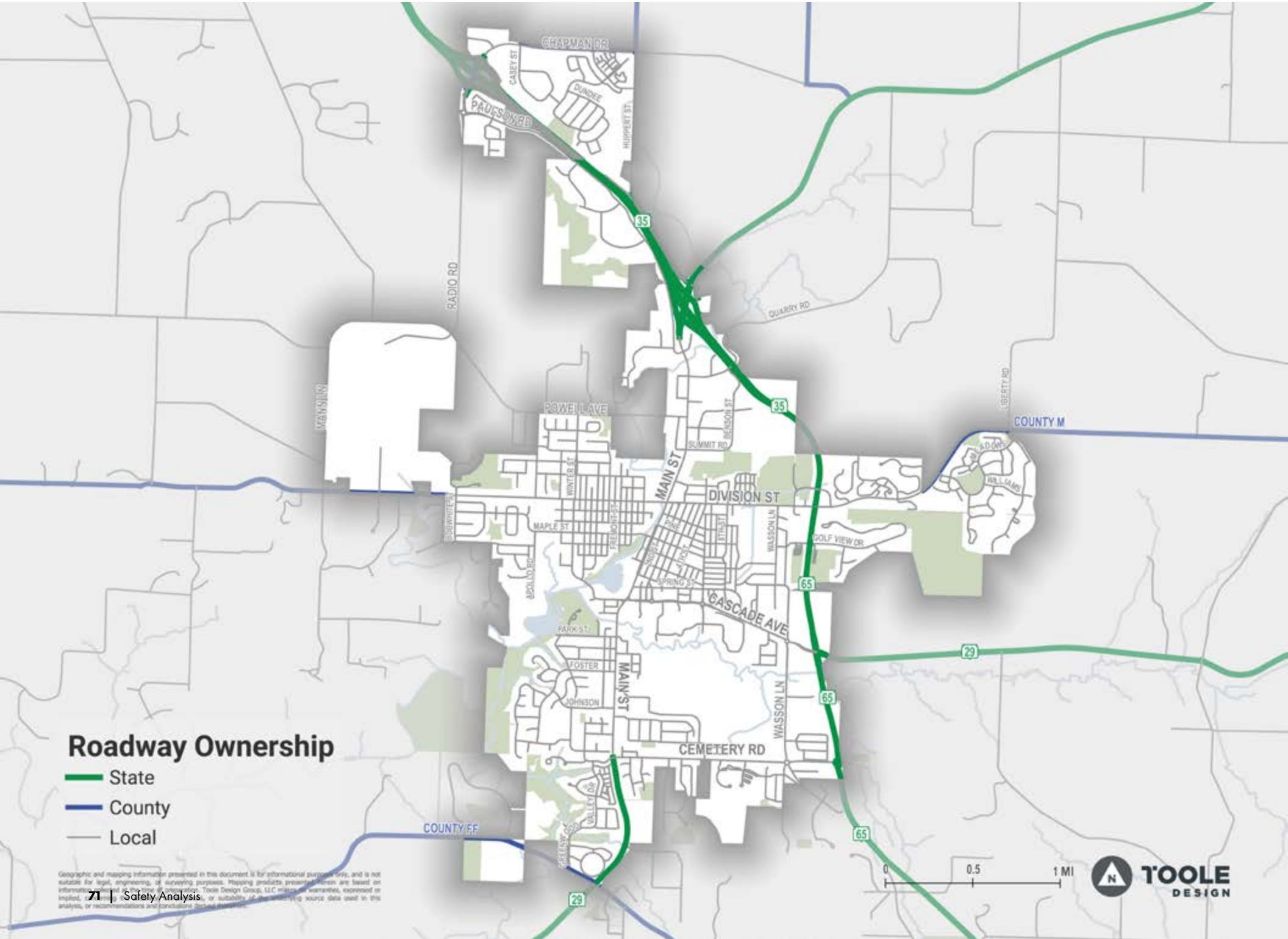
The descriptive analysis describes the overall characteristics, factors, and patterns of traffic crashes. The descriptive safety analysis methodology consisted of data collection, consolidation, processing, and contextualization based on available crash and roadway attribute data. A series of high-level descriptive summaries capture relationships between citywide crash data, infrastructure data, and contextual variables. These statistics explore overall crash trends and patterns that can be used to guide the selection of variables warranting deeper analysis, new roadway behavior programs, policy changes, or the selection of safety countermeasures for project development.

Crashes by Roadway Ownership

The safety analysis includes crash data for all roadways in River Falls along with insights into the different crash characteristics for roadways owned by the City of River Falls as well as Pierce County, St. Croix County, and WisDOT. Using GIS data provided by the City, Table 6 summarizes the miles of roadway under each jurisdiction and the percent of total roadway miles, and Map 10 illustrates the roadway ownership within River Falls's city limits.

TABLE 6 Percentage of Roadway Ownership

Roadway Ownership	Miles of Roadway	% of Roadway Miles
City of River Falls	85.7	74%
Pierce and St. Croix County	7.5	6%
State of Wisconsin	22.7	20%
Total	116.0	100%



Crashes by Mode, Severity, and Ownership

Table 7 shows crashes by individual mode, modal category, and total for all modes in River Falls and breaks down the number of crashes by severity and roadway owner. Map 11, Map 12, and Map 13 show the location and severity of pedestrian, bicyclist, and motorist (including motorcyclist) crashes, respectively.

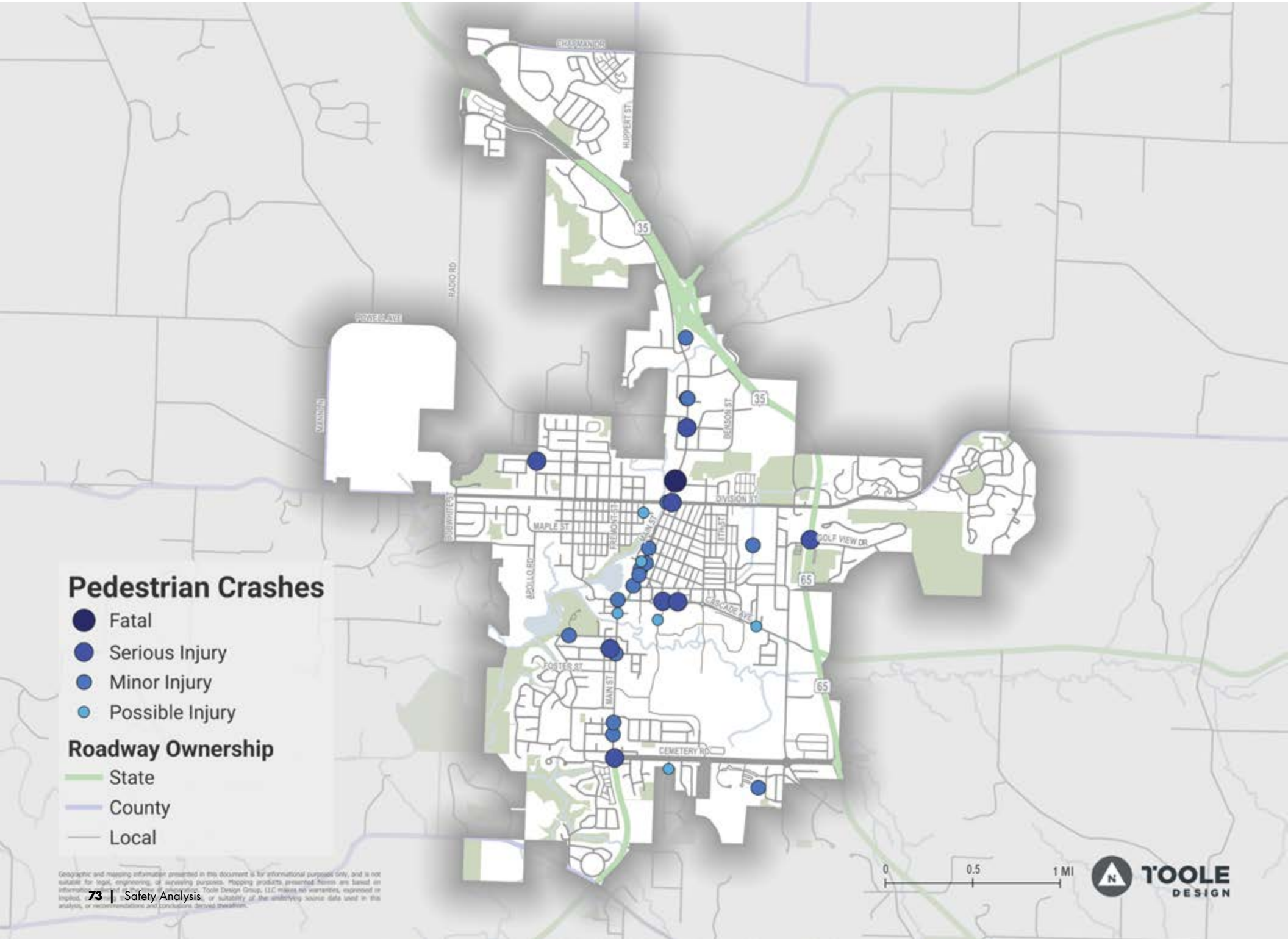
Key takeaways include:

- There were 2,519 total crashes on the roadways in River Falls between 2014 and 2023, or about two crashes every three days.
- There were 30 fatal and serious injury crashes (one fatal and 29 serious injury), averaging out to one fatal and serious injury crash every four months.
- There were 318 minor and possible injury crashes, averaging about one minor and possible injury crash every two weeks.
- 92% of vulnerable road users fatal and serious injury and minor and possible injury crashes and 75% of motorist fatal and serious injury and minor and possible injury crashes occurred on local streets.
- 74% of motorist-only fatal and serious injury and minor and possible injury crashes occurred on local streets. That percent was higher for other modes; 91% for pedestrian crashes, 94% for bicyclist crashes, and 94% for motorcyclist crashes occurred on local streets.

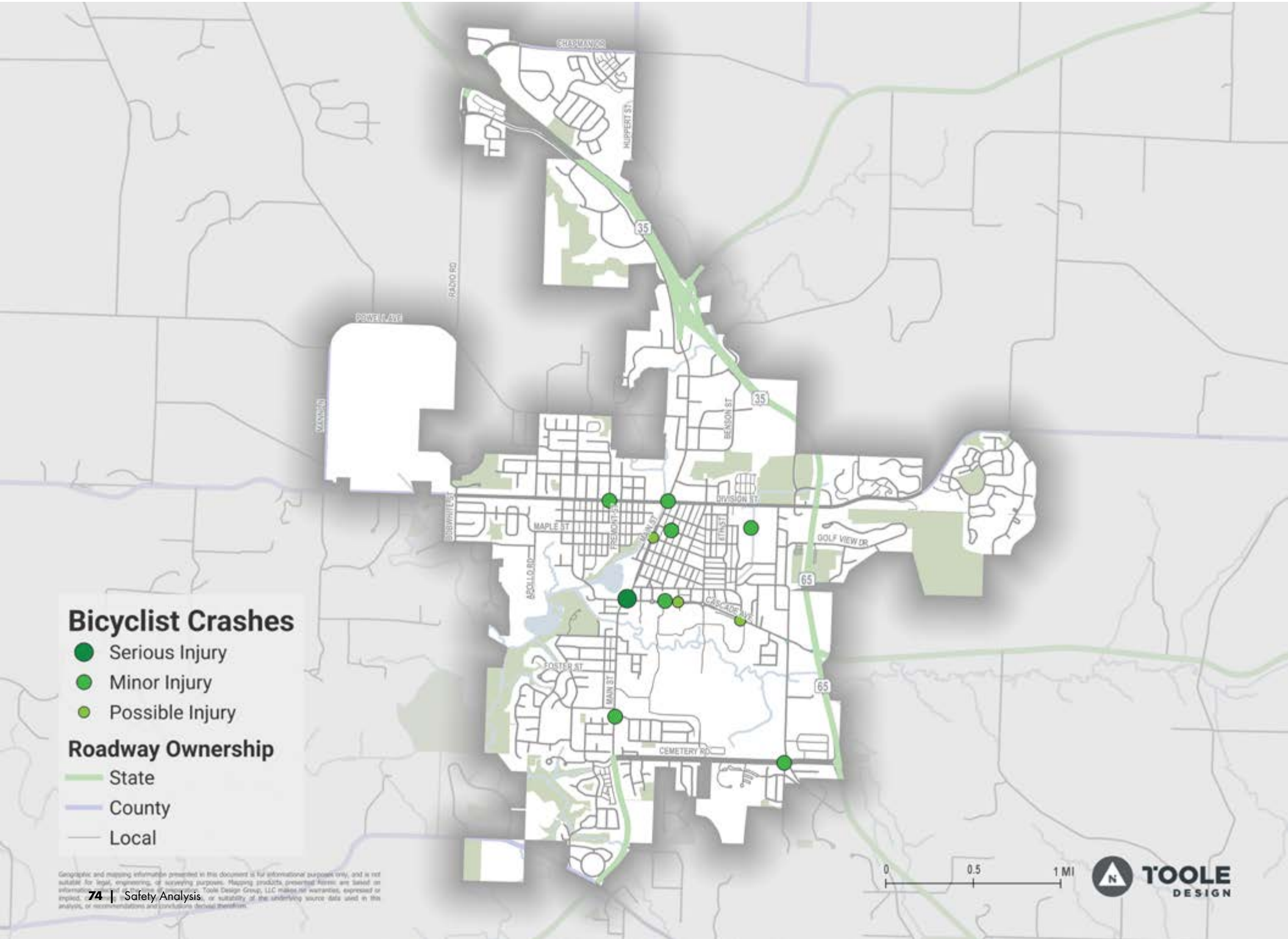
TABLE 7 Crashes by Mode, Severity, and Roadway Ownership

	Fatal and Serious Injury	Minor and Possible Injury	Property Damage Only	All Crashes along State Roads	All Crashes along County Roads	All Crashes along Local Roads	Total
Bicyclist	1	15	1	1	0	16	17
Pedestrian	10	22	2	3	1	30	34
Motorcycle	3	14	5	2	0	20	22
Motorist	16	267	2,163	442	34	1,970	2,446
Total	**30**	**318**	**2,171**	**448**	**35**	**2.036**	**2,519**

MAP 13 Pedestrian Crashes by Severity



MAP 15 Bicyclist Crashes by Severity



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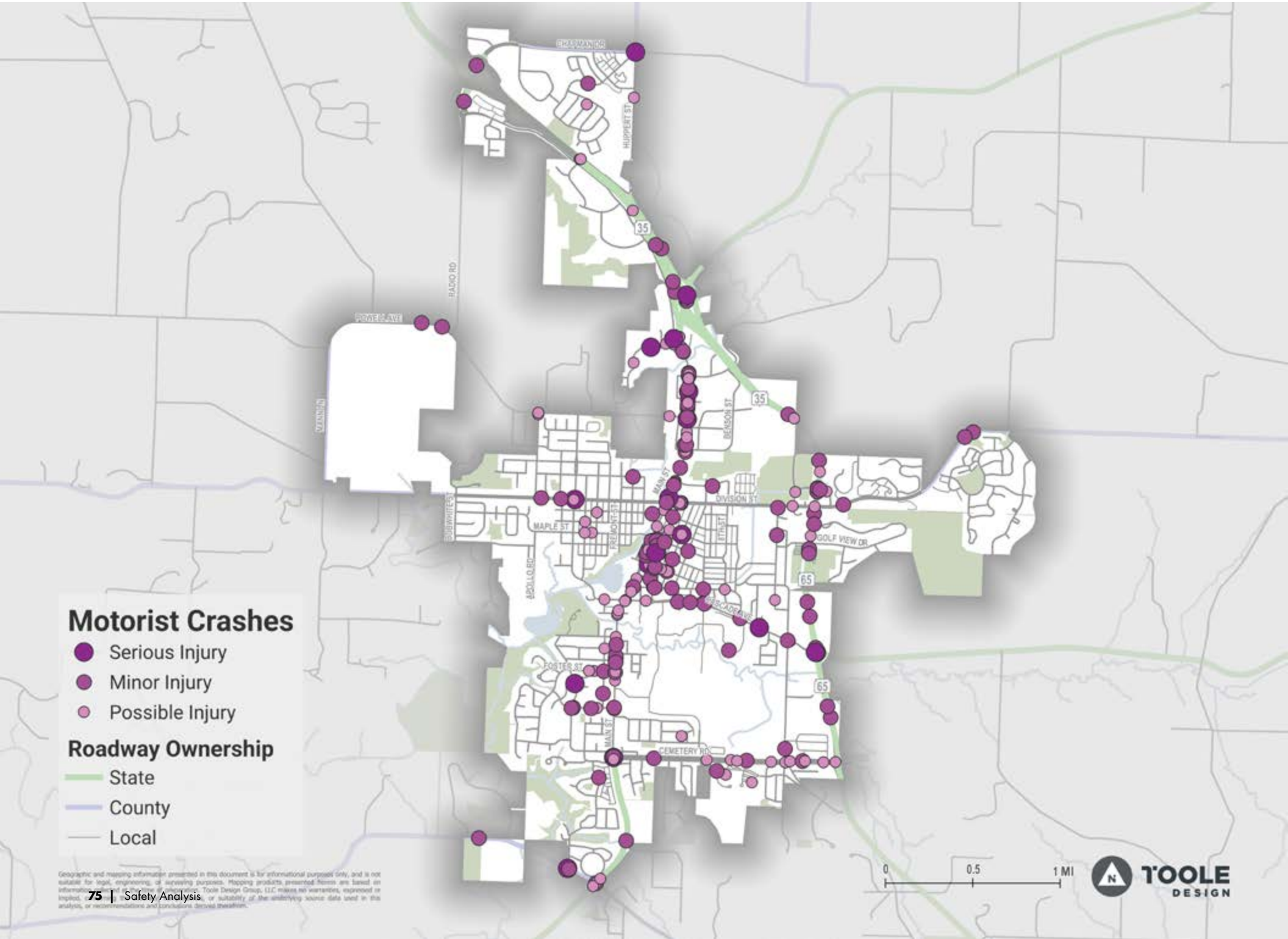
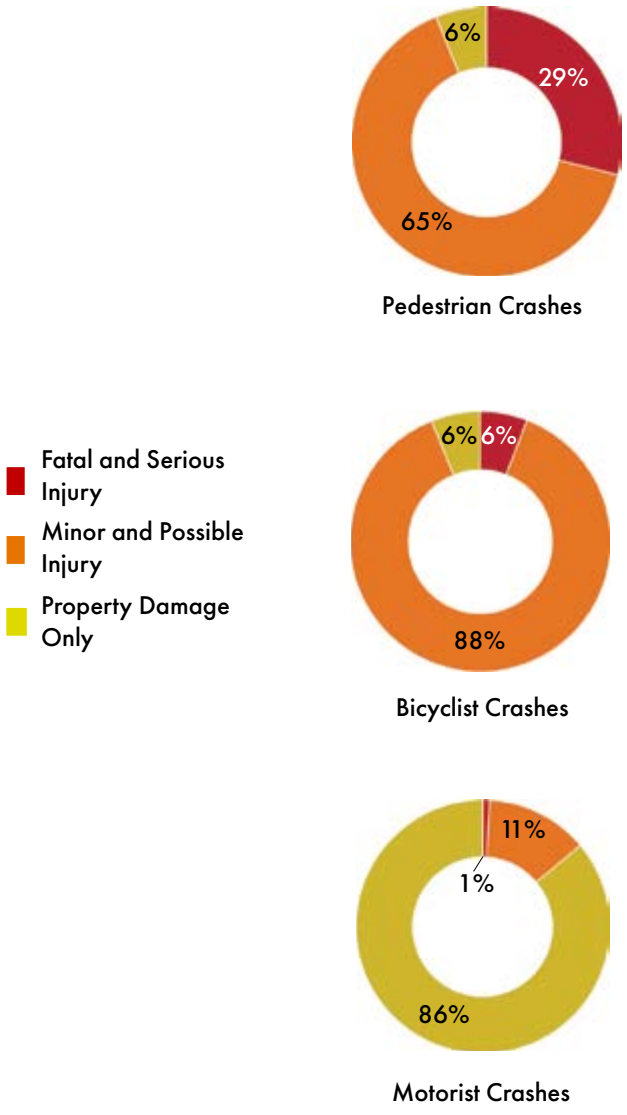


Vulnerability by Mode

Figure 44 shows the percentage of crashes for each crash severity category: pedestrian, bicyclist, motorcyclist, and motorist crashes.

Crashes involving pedestrians, bicyclists, or motorcyclists were far more likely to result in a fatality, serious injury, or minor injury than motorist-only crashes.

FIGURE 44 Crashes by Mode and Severity



Crash Types

Figure 45 shows the number of fatal and serious injury and minor and possible injury crashes on all roadways for each type of crash. Figure 46 shows the same type of information for local roadways only.

Key Takeaways include:

- The most common fatal and serious injury crash types on all roadways were no collision with another vehicle and angle crashes.
- The most common minor and possible injury crash types on all roadways were rear end, angle, and no collision with another vehicle.
- Fatal and serious injury and minor and possible crashes on local roadways were similar to all roadways.

FIGURE 45 Number of Crashes by Crash Type on All Roadways

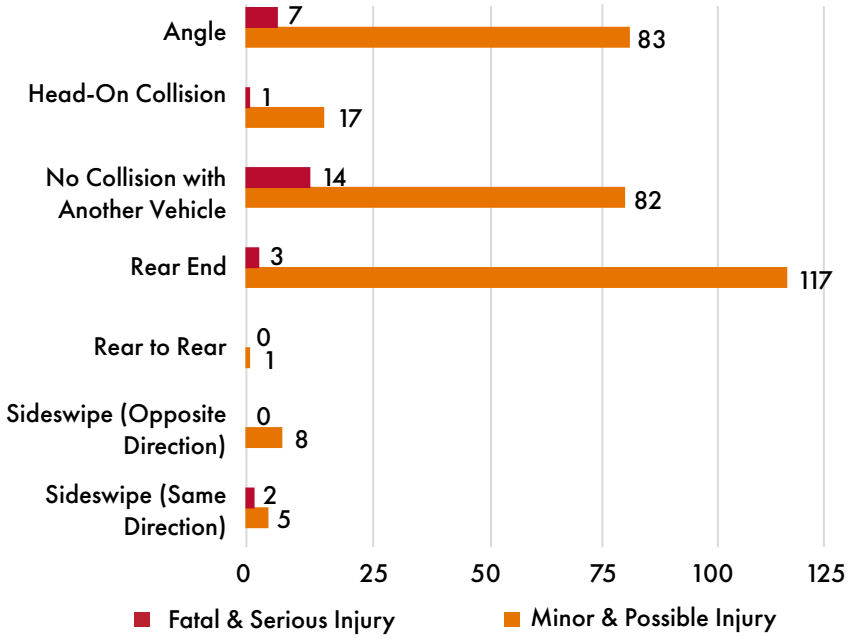
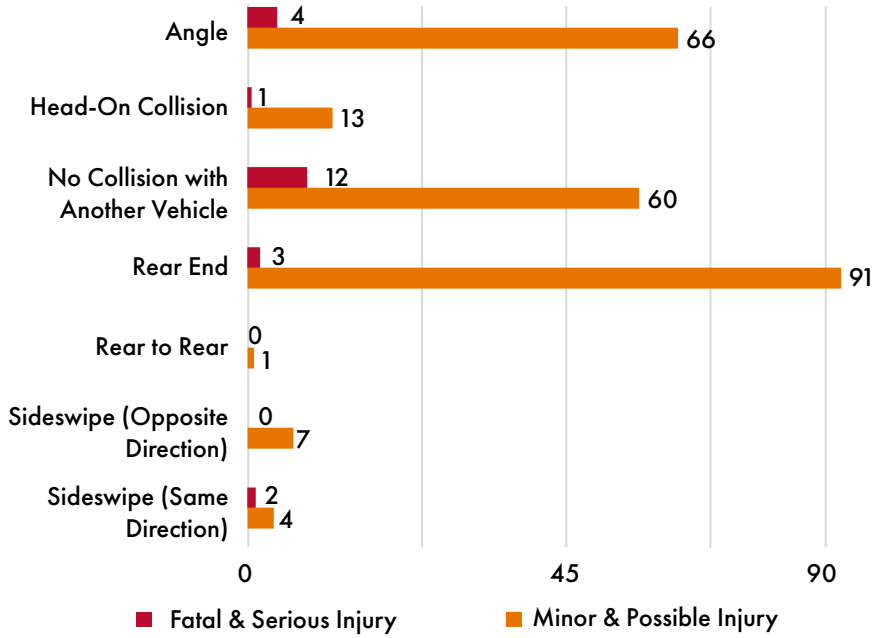


FIGURE 46 Number of Crashes by Crash Type on Local Roadways



Crash Types by Severity

Figure 47 shows the percentage of fatal and serious injury, minor and possible injury, and property damage only crashes for the various crash types on all roadways. Figure 48 shows the same type of information for local roadways only. These figures communicate the likelihood of a fatality, serious injury, and injury resulting from each crash type.

Key takeaways include:

- Head on collisions have the highest likelihood of resulting in a fatality, serious injury, minor injury, or possible injury on both all roadways and local roadways.
- Crashes on all roadways have a similar likelihood of resulting in a fatality, serious injury, minor injury, or possible injury when compared to crashes on local roadways.

FIGURE 47 Severity of Crashes for Crash Types on All Roadways

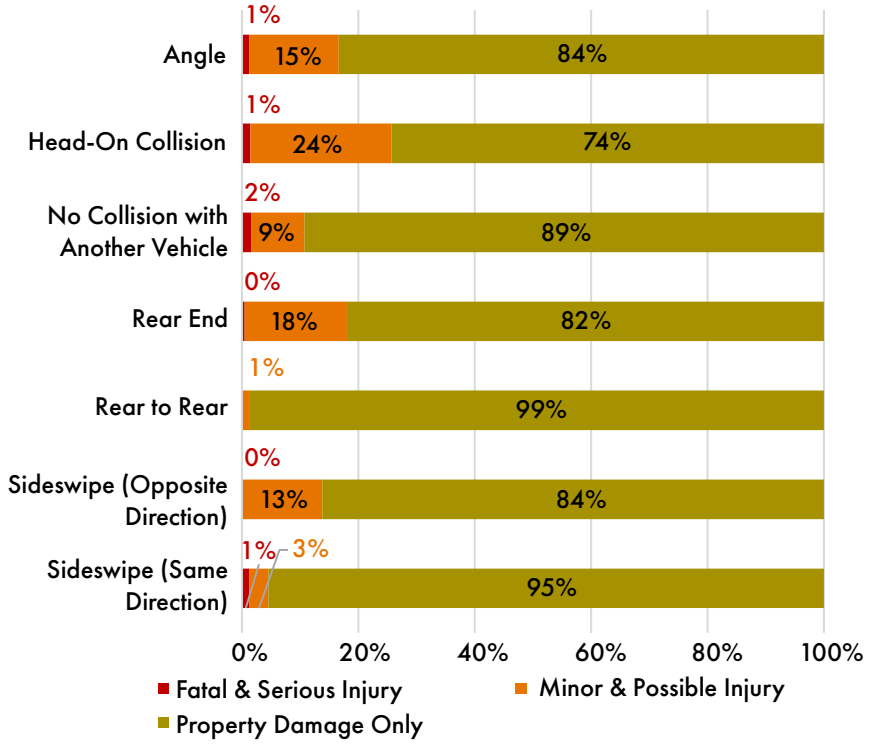
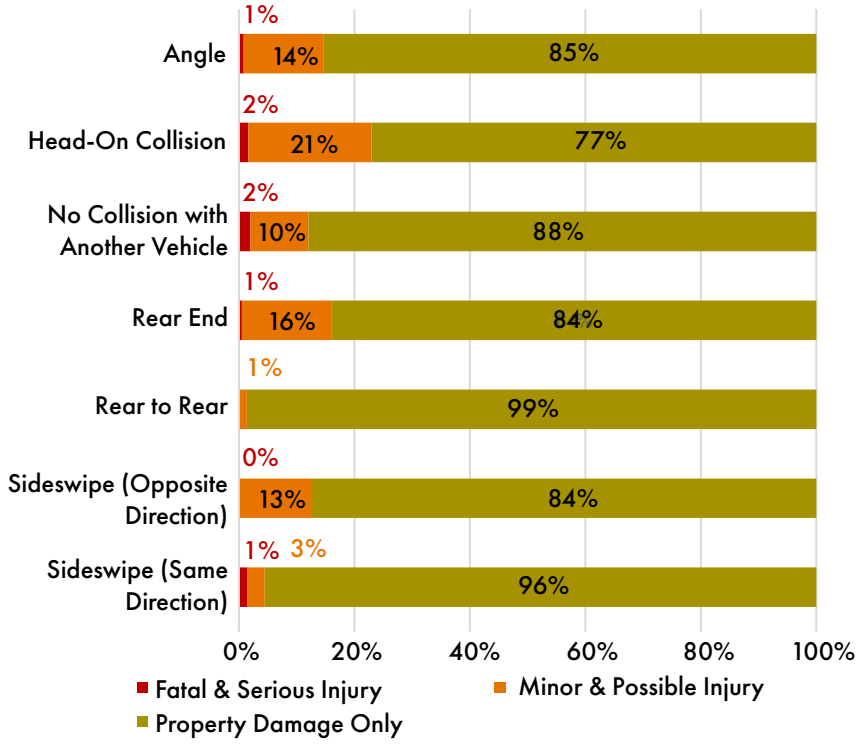


FIGURE 48 Severity of Crashes for Crash Types on Local Roadways



Intersection-Related Crashes

Crashes were identified as being intersection related if they were located within 100 feet of an at-grade intersection. Figure 49 shows a snapshot of the intersection-related crashes by severity for all roadway. Table 8 shows the detailed breakdown of intersection-related crashes by severity, mode, and roadway ownership.

Key takeaways include:

- About half of all crashes were intersection-related.
- Crashes at intersections were more likely to result in a minor or possible injury and much more likely to result in a fatality or serious injury than non-intersection crashes. This increase is more pronounced when looking at local roadways only.
- All vulnerable road user fatal and serious injury crashes on local roadways were intersection-related and 82% of vulnerable road user fatal and serious injury crashes on all roadways were intersection-related.

FIGURE 49 Intersection-Related Crashes on All Roadways

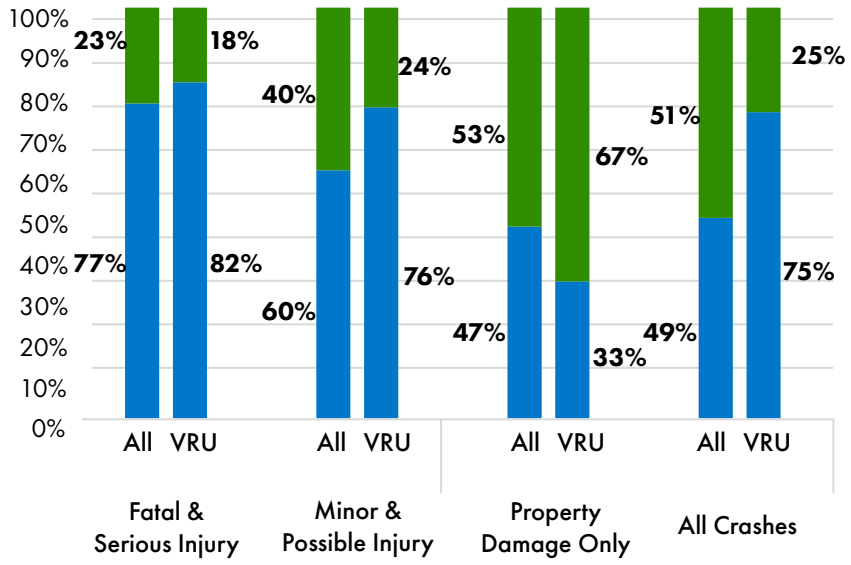


TABLE 8 Intersection-Related Crashes by Severity, Mode, and Roadway Ownership

			Pedestrian Crashes	Bicyclist Crashes	Motorcyclist Crashes	Motorist-Only Crashes	All Crashes
All Roadways	Total Crashes	All Crashes	34	17	22	2,446	2,519
		Intersection-Related Crashes	23	15	19	1,171	1,228
	Fatal & Serious Injury Crashes	All Crashes	10	1	3	16	30
		Intersection-Related Crashes	8	1	2	12	23
	Minor & Possible Injury Crashes	All Crashes	22	15	14	267	318
		Intersection-Related Crashes	14	14	12	152	192
Local Roadways	Total Crashes	All Crashes	30	16	20	1,970	2,036
		Intersection-Related Crashes	22	14	17	983	1,036
	Fatal & Serious Injury Crashes	All Crashes	7	1	3	12	23
		Intersection-Related Crashes	7	1	2	9	19
	Minor & Possible Injury Crashes	All Crashes	22	14	13	197	246
		Intersection-Related Crashes	14	13	11	122	160

Crashes Trend Over Time by Severity

Figure 50 shows the vulnerable road user crashes per year for all roadways and local roadways only. Figure 51 shows total crashes per year on all roadways in River Falls as well as by crash severity. Figure 52 shows the same type of information for local roadways only.

Key takeaways include:

- Property damage only crashes made up the larger proportion of total crashes.
- 2018 and 2019 had a large spike in total crashes, with a large dip in 2020 and then an increase in 2021. This trend is similar with property damage only and minor and possible injury crashes, although minor and possible injury crashes have not increased at the same rate as property damage only crashes since 2020. This trend is not evident in fatal and serious injury crashes, which appear a bit random over time.
- Crash severity on local roadways generally mirrors those on all roadways.
- Vulnerable road user crashes mostly occur on local roadways, with only a few on county or state roadways.

FIGURE 50 Vulnerable Road User Crashes by Year

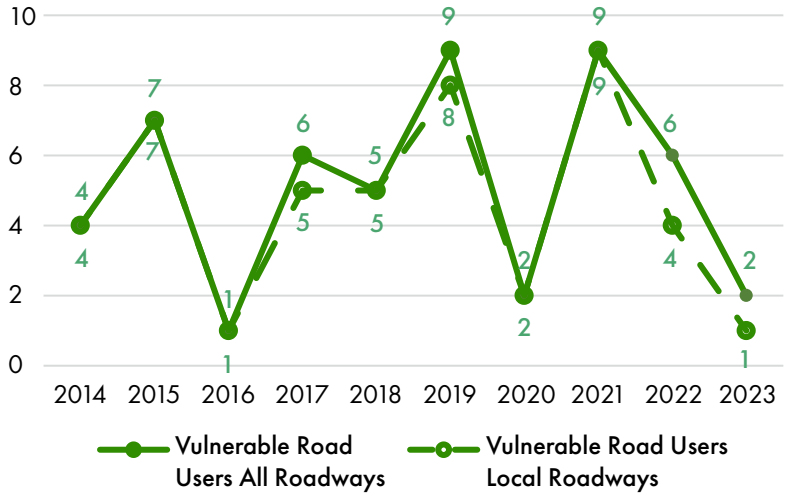


FIGURE 51 Crashes by Year and Severity on All Roadways

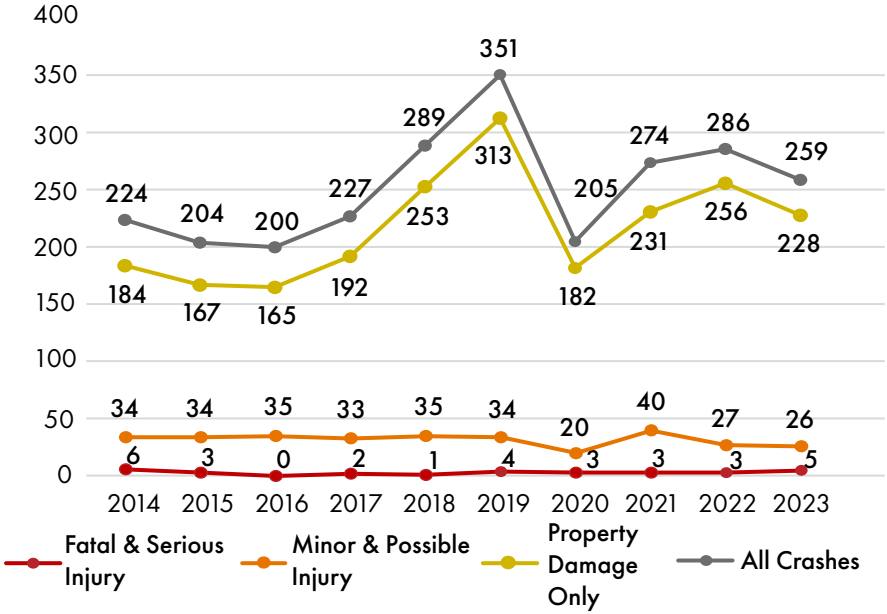
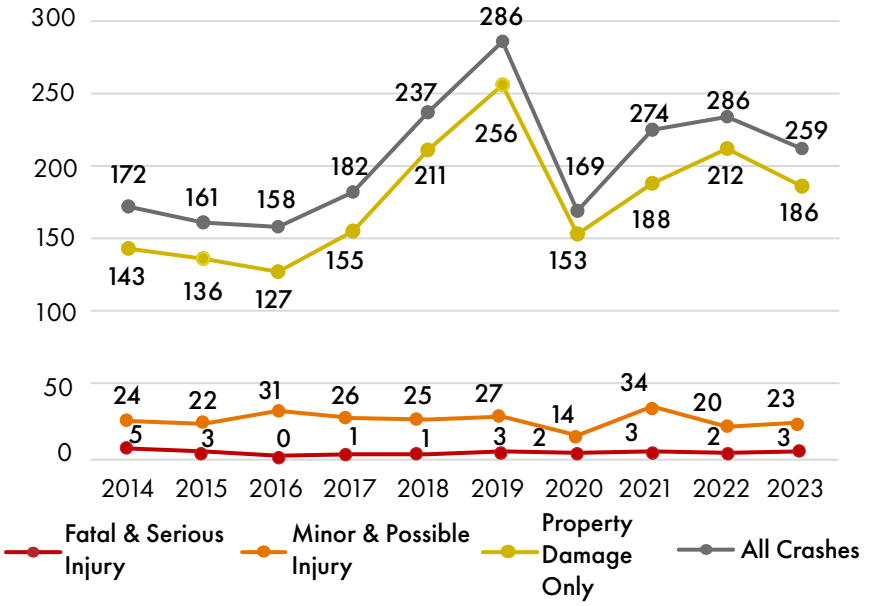


FIGURE 52 Crashes by Year and Severity on Local Roadways



Crashes by Month

Figure 53 shows fatal and serious injury, minor and possible injury, vulnerable road user, and total crashes that occurred in each month. Figure 54 shows the same type of information for local roadways only.

Key takeaways include:

- Local roadways were very similar to all roadways.
- There is a noticeable spike in minor and possible injury crashes and vulnerable road user crashes in late summer / early fall.
- Fatal and serious injury crashes were generally more prevalent from May to December.

FIGURE 53 Crashes by Month and Severity on All Roadways

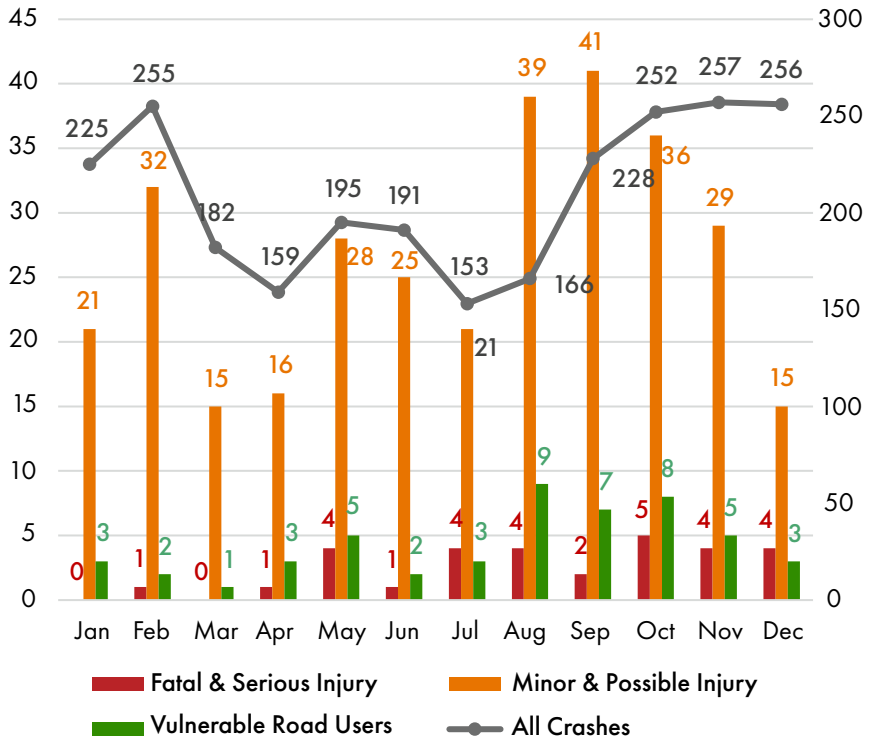
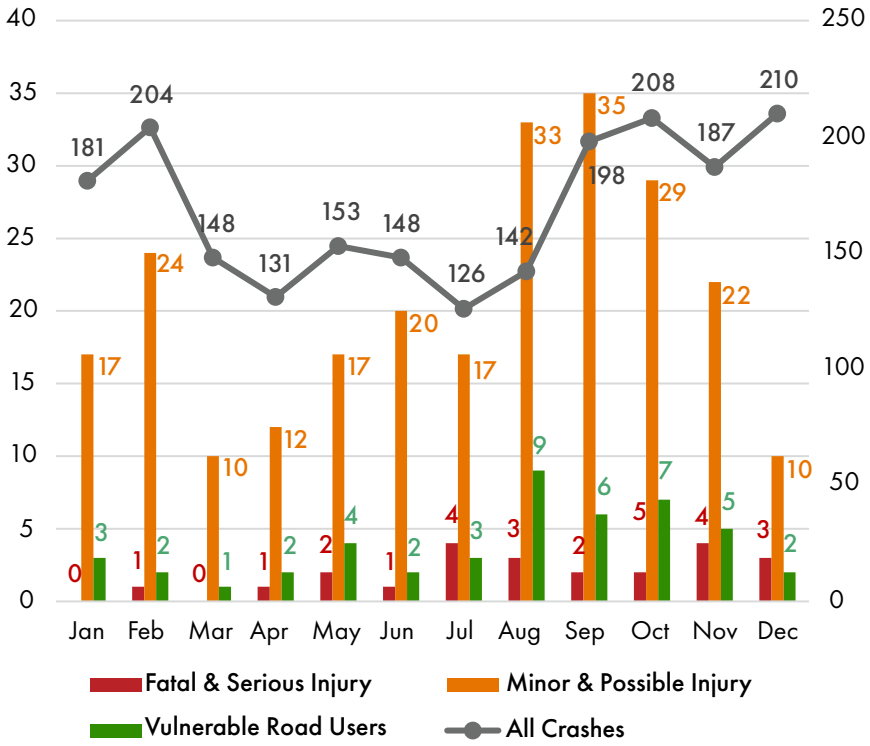


FIGURE 54 Crashes by Month and Severity on Local Roadways



Crashes by Day of Week and Time of Day

Table 9 shows the number of fatal and serious injury crashes per day and by time of day. Table 10 shows the same information for local roadways only.

Key takeaways include:

- On all roadways, Wednesday had the highest number of fatal and serious injury crashes, with Thursday having the second highest.
- 47% of fatal and serious injury crashes on all roadways occurred on Wednesday or Thursday. 48% of fatal and serious injury crashes on local roadways occurred on those two days.
- 50% of fatal and serious injury crashes on all roadways occurred between 12pm and 6pm. 77% of fatal and serious injury crashes on all roadways occurred after 12pm.

TABLE 9 Crashes by Time of Day and Day of Week on All Roadways

	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Total
12am-3am	0	0	0	0	0	1	0	**1**
3am-6am	0	0	0	0	0	0	0	**0**
6am-9am	1	1	0	2	1	0	0	**5**
9am-12pm	0	0	0	1	0	0	0	**1**
12pm-3pm	0	0	2	3	0	1	1	**7**
3pm-6pm	0	0	4	0	3	1	0	**8**
6pm-9pm	2	1	1	0	0	0	1	**5**
9pm-12am	0	1	1	0	0	1	0	**3**
Total	**3**	**3**	**8**	**6**	**4**	**4**	**2**	**30**

TABLE 10 Crashes by Time of Day and Day of Week on Local Roadways

	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Total
12am-3am	0	0	0	0	0	1	0	**1**
3am-6am	0	0	0	0	0	0	0	**0**
6am-9am	1	1	0	2	1	0	0	**5**
9am-12pm	0	0	0	1	0	0	0	**1**
12pm-3pm	0	0	0	2	0	1	0	**3**
3pm-6pm	0	0	4	0	2	0	0	**6**
6pm-9pm	2	0	1	0	0	0	1	**4**
9pm-12am	0	1	1	0	0	1	0	**3**
Total	**3**	**2**	**6**	**5**	**3**	**3**	**1**	**23**

Crashes by Time of Day

Figure 55 shows the percentage distribution of crashes by time of day for fatal and serious injury, minor and possible injury, vulnerable road users, and all crashes. Figure 56 shows the same type of information for local roadways only. Comparing the fatal and serious injury, minor and possible injury, and vulnerable road user crashes to all crashes shows if there is an over-representation of certain types of crashes during specific periods of the day.

Key takeaways include:

- Fatal and serious injury crashes on all roadways were most overrepresented from 6 to 9 am and 6 to 9 pm.
- Fatal and serious injury crashes on local roadways were most overrepresented from 6 to 9 am.
- Minor and possible injury crashes and vulnerable road user crashes on all roadways and local roadways were most overrepresented from 3 to 6 pm.

FIGURE 55 Crashes by Time of Day and Day of Week on Local Roadways

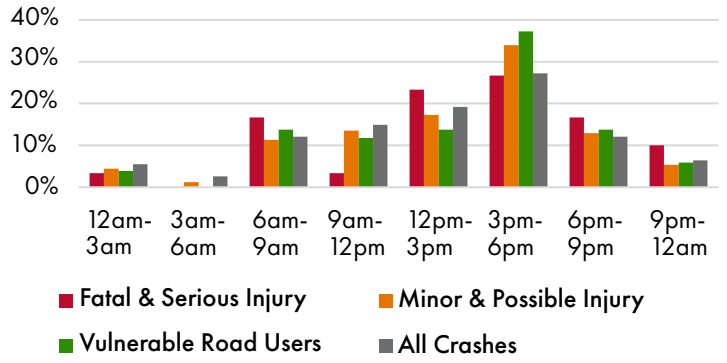
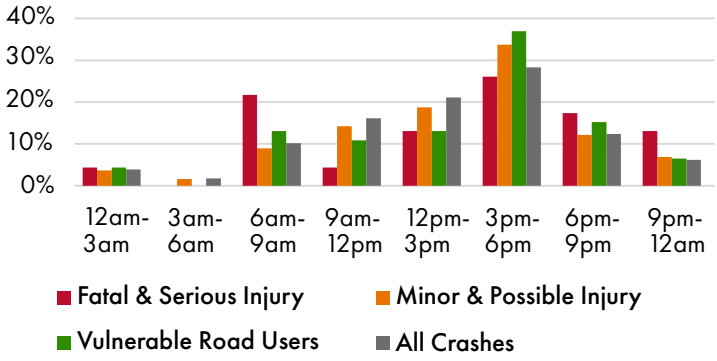


FIGURE 56 Crashes by Time of Day and Day of Week on Local Roadways



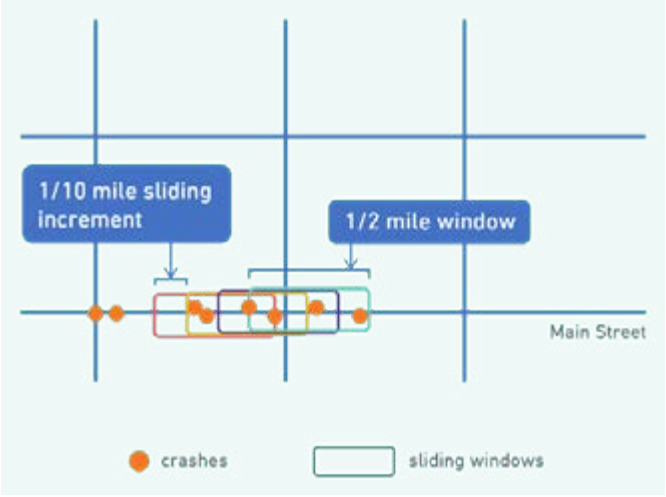
High Injury Networks

The High Injury Networks (HIN) identify roadway segments with heightened crash densities weighted by crash severity. This section outlines the data sources, methodology, applied thresholds and findings from a sliding window analysis of crashes in River Falls, which was used to develop three HINs:

- All Modes All Roadways HIN
- All Modes Local Roadways HIN
- Vulnerable Road User All Roadways HIN
- Vulnerable Road User Local Roadways HIN
- Motorist All Roadways HIN
- Motorist Local Roadways HIN

For River Falls, private roadways are included in all HINs.

FIGURE 57 Example of Sliding Window Analysis



Methodology

Sliding Windows Analysis

Sliding window analyses are the primary tool in developing HINs. The outcome of the analysis is the identification of streets within a transportation network with an elevated density of crashes with additional weight accounting for fatal and serious injury crashes. For River Falls, the analysis was performed by determining the number and severity of crashes in a half-mile window on a roadway and shifting that window along the roadway .1-mile at a time. This process is depicted in Figure 57.

The HIN analyzed fatal, serious injury, minor injury, and possible injury crashes with a 3:3:2:1 severity weighting respectively. Based on their weighted crash score, roadway segments were classified into low, medium, or high crash density. The crash score thresholds were determined by first plotting the cumulative crash score against mileage, from there the threshold was set as the point where X% of the roadway results in (100-X)% of crashes. For motorist crashes along all roads, X was set to be 15; so, the threshold became the top 15% of roadway accounting for 85% of motorist crashes. Sliding window analyses were done for All Modes, Motorist, and Vulnerable Road User crashes; for each of these crash modes, one analysis was done along all roads in the city and another along only local roads. Shown in Table 11 are the crash thresholds for all crash modes along both local and all roads. It is important to note that due to the low number of vulnerable road user crashes reported, the crash density threshold is 10% instead of 15% as it is for all modes and motorist.

TABLE 11 Weighted Crash Score Thresholds by Crash Mode

Crash Mode	Local or All Roads	Low Crash Density	Medium Crash Density	High Crash Density
All Modes	Local Roads	15%	10%	5%
	All Roads	15%	10%	5%
Motorists	Local Roads	15%	10%	5%
	All Roads	15%	10%	5%
Vulnerable Road Users	Local Roads	n/a	10%	5%
	All Roads	n/a	10%	5%

High Injury Networks

All Modes High Injury Networks

The All Modes All Roadways HIN (Map 14) shows that a significant amount of the high weighted crash density roadway sections are along North and South Main St. In fact, nearly the entire stretch of N Main St has a high crash density. Other high crash density roadways are Division St, N 2nd St, East Elm St, East Walnut St, E Division St to STH 35, Cascade Ave (and its three roundabout intersections), Highway 35, and Cemetery Rd. Many of the high crash density roadways are within commercial areas of River Falls.

The All Modes Local Roadways HIN (Map 15) reveals roadways with high weighted crash density to be primarily within the commercial district area to the east of Main Street between East Cascade Ave and E Division St. HIN roadways within this section include a section of E Division St, E Pine St, E Elm St, E Walnut St, a strip of an alley and S 2nd St. Over half of South and North Main St throughout the city have a high crash density. Additional spots to note with high crash densities are W Quarry Rd and E Pomeroy St in mixed-use and industrial areas; E Division Street to STH 35; the three roundabouts along Cascade Ave; and the eastern portions of Cemetery Rd near the University.

Vulnerable Road User High Injury Networks

The Vulnerable Roadway User All Roadways HIN (Map 16) shows roadways with high weighted crash density to primarily be principal arterials: Main St, and E Cascade Ave; and minor arterials: Division St, and Cemetery Rd. Local roads with high crash density include W Park St, Church St, the alley in between S Main St and State St, S 3rd St, S 4th St, E Walnut St, Sunset Lane, and W Pomeroy St. It is important to note that a significant number of high crash density roadway segments are within or near the University (S 3rd St, S 4th St, Broadway St, E Cascade Ave, Church St, W Park St, Slate St, Cemetery Ave, and S Main St).

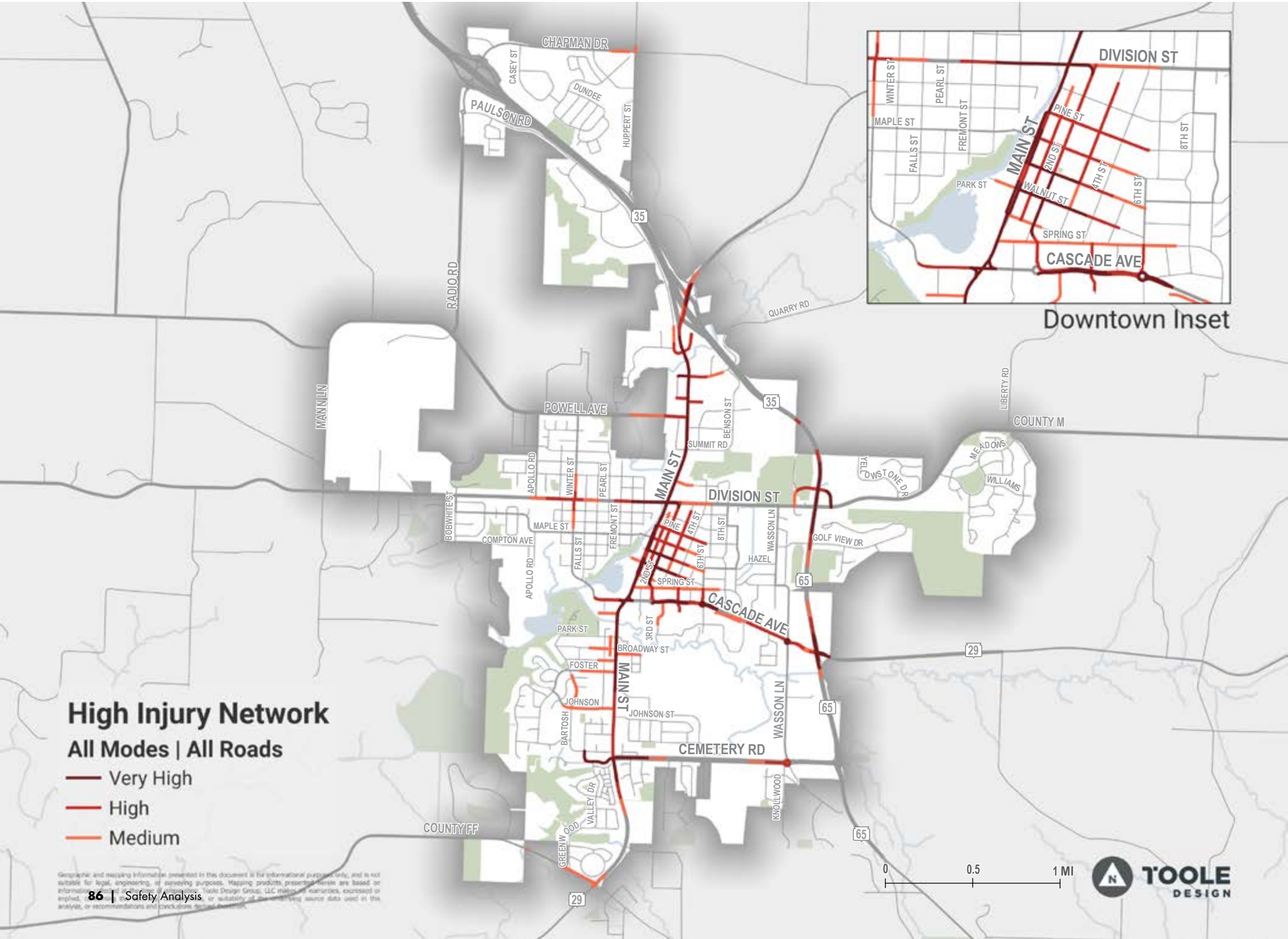
The Vulnerable Roadway User Local Roadways HIN (Map 17) shows roadways with high weighted crash density to be very similar to those of the VRU all roadways HIN. Once again, segments with high weighted crash density are primarily along principal arterials: Main St, and E Cascade Ave; and minor arterials: Division St, and Cemetery Rd. In addition, many high weighted crash density segments are near or within the University: W Park St, Church St, S 3rd St, S 4th St, the alley in between S Main St and State St. Other local roads included in the high weighted crash density HIN are E Walnut St, Sunset Lane, and W Pomeroy St.

Motorists High Injury Networks

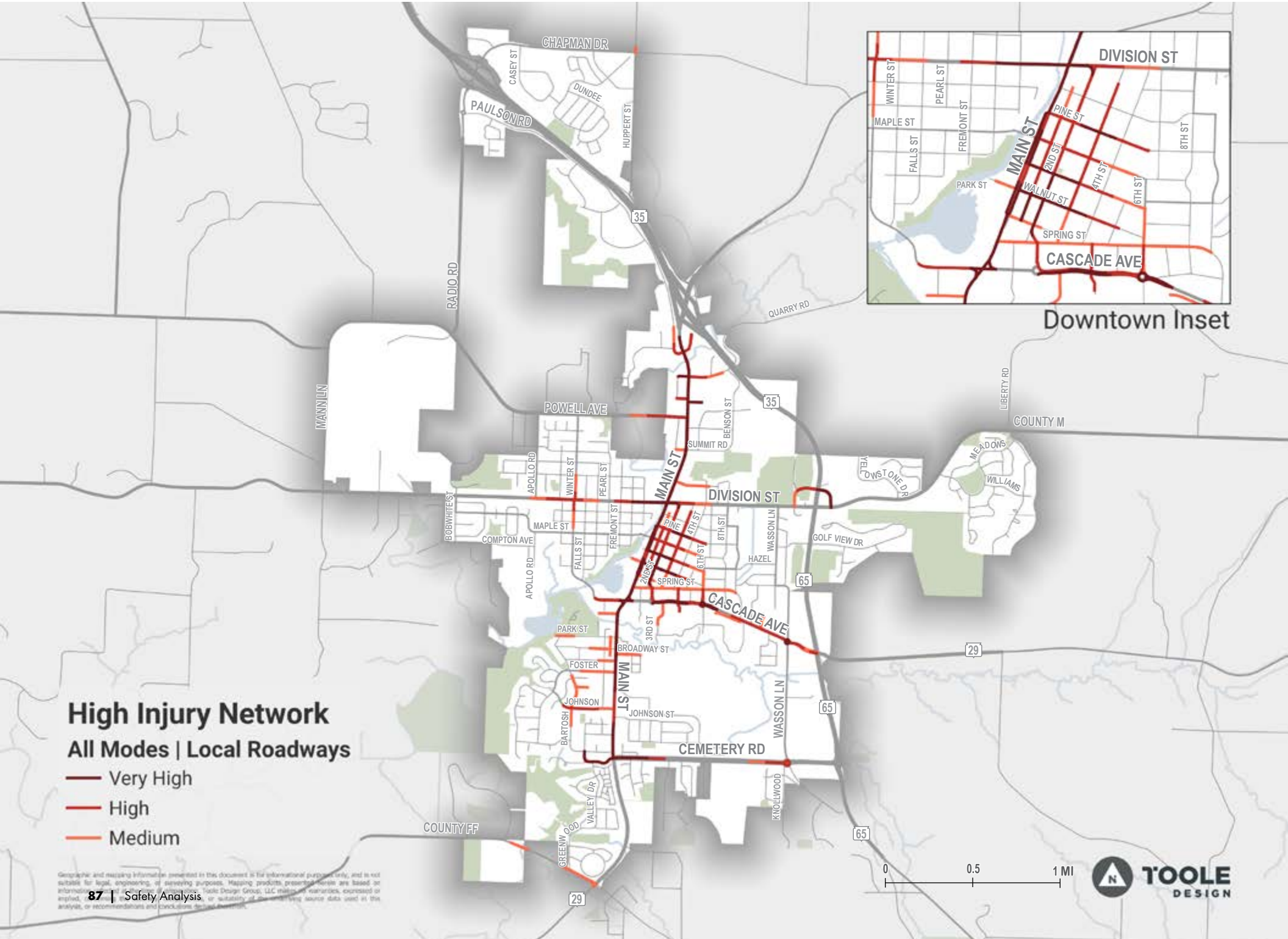
The Motorist All Roadways HIN (Map 18) shows that roadways with high weighted crash are primarily along or near intersections on Main St and within the commercial areas along N Main St. The intersections include Cemetery Rd and South Main St, the eastern-most roundabout along East Cascade Ave, Cascade Ave and STH 35 and STH 29, and East Pine St and N 3rd St. Other high crash density roadways are grouped primarily along North Main St from Spring St to Highway 35. This corridor transitions from downtown commercial in the south (South 2nd St, East Walnut St, East Elm St, E Pine St, N 3rd St) to highway commercial further north (County Rd M, Powell Ave, E Pomeroy St, W Quarry Rd, Sullivan Ct.).

The Motorist Local Roadways HIN (Map 19) show roadways with the high weighted crash density to be primarily within the commercial downtown area along North Main Street between East Cascade Ave and County Road M. Streets within this section include East Pine St, North 3rd St, East Elm St, East Walnut St, South 2nd St, and the alley in between Main St and South 2nd St. Outside of the commercial area, roadways with high crash density are Cemetery Road near South Main St, East Cascade Ave near STH 35, and North Main St from County Road M and north. The N Main St corridor, characterized by highway commercial land use, includes the segments near Powell Ave, Hossman Pl, East Division to STH 35, E Pomeroy St, W Quarry Rd, and Sullivan Ct.

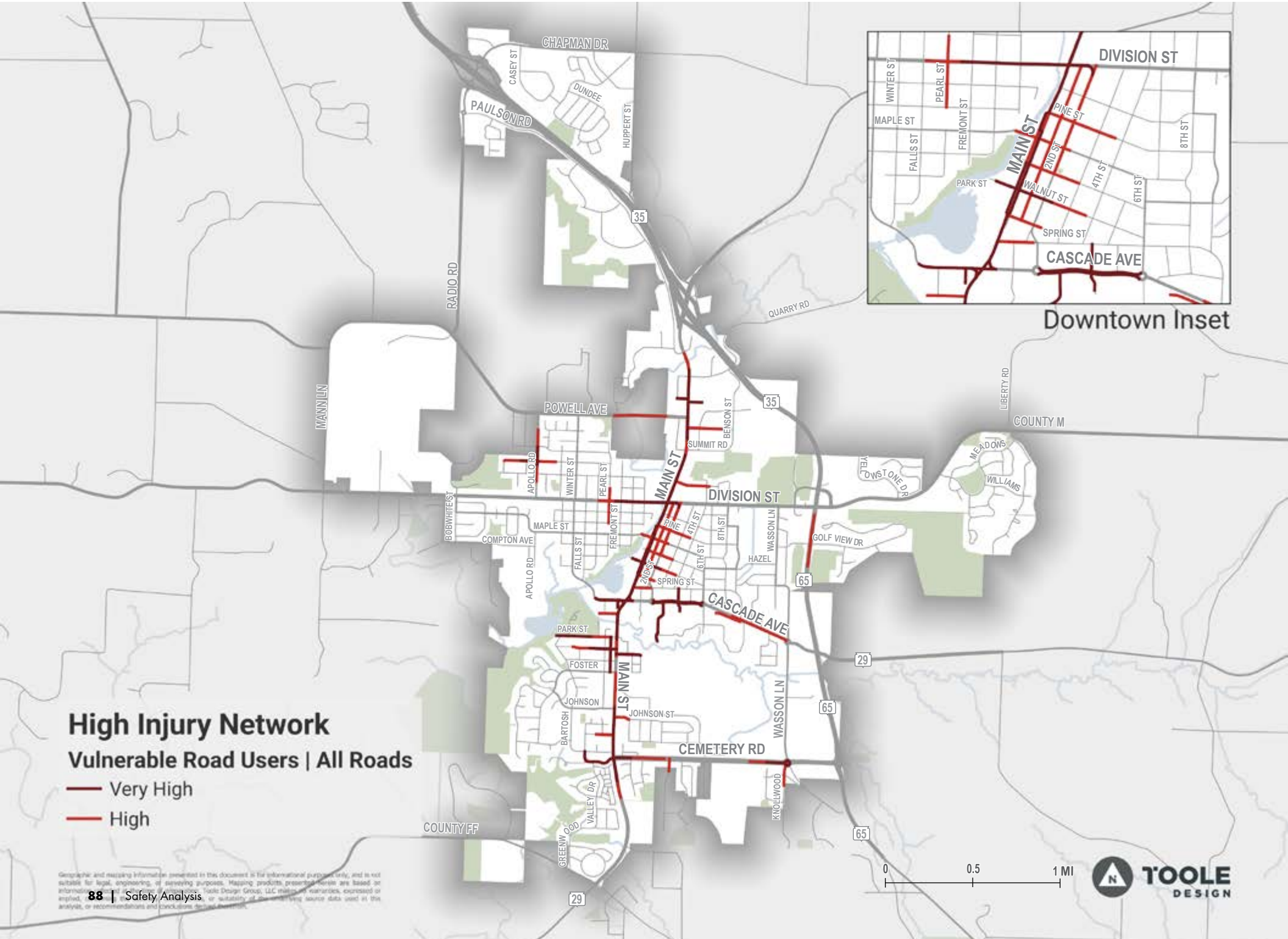
MAP 19 All Modes High Injury Network along All Roadways



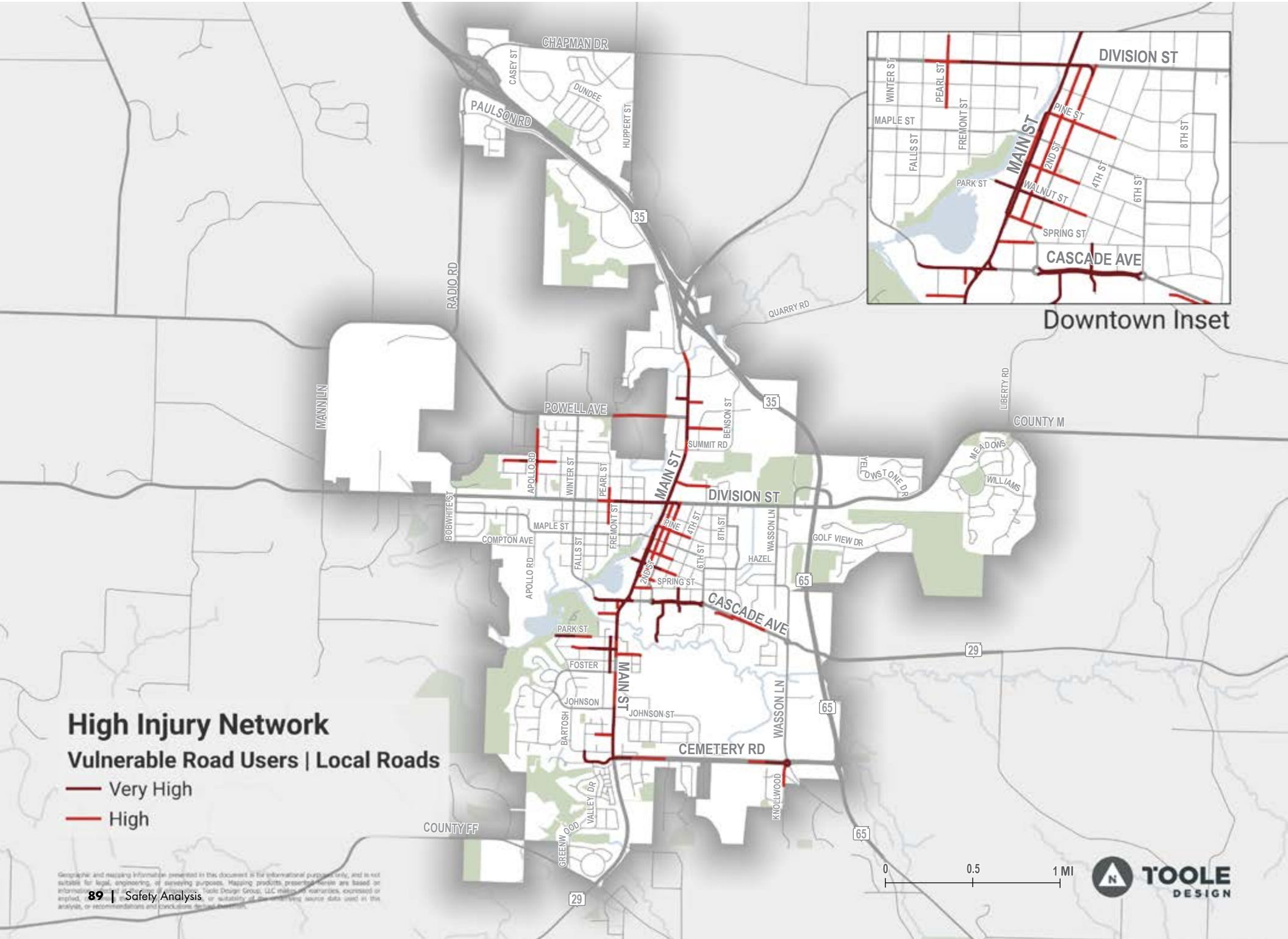
MAP 20 All Modes High Injury Network along Local Roadways



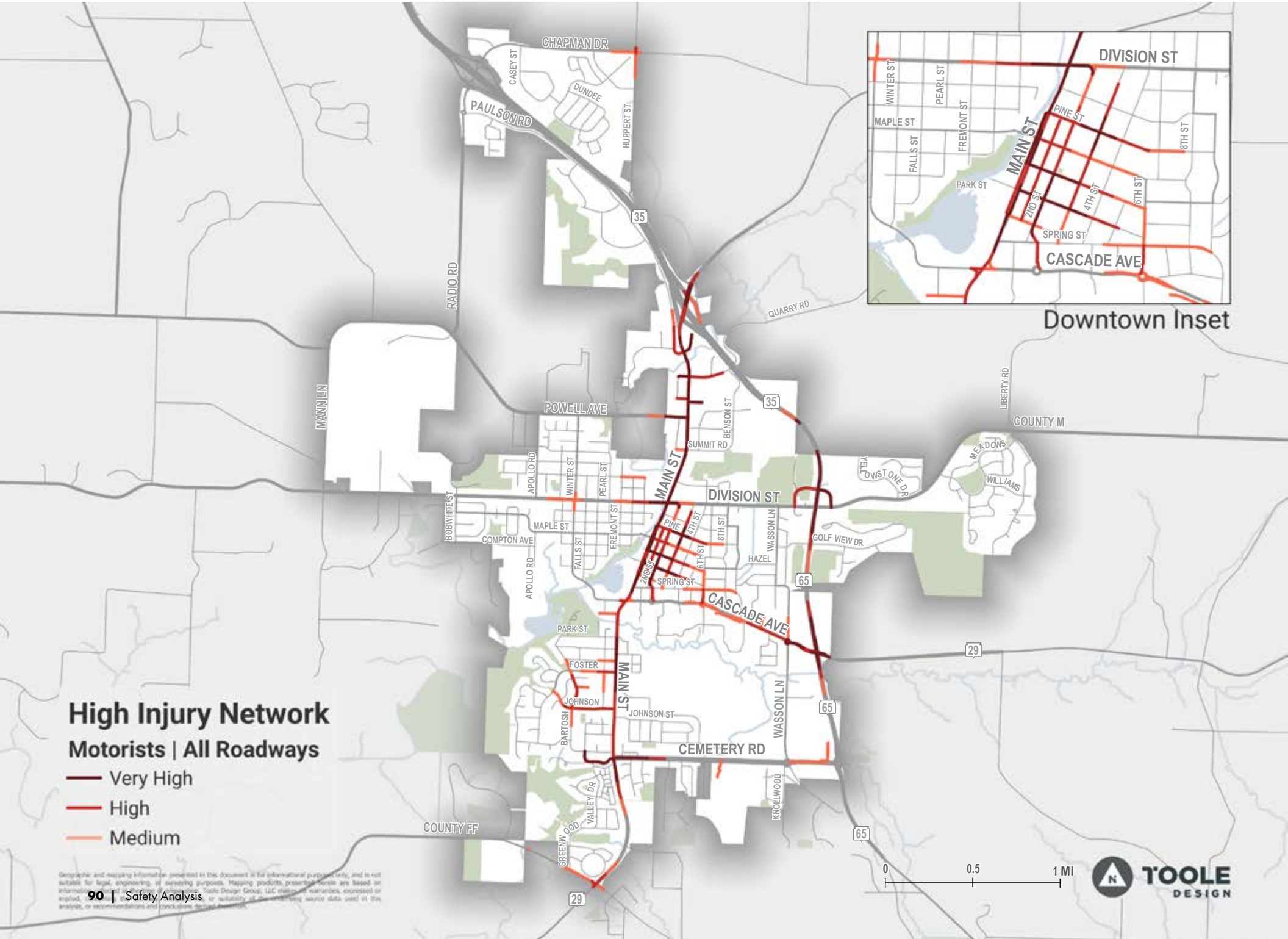
MAP 21 Vulnerable Road Users High Injury Network along All Roadways

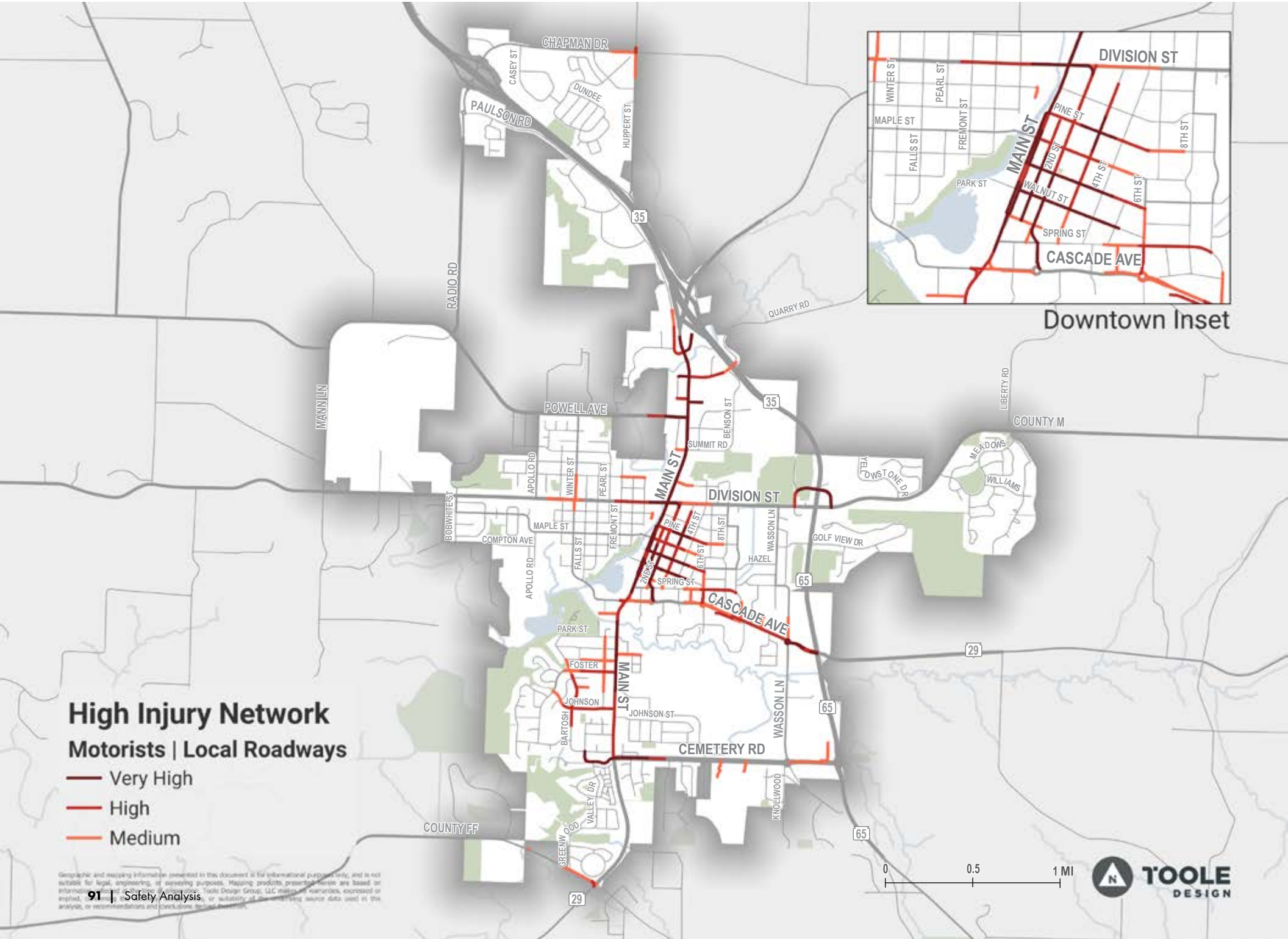


MAP 22 Vulnerable Road Users High Injury Network along Local Roadways



MAP 23 Motorists High Injury Network along All Roadways




CHAPMAN DR
CASEY ST
DUNDEE
PAULSON RD
HUPPERT ST
35
RADIO RD
QUARRY RD
MANN LN
POWELL AVE
BENSON ST
SUMMIT RD
MAIN ST
DIVISION ST
APOLLO RD
WINTER ST
PEARL ST
BOBWHITE ST
MAPLE ST
COMPTON AVE
FREMONT ST
FALLS ST
PINE
4TH ST
8TH ST
6TH ST
2ND ST
SPRING ST
WASSON LN
HAZEL
GOLF VIEW DR
YELLOWSTONE DR
MEADOWS
WILLIAMS
LIBERTY RD
COUNTY M
65
CASCADE AVE
PARK ST
29
FOSTER
JOHNSON
JOHNSON ST
BARTOSH
CEMETERY RD
KNOLLWOOD
VALLEY DR
GREENWOOD
COUNTY FF
Downtown Inset
WINTER ST
PEARL ST
MAPLE ST
FALLS ST
FREMONT ST
PINE ST
2ND ST
4TH ST
8TH ST
PARK ST
WALNUT ST
6TH ST
SPRING ST
CASCADE AVE
High Injury Network
Motorists | Local Roadways
Very High
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Medium
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Risk Assessment

The Risk Assessment identifies factors correlated with an increased likelihood of fatal and serious injury and minor and possible injury crashes. While the HINs summarize dense areas of historical crashes, the Risk Assessment identified roadways with factors that can contribute to higher crash risks, regardless of crash history. This proactive approach can help identify roadways with the greatest potential for safety improvement.

Methodology

The primary outcome of the Risk Assessment is the identification of roadway and contextual characteristics, or factors, that correlate with high crash frequency. Many factors were considered but were limited based upon available data. Factors with available data were screened to determine accuracy of data.

The factors ultimately selected include:

- **Proximity to Areas with High Zero Vehicle Households:** within or adjacent to Census Block Groups where a high number of households do not have access to a motor vehicle.
- **Proximity to Areas with High Poverty:** within or adjacent to Census Block Groups where a high number of the population lives in poverty.
- **Proximity to Areas with High Youth Population:** within or adjacent to Census Block Groups where a high percentage of the population is 17 years old or younger.
- **Proximity to Areas with High Senior Population:** within or adjacent to Census Block Groups where a high percentage of the population is 65 years old or older.
- **Proximity to Public Parks:** within 1/8 of a mile of a public park.
- **Proximity to Schools:** within 1/8 of a mile of a school.
- **Proximity to Libraries:** within 1/8 of a mile of a library.
- **Proximity to University of Wisconsin – River Falls:** within 1/4 of a mile of University of Wisconsin - River Falls.
- **Roadway Functional Classification:** Principal Arterial, Minor Arterial, Collector, or Local roadways.
- **Roadway Speed Limit**

When evaluating the Risk Assessment, it is important to keep in mind that these factors do not necessarily indicate a causal relationship, nor that these individual factors should be the target of safety improvement measures. For example, though the presence of nearby pedestrian generators may be found as a factor that correlates with elevated pedestrian crash frequencies, this does not mean that these generators should be removed, but instead that facilities near such generators may require additional safety investment. Screening factors should be studied from a practical and policy-driven perspective to determine what components may be reasonable targets of safety improvements and which should be viewed primarily as non-causal correlations.

Data Limitations

Raw crash data is provided through local law enforcement agencies' crash reports. Despite crash reports currently being the best way to obtain information about a large number of crashes, they have their limitations. The severity of crashes in the reports may have limited accuracy because those completing reports typically have little to no medical training, additionally, victims of crashes may be unaware of internal injuries especially while adrenaline is high. The total number of crashes may be underreported by victims due to fears, language barriers, financial concern, and more. First responders are typically on the scene after the crash has occurred and witnesses outside of a crash are not typically interviewed, leading to crash reports not fully capturing the effects of speed. Even when crash reports are perfect, they do not record near crashes or the self-limiting behavior of travelers who don't feel safe in the currently configured networks. When using the crash data, it is useful to keep these limitations in mind, and to vet data with priority populations as part of the planning process.

Additional roadway attributes can provide improved insights into the infrastructure improvement needs to reduce crash risks. Below are further roadway-related attributes that can improve this analysis but are not currently available and/or accurate:

- Traffic volumes
- Presence and type of medians
- Presence and/or types of shoulders
- Lane width
- Right-of-way width
- Land use

Crash Risk

There are 116 miles of roadways in River Falls. There were 30 fatal and serious injury crashes and 318 minor and possible injury crashes across the city, equating to a total of 348 weighted fatal and serious injury and minor and possible injury crashes. River Falls had a city-wide average of 3.54 weighted fatal and serious injury and minor and possible injury crashes per mile. Factors correlated with higher-than-average frequency of fatal and serious injury and minor and possible injury crashes were areas within 1/8 of a mile of the library, roadways classified as principal arterials, roadways with a speed limit of 30-35 MPH, areas with high poverty, areas within ¼ of a mile of the University of Wisconsin – River Falls (UW – River Falls), roadways classified as minor arterials, areas with high zero vehicle households, areas within 1/8 of a mile of a school, roadways with speed limits above 35 MPH, areas with a high senior population, and areas with a high youth population. Factors correlated with lower-than-average frequency of fatal and serious injury and minor and possible injury crashes were areas within 1/8 of a mile of a park, roadways classified as collectors, roadways with a speed limit of 25 MPH or lower, and roadways classified as local. The factors and associated weighted fatal and serious injury and minor and possible injury crashes per mile are shown in Table 12.

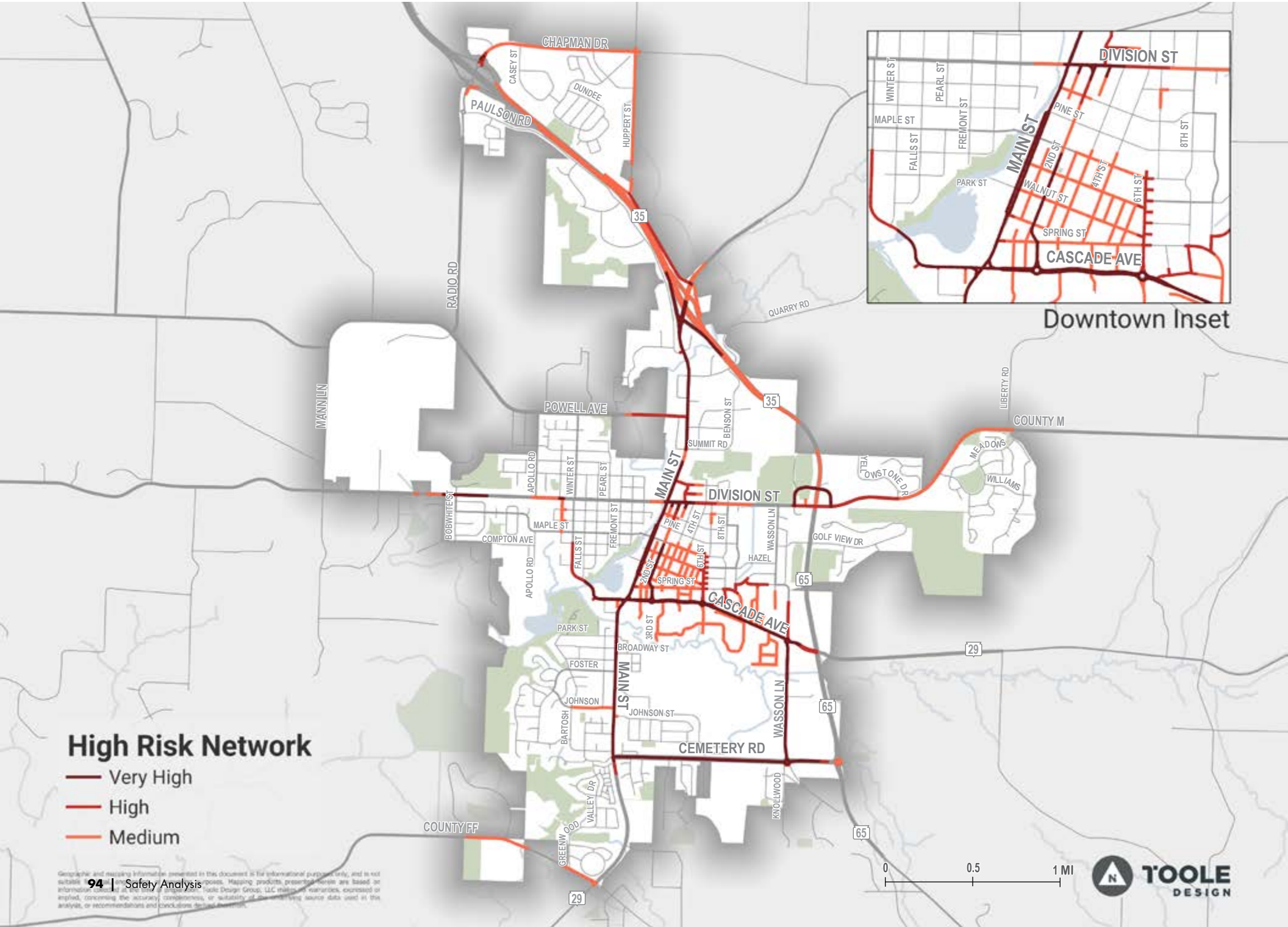
Roadways that fit within the definition of a factor with higher weighted fatal and serious injury and minor and possible injury crashes crash risk compared to the average were given a score of 1 to 11, with 11 given to the highest crashes per mile (library buffer) and 1 given to the lowest crashes per mile (high youth population). The scores were added to calculate the total weighted fatal and serious injury and minor and possible injury crashes crash risk score. Map 20 shows the results (High Risk Network).

Roadways with elevated crash risk are primarily located in the downtown area to the east of the river; roadways in this area include Main St, Spruce St, 2nd St, 3rd St, 4th St, 5th St, 6th St, 7th St, Division St, E Cedar St, E Maple St, E Elm St, E Walnut St, E Locust St, Spring St, Cascade Ave, and the alleys between Main St and 6th St. To the east of the downtown region, roadways with elevated crash risk are Falcon Dr, Crescent St, Morgan Rd, Oak Knoll Ave, Birch St, Birchcrest Ln, Wasson Ct, Wasson Ln, and 9th St. Within the University of Wisconsin – River Falls, roadways with elevated crash risk include Spruce St, 3rd St, 4th St, 6th St, and Wild Rose Ave. To the east of UW – River Falls, Valley View Dr, Broadway St, South Fork Dr, and Wasson Ln.

To the south of UW – River Falls is Cemetery Road. On the west side of South Main St, County Road FF has an elevated crash risk and to the north of it, W Johnson St does as well. W Cascade Ave, S Winter St, N Grove St, and W Division St are included in roadways with elevated crash risk. North of Division St, roadways with elevated crash risk are Highway 35, Hoffman Place, Union St, the parking lot alleys near St Bridget's Church and School, Powell Ave, Huppert St, and Chapman Dr.

TABLE 12 Weighted Fatal and Serious Injury and Minor and Possible Injury Crash Risk Factors

Crash Risk Factor	Weighted Crash Score per Mile
Library Buffer	30.53
Classification - Principal Arterials	12.42
Speed Limit – 30-35 MPH	10.08
High Poverty	5.67
University of Wisconsin - River Falls Buffer	5.26
Classification - Minor Arterials	4.85
High Zero Vehicle Households	4.84
Schools Buffer	4.75
Speed Limit – Above 35 MPH	4.32
High Senior Population	4.12
High Youth Population	4.07
City Average	*3.54*
Parks Buffer	3.09
Classification - Collectors	2.99
Speed Limit – 25 MPH or Lower	2.73
Classification - Local Roads	1.24


CHAPMAN DR
CASEY ST
DUNDEE
PAULSON RD
HUPPERT ST
35
RADIO RD
QUARRY RD
MANN LN
POWELL AVE
BENSON ST
SUMMIT RD
MAIN ST
DIVISION ST
APOLLO RD
WINTER ST
PEARL ST
BOBWHITE ST
MAPLE ST
COMPTON AVE
FREMONT ST
FALLS ST
PINE
4TH ST
8TH ST
WASSON LN
HAZEL
GOLF VIEW DR
2ND ST
6TH ST
SPRING ST
CASCADE AVE
65
PARK ST
3RD ST
BROADWAY ST
29
FOSTER
JOHNSON
JOHNSON ST
BARTOSH
CEMETERY RD
VALLEY DR
KNOLLWOOD
GREENWOOD
COUNTY FF
LIBERTY RD
COUNTY M
MEADOWS
WILLIAMS
YELLOWSTONE DR
DIVISION ST
WINTER ST
PEARL ST
MAPLE ST
FALLS ST
FREMONT ST
MAIN ST
PINE ST
2ND ST
4TH ST
8TH ST
PARK ST
WALNUT ST
6TH ST
SPRING ST
CASCADE AVE
Downtown Inset
High Risk Network
Very High
High
Medium
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1 MI
TOOLE DESIGN

POLICY AND PROGRAM ANALYSIS

Policy and Program Analysis Process

The Policy and Program Analysis of the River Falls Safety Action Plan (SAP) examines existing policies, programs, budgets, and practices related to, or potentially impacting transportation safety in River Falls. This section documents the findings from the review and identifies themes or actions to be used by the project team throughout the planning process and inform final recommendations within the SAP. This review was also used to facilitate conversations with internal city of River Falls stakeholders in order to understand in greater detail the existing safety policies and procedures, especially those that may not be documented.

Plans and Policies Reviewed

The following were reviewed as part of the policy and program analysis.

Plans

- **City of River Falls**
  - Focus River Falls Comprehensive Plan (2023)
  - Focus River Falls Bike & Pedestrian Plan (2023)
  - Focus River Falls Outdoor Recreation Plan (2023)
  - School District of River Falls Safe Routes to School Plan (2023)
  - Campus Corridor Concept (2020)
  - Sterling Ponds Park Plan (2020)
  - Kinnikinnic River Corridor Plan (2019)
  - South Main Street Corridor Study (2016)
  - Hoffman and Glen Park Master Plans (2015)
- **Pierce County**
  - Coordinated Public Transit- Human Services Transportation Plan 2024-2028 (2023)
  - Pierce County Comprehensive Plan (2017)
  - Pierce County Bicycle Plan (2003)
- **St. Croix County**
  - St. Croix County Safety Action Plan (2025)
  - St. Croix County Comprehensive Plan (2024)
  - St. Croix County Bicycle and Pedestrian Plan (2017)
- **School District of River Falls**
  - Safe Routes to School Plan (2023)
- **Mississippi River Regional Planning Commission**
  - Rising as a Region Comprehensive Plan (2014)
- **West Central Wisconsin Regional Planning Commission (WCWRPC)**
  - Comprehensive Plan (2010)

Policies

- **City of River Falls**
  - River Falls Code of Ordinances. Title 10 - Vehicles and Traffic
  - River Falls Code of Ordinances. Title 12 - Streets, Sidewalks, Other Public Places and Property Use Impacts
  - River Falls Code of Ordinances. Title 16 - Subdivisions
  - City of River Falls Proposed Budget (2025-2026)
  - City of River Falls Capital Improvement Plan (CIP) (2024-2028)
  - Engineering Standards for Public Works (2022)

Key Takeaway

This section highlights the key takeaways from the review of existing policies and practices. These are structured around the general scope of the SAP.

Safety Goals

Roadway safety only emerges as a major goal in the recent Bike and Pedestrian Plan, and then it is in the context of safety for people walking and biking, though plans reference transportation safety in vague terms. To support the city's Vision Zero resolution, the SAP should provide implementable actions to help the city substantially reduce fatal and serious injury crashes.

Safety Data Analysis

The most recent analysis of crashes only includes bicyclist- and pedestrian-involved crashes, which shows that bicycle and pedestrian crashes tend to be along arterials, especially on Main Street. There has not been a recent analysis for motor vehicles or all modes. A complete safety analysis of all modes, which is part of the SAP development process, will be essential to understanding current safety challenges. The data should be used to understand baseline crash data, set performance targets, and monitor progress on achieving safety goals.

Equity / Public Input

The recent Bike and Pedestrian Plan is the only plan with dedicated and documented public engagement activities related to transportation safety. This engagement appeared to be successful, with participants noting Main Street, Cascade Avenue, and Division Street as particularly difficult to cross or walk/bike along. The Bike and Pedestrian Plan also indicates that city residents facing disproportionate transportation burdens tend to live near the University of Wisconsin – River Falls (UWRF). Public engagement specifically related to transportation safety will be essential to SAP, especially to help contextualize the safety data analysis. The SAP should build off previous engagement, utilize previous engagement in identifying those challenging or unsafe locations, and engagement should facilitate opportunities for input from those living near UWRF.

Roadway Design / Safety Countermeasures

Current city policies set minimum right-of-way widths, but not roadway or lane widths and there is no maximum curb radius. There does not appear to be any city policy guiding the placement of countermeasures or the escalation to different countermeasures. The SAP should provide guidance on how to determine the suitability of safety countermeasures and design treatments / standards for different contexts and provide guidance on how best to institutionalize their incorporation into city processes.

Safety Actions

A Complete Streets policy has been recommended or mentioned in several recent city plans, but one has not been adopted. The SAP should establish additional rationale for adopting a Complete Streets policy. A Complete Streets policy creates the framework to develop streets that are safe and accessible for people using all modes and are integrated into, and support, the adjacent land use context.

Funding / Implementation

The Capital Improvement Program (CIP) includes several roadway reconstruction projects. Some may have safety benefits, such as roundabout or sidewalk construction, but it is not clear why these projects were chosen or the desired outcomes of these projects. It is not clear how the projects in the Bike and Pedestrian Plan will be implemented, as outside of a "quick win" section, they are not prioritized. At a minimum, the SAP should be considered during the development of the city's budget, CIP, and documents with additional street investments (e.g., street maintenance plan). All the budget documents should align with the vision and goals of the SAP and use the information in the SAP to implement safety projects, incorporate low-cost, high impact safety countermeasures. Consideration should be given to new or expanded funding programs that specifically invest in safe streets.

Summary of Discovery

Table 13 identifies key elements that could impact the SAP that are included in each reviewed plan and policy. This served as a quick reference guide during the development of the SAP.

TABLE 13 Plan and Policy Discovery Summary Table

			Safety Goals	Safety Data Analysis	Equity / Public Input	Roadway Design & Safety Counter-measures	Safety Actions	Funding / Implement-ation
Plans	City of River Falls	Focus River Falls Comprehensive Plan (2023)	X		X		X	X
		Focus River Falls Bike & Pedestrian Plan (2023)	X	X	X	X	X	X
		Focus River Falls Outdoor Recreation Plan (2023)			X		X	X
		River Falls School District Safe Routes to School Plan (2023)	X	X	X	X	X	X
		Campus Corridor Concept (2020)					X	X
		Sterling Ponds Park Plan (2020)			X			
		Kinnikinnic River Corridor Plan (2019)			X		X	
		South Main Street Corridor Study (2016)	X			X	X	
		Hoffman and Glen Park Master Plans (2015)			X			
		Downtown Design Plan (2002)			X	X	X	X
		Pierce County Coordinated Public Transit-Human Services Transportation Plan 2024-2028 (2024)			X			
	County	Pierce County Comprehensive Plan (2017)			X			
		Pierce County Bicycle Plan (2003)	X	X	X		X	
		St. Croix County Safety Action Plan (2025)	X	X	X	X	X	X
		St. Croix County Comprehensive Plan (2024)	X	X	X			
		St. Croix County Bicycle and Pedestrian Plan (2017)	X	X	X		X	

			Safety Goals	Safety Data Analysis	Equity / Public Input	Roadway Design & Safety Counter-measures	Safety Actions	Funding / Implement-ation
Plans	Regional	Mississippi River Regional Planning Commission (MRRPC) Rising as a Region Comprehensive Plan (2014)			X	X		
		West Central Wisconsin Regional Planning Commission (WCWRPC Comprehensive Plan (2010)			X			
Policies	City of River Falls	River Falls Code of Ordinances. Title 10 - Vehicles and Traffic	NA					
		River Falls Code of Ordinances. Title 12 - Streets, Sidewalks, Other Public Places and Property Use Impacts	NA					
		River Falls Code of Ordinances. Title 16 - Subdivisions	NA					
		City of River Falls Proposed Budget 2025-2026						X
		City of River Falls Capital Improvement Plan (CIP) 2024-2028				X	X	X
		City of River Falls Engineering Standards for Public Works (2022)				X		

Detailed Document Review

This section summarizes the plans and policies that were reviewed. It includes a description of each and a summary of how it was applicable to the development of the SAP, such as the establishment of safety goals, details some safety analysis, or recommends safety countermeasures. It also identifies gaps / barriers and opportunities in moving towards safer streets.

Focus River Falls Comprehensive Plan

- City plan completed in 2023.

Description

- The Focus River Falls planning effort centers on this comprehensive plan. This plan's structure is guided by Wis. Stat. 66.1001, which lays out required comprehensive plan elements or chapters. Its stated foundational planning principles are social and physical connections, recreation, and resilience, all of which are explicitly linked to goals found in plan elements.

Applicability for SAP

- Transportation safety is identified as an important component of the transportation network.
- Complete streets, here called universal design, are discussed as a potential tool for supporting transportation safety.

Gaps / Barriers

- River Falls is identified as having jurisdiction over approximately 70% of the lane-miles in the city. The city contains facilities managed by two counties which are part of two regional planning commissions.
- Recommendations seem to contextualize active transportation facilities as primarily recreational, not for transportation. Similarly, safety seems focused mainly on people walking and biking, not driving.
- A complete streets policy is mentioned, but the plan stops short of explicitly recommending that one be adopted. As an implementation action, it is rated to yield only a moderate benefit.

Opportunities

- During the public engagement phase, walking and biking were rated as the two most-desired modes of transportation.
- The planning process built community consensus for a community loop concept.
- Green corridors are identified as likely spaces for bicycle and pedestrian facilities.
- A form-based zoning action mentions that such a zoning ordinance could require sidewalks.
- A complete streets policy could be recommended and adopted.

Focus River Falls Bike & Pedestrian Plan

- City plan completed in 2023.

Description

- Part of the Focus River Falls planning effort, this plan includes recommendations for both infrastructure and policies and programs to support walking and biking in the city. Plan goals include accessibility, connectivity, health and safety, sustainability, and economic vitality. Project prioritization is data-driven.

Applicability for SAP

- Safety is a goal of the plan, with supporting objectives to prioritize safety in design, maintenance investments, and policies and to eliminate fatal and serious injury crashes involving people walking and bicycling.
- Recommended projects are prioritized and mapped.
- The plan recommends a Safe Routes to School program, which is ongoing.
- Bicycle Level of Traffic Stress and Pedestrian Level of Traffic Stress analyses informed project selection and may provide a starting point for understanding perceived safety on facilities in the city.

Gaps / Barriers

- Projects on the periphery of the city tend to have medium-to-low priorities. Some projects are on facilities not under the city's jurisdiction.
- Planning-level cost estimates may already be out of date, and eligibility criteria for some federal funding sources may have changed.
- Safety is part of the prioritization methodology but is more vague than other measures: "on a street with a history of bicycle and pedestrian crashes."

Opportunities

- The plan identifies quick-build projects and demonstration projects.
- A complete streets policy is recommended, along with supporting updates to zoning and subdivision regulations. If adopted, these could require that sidewalks be built in more areas or that streets be initially constructed with facilities for people walking and biking.

Focus River Falls Outdoor Recreation Plan

- City plan completed in 2023.

Description

- Part of the Focus River Falls planning effort, this plan includes recommendations for capital improvements, ongoing maintenance, and policies and programs. Plan themes include facilities, green corridors, resources, and the overall system.

Applicability for SAP

- The plan maps existing sidewalks and trails.
- The plan recommends closing gaps in the green corridor network.

Gaps / Barriers

- Sidewalks and trails are discussed and planned for, mainly as recreational facilities.

Opportunities

- New trail connections are identified as high priority opportunity projects.
- During the public engagement phase, pedestrian safety emerged as a priority. The plan recommends the Statewide Multimodal Improvement Program (SMIP) as a potential funding source for safety improvements.

Campus Corridor Concept

- City plan completed in 2020.

Description

- This plan primarily consists of a series of redevelopment concepts for districts and corridors within River Falls that may benefit from redevelopment. These focus areas are primarily near Chippewa Valley Technical College (CVTC) or UW-River Falls (UWRF).

Applicability for SAP

- All corridors are intended to feature some level of mixed-use development and accompanying investment in roads and sidewalks.
- According to the plan, East Cascade Avenue will eventually be rebuilt to improve pedestrian and vehicle safety.

Gaps / Barriers

- The plan is intended to function as a marketing tool for developers and not a policy decision making guide.
- There is no discussion of roadway cross sections or specific public realm improvements that may address safety.

Opportunities

- TIF is proposed as a potential funding mechanism for some public realm improvements.

Sterling Ponds Park Plan

- City plan completed in 2020.

Description

- This plan provides a blueprint for the development of a park which serves a currently developing neighborhood and business park.

Applicability for SAP

- The plan mentions a planned shared-use path on Huppert Street intended to connect to a path along Chapman Drive.

Gaps / Barriers

- Public engagement did not appear to address safe access to parks.

Opportunities

- The adoption of a Comprehensive Outdoor Recreation Plan, such as Focus River Falls Outdoor Recreation Plan, may make the city eligible for more grants. It should be explored whether these could fund access or safety improvements near parks.

Kinnickinnic River Corridor Plan

- City plan completed in 2019.

Description

- This plan provides the city's first corridor plan for the Kinnickinnic (Kinni) River corridor. The planning framework includes access and connectivity, and it builds upon past planning efforts.

Applicability for SAP

- The plan recommends green infrastructure downtown and in nearby neighborhoods. Some types may be used in the right-of-way and alter street profiles.
- The Riverwalk pedestrian environment may be improved and more safe pedestrian crossings are recommended for Main Street. Some specific countermeasures are recommended, such as intersection bump outs and high-visibility crosswalks.

Gaps / Barriers

- Some recommendations may have been superseded by the 2023 Bike & Pedestrian Plan.
- Types of bicycle and pedestrian network gaps are discussed but specific gaps are not identified.

Opportunities

- Several bridge improvement or construction projects are recommended, which could include safety improvements.
- The plan demonstrates the importance of river access, including safe non-vehicular connections.

South Main Street Corridor Study

- City plan completed in 2016.

Description

- Focusing on one-third of Main Street, this plan includes corridor-specific recommendations to improve the efficiency and safety of this section of the city's main commercial corridor. When the plan was adopted in 2016, redevelopment was anticipated for the corridor, potentially changing the traffic volumes and travel modes of people using it.

Applicability for SAP

- The plan identifies specific sidewalk gaps and deficiencies.
- An appendix provides some potential street sections.

Gaps / Barriers

- Safety is discussed, but crashes or areas of concern are not mapped or described in detail.
- The plan mentions potential projects, such as realignments and new paths, but they are not specifically described.

Opportunities

- Any redevelopment or reconstruction along this corridor would present opportunities for safety countermeasures as well as meeting other goals of this study and other plans.

Hoffman and Glen Park Master Plans

- City plan completed in 2015.

Description

- This is a set of twin master plans for Hoffman Park and Glen Park, two of the city's largest parks. Each plan provides a 20-year vision and focuses on capital improvements.

Applicability for SAP

- The Hoffman Park plan recommends several hundred more parking spaces in new lots on both sides of a new street. This may increase vehicle traffic to this area, northeast of downtown.
- The Glen Park plan proposes over 100 more parking spaces and multi-use trail connection from the park north across the Kinnickinnic River.

Gaps / Barriers

- Transportation safety is not a focus of the plan.
- Additional vehicle traffic to Hoffman Park should be considered in any discussion of nearby streets, including CTH M.

Opportunities

- Investments at Glen Park may provide opportunities for additional safe connections from downtown.

Downtown Design Plan

- City plan completed in 2002.

Description

- Completed in 2002, this plan provides a framework for unified downtown development with unified design elements, including design guidelines for two sub-districts.

Applicability for SAP

- The plan recommends increasing the visibility of all downtown crosswalks and adding bike lanes on Main Street.
- The intersection of Locust Street and Main Street is highlighted as needing pedestrian safety improvements.
- Two potential cross sections for Elm Street are provided.

Gaps / Barriers

- This plan is over two decades old and could be out-of-date.
- Design guidelines primarily focus on building siting and facades and not streetscaping or other elements in the right-of-way.

Opportunities

- Development done under these or similar design guidelines could stimulate more downtown activity by people driving, walking, or biking.

River Falls School District Safe Routes to School Plan (2023)

- Completed the plan in 2023.

Description

- This plan analyzes existing conditions within walk zones for schools in the school district, while also provides school-specific and community-wide strategies to improve safety and encourage walking/bicycling to school.

Applicability for SAP

- Comments from parents regarding safety issues near schools can supplement the project's public engagement process and highlight corridors or locations with perceived safety concerns.
- The plan highlights school-specific "Safe Route" networks and recommends strategies for improving safety. These recommendations should be cross-referenced/

consulted in the project's recommendations and prioritization process to further integrate safety efforts from different agencies across all planning levels.

Gaps / Barriers

- The Plan does not differentiate between site-specific safety recommendations and school-wide recommendations, nor does it map these recommendations or provide an implementation timeline / planning-level cost estimate.

Opportunities

- Integrate recommendations from the Plan into the project's recommendation and prioritization process.
- Coordinate with the Safe Routes to School Task Force to review project recommendations that fall within walk zones of schools.

Pierce County Coordinated Public Transit-Human Services Transportation Plan 2024-2028

- Pierce County plan completed in 2024.

Description

- This is a coordinated public transit-human services plan completed to meet requirements laid out in the FAST Act, prepared by the Mississippi River Regional Planning Commission (MRRPC).

Applicability for SAP

- The five goals are indirectly related to safety, in that they support transit and may reduce vehicle miles traveled.

Gaps / Barriers

- None identified.

Opportunities

- There is an opportunity to promote transit in terms of its safety benefits as opposed to primarily financial and mobility benefits.

Pierce County Comprehensive Plan

- Pierce County plan completed in 2017.

Description

- This countywide comprehensive plan represents an intentionally minimalist approach when compared with previous planning efforts. Its goals, objectives, and policies are divided into planning and management sections.

Applicability for SAP

- Safety is a consideration within the transportation element, which applies to roadways under the county's jurisdiction.

Gaps / Barriers

- Improving safety is not a major focus. No specific policies provide guidance on how to improve safety.

Opportunities

- Adopting clear policies could open the door to the county pursuing grants or other funding opportunities to improve safety.

Pierce County Bicycle Plan

- Pierce County plan completed in 2003.

Description

- Prepared by the MRRPC, this plan contains bicycle facility standards for the county and a list of proposed projects.

Applicability for SAP

- The first major chapter, "Bicycle Use and Safety," summarizes state-level crash data, including crash characteristics and contributing factors.
- Safety strategies include specific recommendations about facility placement and characteristics.

Gaps / Barriers

- The project listings were prioritized with input from a committee but no broad-based public engagement. Potential for safety improvements does not appear to have been a factor in prioritization.

Opportunities

- Revisiting this plan could provide insight on which projects have not been completed and why. An updated plan could include a more formal project selection and prioritization process that explicitly includes safety.

St. Croix County Safety Action Plan (2025)

- St. Croix County plan completed in 2025.

Description

- Adopted in 2025, this countywide safety action plan provides goals, existing conditions analysis, policies, and actions for improving safety on roadways in St. Croix County.

Applicability for SAP

- The Plan identifies portions of Main Street within St. Croix County limits as part of its High-Injury Network.
- The Plan recommends a list of engineering countermeasures with associated implementation costs and safety improvement effectiveness, along with non-engineering safety strategies such as performing corridor studies and road safety audits, engaging with the community through safety workshops and awareness campaigns, and implementing demonstration projects to study future roadway changes.

Gaps / Barriers

- Although the Plan provides a list of prioritized project locations, the prioritization process did not include broad-based public engagement. It also only considered rural roadways under county jurisdiction due to the low number of "urban" roadways within county limits and lack of control over state-owned highways.

Opportunities

- The Plan's list of strategies and action steps can supplement the project's efforts and improve regional roadway safety.

St. Croix County Comprehensive Plan

- St. Croix County plan completed in 2024.

Description

- Adopted in 2024, this countywide comprehensive plan provides goals, objectives, and policies for the required comprehensive plan elements as well as a future land use map.

Applicability for SAP

- The transportation element has a safety section, including crash data analysis. This shows crash severity decreasing as total crashes rise for all modes.
- The plan recommends that the St. Croix County Highway Department continue to update its construction, maintenance, and safety plan, which governs the county trunk highway system, and with the county's Development Department on ordinances that address safety and other concerns.

Gaps / Barriers

- Safety-related objectives and policies are not very specific, such as not specifying what the county highway department should focus on when updating its plans.

Opportunities

- With a safety subsection, the county may consider pursuing grants and other funding opportunities to improve safety.

St. Croix County Bicycle and Pedestrian Plan

- St. Croix County plan completed in 2017.

Description

- This plan calls for the development of a countywide bikeway and trail network, specific corridor recommendations, and a non-prioritized project schedule.

Applicability for SAP

- The plan's first goal is safety, and project selection included safety as a factor.
- It includes a model complete streets ordinance for municipalities to adopt and recommendations for programs to address safety.

Gaps / Barriers

- The project list's structure leaves prioritization to cities, villages, and towns, and different priorities may result in slower network development than unified prioritization.
- Project costs are likely out of date.

Opportunities

- Revisiting this plan could provide insight on which projects have not been completed and why. An updated plan could use an approach refined to focus more on safety. Crash trends in the county may have changed since 2017.

Mississippi River Regional Planning Commission (MRRPC) Rising as a Region Comprehensive Plan

- Regional plan completed in 2014.

Description

- At the time of this plan's writing, significant population changes were anticipated within the MRRPC's nine-county region over the plan's 20-year horizon. The plan's chapters incorporate relevant local plans, and policies are grouped in the implementation chapter.

Applicability for SAP

- Regional bike trails are mapped and supporting text states that these routes go around urbanized areas for safety.
- The plan encourages local governments to build curb bump outs to enable safer crossings.

Gaps / Barriers

- Safety is not a major focus of the plan and safety-related policies are vague.
- As a regional plan, this is generally advisory.

Opportunities

- Updating this regional plan could provide an opportunity to analyze regional safety deficiencies and guidelines for a safety-specific regional plan.

West Central Wisconsin Regional Planning Commission (WCWRPC) Comprehensive Plan

- Regional plan completed in 2010.

Description

- This regional comprehensive plan contains the required elements and covers the region's seven counties and constituent municipalities.

Applicability for SAP

- The plan recommends developing a regional approach to uniform crash data collection, a regional concept plan for on- and off-road bike facilities, and a sustainable local funding source for safety improvements.
- It also encourages local governments to develop transportation safety improvement plans.

Gaps / Barriers

- The plan notes that land use and transportation projects may be at odds because they are not planned concurrently, but does not recommend a solution.
- As a regional plan, this is generally advisory.

Opportunities

- Regional alignments of crash data collection could allow the state to access High Risk Rural Roads Program funding. However, projects are only eligible if on rural collectors or local roads as defined by WisDOT.

River Falls Code of Ordinances. Title 10 - Vehicles and Traffic

- Current City policy.

Description

- Title 10 of the city code provides requirements to drive a motor vehicle in River Falls. This chapter includes regulations involving parking and the use of snowmobiles.

Applicability for SAP

- Provisions for vehicle towing and impoundment are provided.
- Riding in the bed of a pickup truck is prohibited, unless the passenger is seated in the bed.
- School bus drivers must use flashing red lights when loading or unloading, and stops may only be made without traffic signals and with sidewalks or curbs on both sides of the street.
- State snowmobile laws are adopted, snowmobile routes are defined, and the maximum snowmobile speed limit is set at 10mph.

Gaps / Barriers

- Speed limits are not reduced beyond state minimums.
- No driving requirements are set beyond state law, such as a ban on handheld phone use outside of work zones or a requirement for people riding motorcycles to wear helmets.

Opportunities

- Default speed limits could be lowered by statute, such as 20mph in residential areas.
- Safe driving requirements could be added, such as disallowing handheld phone use and requiring helmet use, if permitted by state law.

River Falls Code of Ordinances. Title 12 - Streets, Sidewalks, Other Public Places and Property Use Impacts

- Current City policy.

Description

- Title 12 of the city code provides requirements for streets and sidewalks, including snow and ice removal.

Applicability for SAP

- Property owners must clear snow and ice from sidewalks within 24 hours of accumulation.
- A residential parking permit system is established for five zones within the city.
- The city pays the costs of sidewalk construction in residential zones, but other zones, including planned development, are assessed. The city council may initiate sidewalk projects and property owners may petition for them.
- Neighborhood electric vehicles, as defined by WisDOT, are allowed on most city streets with speed limits of 35mph or lower.

Gaps / Barriers

- Leaving sidewalk clearing responsibilities up to property owners in all areas of the city means that there may be gaps where it is unsafe to walk for long periods of time after accumulation.
- It is unclear what criteria are used for prioritizing sidewalk projects, and no plan is referenced.
- Sidewalk standards are absent.

Opportunities

- There is an opportunity for the city to take over sidewalk clearing responsibilities in a suitably compact area, such as downtown, or the streets within downtown already rated as high priority for snow plowing. This could allow safer walking during and after accumulation.
- It could be clarified that planned residential zones are not assessed for sidewalk construction.

- There is an opportunity to specify which types of development require sidewalks, such as all residential development. Triggers could include rezoning or a change in use.
- Sidewalk standards should be provided. Larger minimum widths should be used in areas where the city wants to encourage walking.

River Falls Code of Ordinances. Title 16 - Subdivisions

- Current City policy.

Description

- Title 16 of the city code provides regulations and guidelines for the regulation of subdivisions. This includes street layout, block design, and sidewalks.

Applicability for SAP

- Right-of-way widths are established, ranging from 50 feet for cul-de-sacs and 60 feet for local roads to 80-100 feet for arterials.
- Some language may discourage grid patterns, such as requiring that "Minor streets shall be so laid out as to discourage their use by through traffic" and "the number of intersections of minor streets with major streets shall be reduced to the practical minimum consistent with circulation needs and safety requirements."
- Pedestrian circulation facilities are required. These may include sidewalks, trails, or crossings through blocks.
- The maximum block length for residential areas is 1,000 feet. Blocks longer than 700 feet must have a midblock crosswalk at least ten feet wide.

Gaps / Barriers

- Right-of-way widths are established but roadway widths are not.
- Sidewalks are not clearly required for certain types of development, and the placement of sidewalks and trails is not clear.
- A 1,000-foot block is long for pedestrian circulation.
- Maximum curb radii are not regulated.

Opportunities

- In addition to right-of-way widths, roadway widths or lane widths should be established. To keep driver speeds at suitable levels, these should be relatively narrow for local roads and/or in residential areas. Narrower streets and lanes can calm traffic.
- The location of sidewalks and trails should be specified, as well as their relation to other elements such as planting terraces.
- The maximum block length should be reduced, especially for residential, commercial, mixed use areas, or other areas where the city wants to encourage people to walk or bike.

City of River Falls Proposed Budget 2025-2026

- Proposed City budget.

Description

- This budget was proposed in October 2024 for the 2025-2026 fiscal year. For functional areas within the general fund, sections include performance measures over time.

Applicability for SAP

- The Public Works function is divided into garage, snow removal, streets, and streetlight/traffic section.
- For streets, the performance measures relate to the percentage of city streets that received maintenance.
- The Streetlight Fund is a special revenue program to finance streetlights, with traffic safety and pedestrian security as goals.
- There are 14 districts with tax increment financing.

Gaps / Barriers

- There is no performance measure for the streetlight/traffic section of Public Works.
- The only performance measures for streets relate to maintenance.

Opportunities

- Adopt a safety-related performance measure for the streets section, such as the number of safety enhancements completed.
- Adopt safety-related performance measures for the streetlight/traffic section of Public Works, such as the percentages of traffic lights and streetlights in working order or repaired.
- There is an opportunity to dedicate funds for safety-related projects and use particular safety performance measures.

City of River Falls Capital Improvement Plan (CIP) 2024-2028

- Proposed City capital expenditures.

Description

- The city's five-year CIP coordinates with its five-year fiscal plan and is updated biennially. It provides a clear roadmap for the funding of capital projects.

Applicability for SAP

- S Wasson Lane is to be reconstructed with a roundabout.
- In coordination with the South Main Street Corridor Study, the South Main Street Bridge will be rehabilitated and part of Main Street will be reconstructed.
- East Division Street will be reconstructed with turn lanes and lighting.
- Locust Street will be extended with a sidewalk added.
- Foster Street is to be extended to provide a second access point to homes and parking lots.

Gaps / Barriers

- Projects which may improve safety, such as roundabout construction and sidewalk extensions, are not explicitly categorized as having safety benefits.

Opportunities

- There is an opportunity to create a dedicated safety section and rationale for funding capital projects.

City of River Falls Engineering Standards for Public Works (2022)

- City of River Falls developed the guidelines in 2022.

Description

- The document establishes engineering standards for the design and construction of public works facilities.

Applicability for SAP

- Design concepts developed as part of the project should follow roadway design guidelines established by the document.
- Project staff may coordinate with Public Works staff and City engineers to align standards in the document with safety best practices.

Gaps / Barriers

- The document is strictly concerned with establishing engineering standards and does not provide methodologies for evaluating safety effectiveness of proposed public improvements.

Opportunities

- The planning process will support project staff in identifying priority locations that currently do not meet standards developed by the document.

D

PRIORITIZATION PROCESS

Introduction

The Roadway Safety Priority Network section summarizes the prioritization process for River Falls's Safety Action Plan. The process evaluated and ranked the City's transportation system using various weighted criteria in alignment with the Safety Action Plan's priorities. The resulting Roadway Safety Priority Network identifies roadway segments whose improvements have the most potential to address critical transportation safety and equity issues, ultimately supporting River Falls and its partners in reducing and eventually eliminating traffic fatalities and serious injuries.

Prioritization Process

The project team used a prioritization matrix (shown in Table 14) as a tool to assess roadway segments based on their impact. The seven metrics in the matrix belong to five overarching categories: proximity to schools, community input, land use context, community values, and crash history and risk. The criteria and their respective weight and scoring were determined through input from the project's Task Force and the broader community using a public survey and an open house exercise.

Prioritization Findings

Roadway segments were assigned points based on their compliance to each metric, which were then added together for a total prioritization score (out of 100 possible points). The highest scoring 5% of all segments (56 to 72 points) were classified as "Very High" priority. The next 5% of segments (51 to 55 points) and the following 10% (46 to 50 points) were classified as "High" and "Medium" priority, respectively. These segments make up the Roadway Safety Priority Network, representing 20% of the City's roadway network by mileage.

Map 21 shows the Roadway Safety Priority Network within River Falls. The following are key segments of the Network:

Very High Priority

- Main Street from Division Street to Cascade Avenue and from Broadway Street to Cemetery Road as well as extending from Main Street on some cross streets
- Cemetery Road from west of S Sixth Street to west of Cudd's Ct
- S Wasson Lane from south of the Kinnickinnic River to Cemetery Road.
- Segments along Cascade Avenue from Winter Street to east of Oak Knoll Avenue
- Division Street near Main Street
- Short segments of local streets primarily east of Main Street between Division Street and Cascade Avenue

High Priority

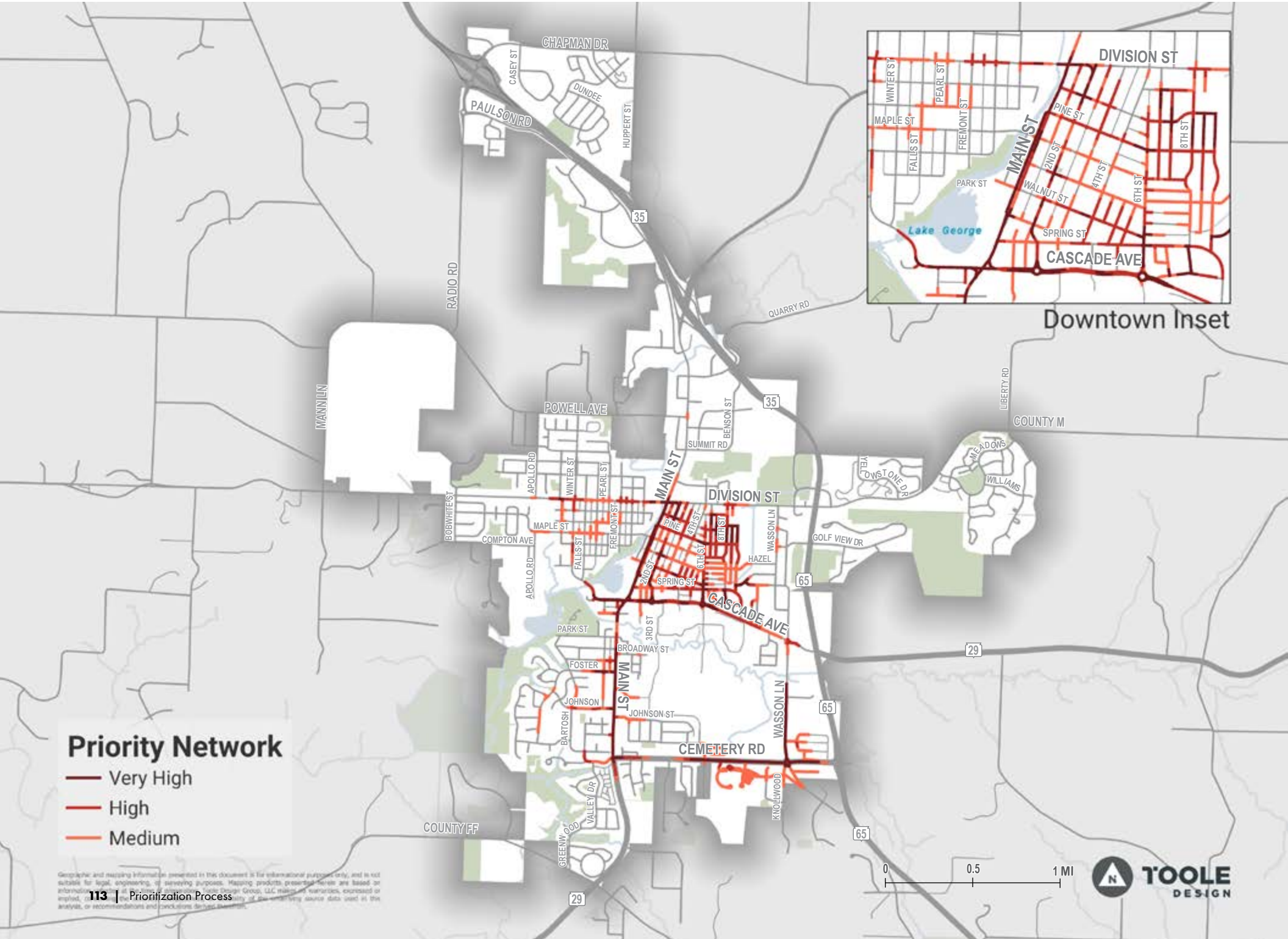
- Roadways connecting to River Falls High School
- Roadways near downtown such as Elm Street, Hazel Street, Spring Street, S 3rd Street, and East Alleway
- Segments of local streets primarily east of Main Street between Division Street and Cascade Avenue
- Segments of streets near Westside Elementary School

Medium Priority

- Segments along Cascade Avenue from Winter Street to east of Oak Knoll Avenue
- Segments of Spring Street adjacent to UWRF
- Segments of local streets primarily east of Main Street between Division Street and Cascade Avenue

TABLE 14 River Falls Roadway Prioritization Metrics

Category	Metric	Description	Weight	Scoring
Proximity to Schools	Grades K-5	Roadway segments in close proximity to a K-5 school	20%	Within 1/8 mile – 20 points Within 1/4 mile – 15 points Within 1/2 mile – 10 points Outside 1/2 mile – 0 points
	Grades 6-12	Roadway segments in close proximity to a 6-12 school	14%	Within 1/8 mile – 14 points Within 1/4 mile – 10 points Within 1/2 mile – 5 points Outside 1/2 mile – 0 points
	Proximity to UWRF	Roadway segments within proximity to University of Wisconsin – River Falls campus	12%	Within 1/8 mile – 12 points Within 1/4 mile – 8 points Within 1/2 mile – 4 points Outside 1/2 mile – 0 points
Community Input	Public Comments	Roadway segments identified as unsafe by the public	12%	4 or more points on a segment – 12 points 2-3 points on a segment – 8 points 1 point on a segment – 4 points 0 points on a segment – 0 points
Land Use Context	Proximity to parks or libraries	Roadway segments in close proximity to parks or libraries.	12%	Within 1/8 mile – 12 points Within 1/4 mile – 8 points Within 1/2 mile – 4 points Outside 1/2 mile – 0 points
Community Values	Disadvantaged Communities	Roadway segments within or bordering disadvantaged communities.	12%	High Disadvantage – 12 points Medium Disadvantage – 6 points Low Disadvantage – 0 points
Crash History and Risk	Presence on the HIN and HRN	Roadway segments that appear on the HIN and HRN	18%	Top 5% HIN and Very High HRN – 18 points Top 5% HIN and High HRN; Top 10% HIN and Very High HRN – 15 points Top 5% HIN and Medium HRN; Top 10% HIN and High HRN; Top 15% and Very High HRN – 12 points Top 10% HIN and Medium HRN; Top 15% HIN and High HRN – 9 points Top 15% HIN and Medium HRN; HIN Only, HRN Only – 6 points Not on HIN or HRN – 0 points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CASEY ST
DUNDEE
HUPPERT ST
PAULSON RD
35
RADIO RD
QUARRY RD
MANN LN
POWELL AVE
BENSON ST
SUMMIT RD
APOLLO RD
WINTER ST
PEARL ST
MAIN ST
DIVISION ST
BOBWHITE ST
MAPLE ST
COMPTON AVE
FREMONT ST
FALLS ST
PINE
4TH ST
6TH ST
WASSON LN
HAZEL
GOLF VIEW DR
2ND ST
SPRING ST
CASCADE AVE
65
PARK ST
3RD ST
BROADWAY ST
29
FOSTER
JOHNSON
JOHNSON ST
BARTOSH
CEMETERY RD
KNOLLWOOD
VALLEY DR
GREENWOOD
COUNTY FF
LIBERTY RD
COUNTY M
MEADOWS
WILLIAMS
YELLOWSTONE DR
Downtown Inset
WINTER ST
PEARL ST
MAPLE ST
FALLS ST
FREMONT ST
PINE ST
2ND ST
4TH ST
6TH ST
8TH ST
PARK ST
WALNUT ST
Lake George
SPRING ST
CASCADE AVE
Priority Network
Very High
High
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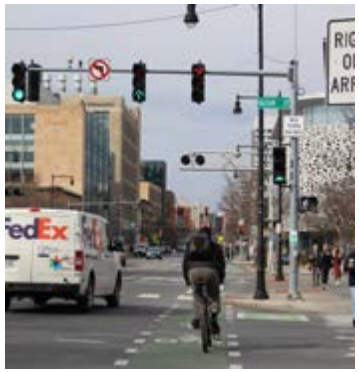
1 MI
TOOLE DESIGN

E

SAFETY COUNTERMEASURE DESCRIPTIONS

Additional Signal Heads

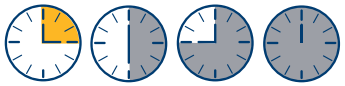


Description:
At intersections with traffic signals, each vehicle lane should have one dedicated signal head. Dedicated arrows signal to motorists when it may be safe to make a left or right turn.

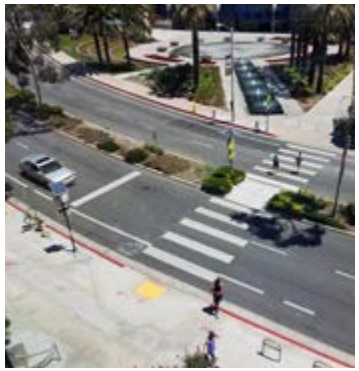
Purpose:
Dedicating signal heads for each travel and turn lane makes guidance at signalized intersections easy to understand and improves visibility of the signal to approaching drivers.

Cost:
Low-moderate

Implementation Timing:
Minimal



Advance Stop Lines

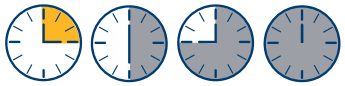


Description:
The stop bar is shifted back 20 - 50 feet in advance of an uncontrolled crossing.

Purpose:
Increase the likelihood that motorists stop for pedestrians and bicyclists at uncontrolled crossings by improving the visibility of the crossing.

Cost:
Low

Implementation Timing:
Minimal



Effectiveness:
- Installation of advance stop lines can reduce pedestrian crashes by 25%.

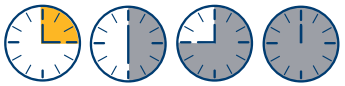
Advisory Bike Lanes

Description:
Dashed bike lines on narrow, un-lined residential lanes. Due to narrow streets, vehicles are allowed to enter dashes bike lanes.

Purpose:
Allow for some organization of narrow roadways to encourage drivers to yield to bicyclists.

Cost:
Low

Implementation Timing:
Minimal



Additional Information:
- AASHTO Guide for the Development of Bicycle Facilities
- FHWA Bikeway Selection Guide

Backplates with Retroreflective Borders

Description:
By framing the traffic signal with a retroreflective border, the signal head becomes more visible and conspicuous in both daytime and nighttime conditions. Backplates can be added to existing traffic signal heads.

Purpose:
Enhance the visibility of traffic signals, especially for older drivers and drivers with color-vision deficiencies.

Cost:
Low

Implementation Timing:
Short

Effectiveness:
- 15% reduction in total crashes.
- Average Cost-to-Benefit Ratio of 12:1.

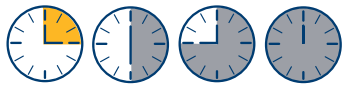
Bicycle Crossings

Description:
Marked crossing specifically for bicycles to use when crossing intersections.

Purpose:
Provide a designated space for bicyclists to cross and alert vehicles that bicyclists may be crossing at that location.

Cost:
Low

Implementation Timing:
Minimal



Additional Information
- AASHTO Guide for the Development of Bicycle Facilities
- NACTO Urban Bikeway Design Guide
- FHWA Bikeway Selection Guide

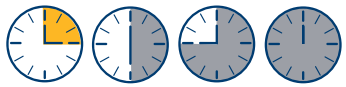
Bike Boxes

Description:
Designated area at the head of a traffic lane at a signalized intersection specifically for bicyclists.

Purpose:
Provides bicyclists with a safe and visible way to get ahead of queuing traffic during the red signal phase.

Cost:
Low

Implementation Timing:
Minimal



Effectiveness:
- Decreases motor vehicle and bicyclist encroachment into pedestrian crosswalk.

Buffered Bike Lanes

Description:
Conventional bike lanes paired with a designated buffer space separating the bike lane from the adjacent motor vehicle travel or parking lanes.

Purpose:
To increase the comfort of bicyclists by increasing the distance between the bike lane and travel or parking lanes.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Nearly a 50% reduction in bicycle crashes.

Buffer Areas

Description:
A space separating the off-street walkways or share-use paths from adjacent travel lanes.

Purpose:
Increase comfort and safety of pedestrians and bicyclists.

Cost:
Moderate-high

Implementation Timing:
Short

Additional Information
- AASHTO Guide for the Development of Bicycle Facilities
- NACTO Urban Bikeway Design Guide
- FHWA Bikeway Selection Guide

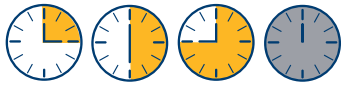
Chicanes / Roadway Curvature

Description:
Chicanes are typically made with curb extensions or islands to create "S" curves along a roadway.

Purpose:
The curving of the roadway slows motor vehicle speeds by physically diverting the path of travel.

Cost:
Moderate-high

Implementation Timing:
Moderate



Additional Benefits:
- Installation of chicanes allows for the ability to add more landscaping to the roadway.

Conventional Bike Lanes

Description:
A portion of the street designated exclusively for bicyclists. Bike lanes are distinguished from traffic lanes with pavement markings and signage.

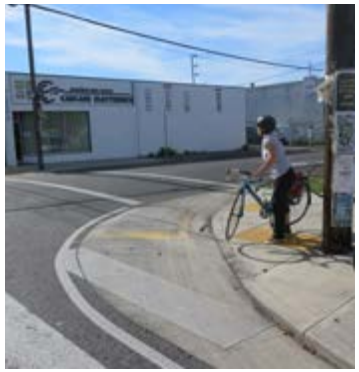
Purpose:
To provide bicyclists with dedicated roadway space separate from motor vehicles.

Cost:
Low

Implementation Timing:
Short

Effectiveness:
- Bicycle lane additions can reduce crashes up to 49% for total crashes on urban 4-lane undivided collectors and local roads.

Corner Radius Reduction



Description:
A reduction in corner radius involves tightening the curve of an intersection corner either through an extension of the curb or using paint and bollards.

Purpose:
Reduces the crossing distance for pedestrians and improves the visibility of pedestrians waiting to cross. Corner radius reductions also decrease the turning speeds of vehicles as the angle is sharper.

Cost:
Moderate-high

Implementation Timing:
Short

Additional Information
- Low-cost corner radii reductions can be made using pavement markings and flexposts.

Corridor Access Management

Description:
Designing and controlling the entry and exit points along a roadway.

Purpose:
Enhance safety for all modes, facilitate walking and biking, and reduce trip delay and congestion.

Cost:
Low-moderate

Implementation Timing:
Moderate

Effectiveness:
- 25-31% reduction in fatal and injury crashes along urban and suburban arterial roadways.

Crossing Islands

Description:
Crossing islands are medians with a section cut out for pedestrian and bicyclist refuge. These are supplements to crosswalks.

Purpose:
Protect pedestrians and bicyclists crossing by slowing vehicle speeds, increasing their visibility, and providing a waiting area.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Up to 56% reduction in pedestrian crashes

Crosswalk Visibility Enhancements

Description:
The use of paint markings, lighting, and signage to indicate to pedestrians and drivers that crossings are coming up.

Purpose:
Make the crosswalks and their users more visible to drivers and help users decide where is most safe to cross.

Cost:
Low-moderate

Implementation Timing:
Short

Additional Information:
- Option for low-cost and rapid implementation using paint and flex-posts.

Curb Extensions / Bulb-outs

Description:
Shorten crossing distances and increase pedestrian comfort, visibility, and safety.

Purpose:
Also called bulb outs or neck downs, curb extensions extend a section of sidewalk into the roadway at intersections and other crossing locations.

Cost:
Low-moderate

Implementation Timing:
Short

Additional Information:
- Lower cost alternatives can be used such as bollards, temporary curbs, planters, paint, and striping.

Dedicated Right & Left Turn Lanes

Description:
Provide separation at intersections between traffic that is traveling through and traffic that is stopping, slowing, and turning.

Purpose:
Reduce potential for crashes involving turning vehicles.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Total crashes reduced by 28-48% with left-turn lanes and 14-26% with right-turn lanes.

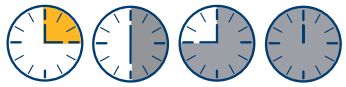
Enhanced Curve Delineation

Description:
Includes a variety of potential strategies that can be implemented in advance or within curves in the roadway. These strategies include pavement markings, signage, and the addition of retroreflective materials to signs.

Purpose:
Alert drivers to upcoming curves in the roadway, notify drivers of the curve direction and sharpness and provide an drivers with an appropriate operating speed.

Cost:
Low

Implementation Timing:
Minimal



Effectiveness:
- Chevron signs can reduce all crashes by 16-25%.

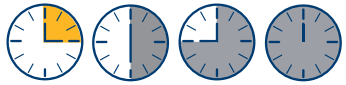
Hardened Centerlines

Description:
Hardened centerlines are flexible delineator posts or raised speed humps placed along the yellow centerline at an intersection to outline the path of travel of turning vehicles.

Purpose:
Reduce the turning speeds of vehicles, increase vehicle yielding to pedestrians, and limit the time of vehicles spent in the crosswalk during their turning movement.

Cost:
Low

Implementation Timing:
Minimal



Additional Information:
- Chapter 8 of Designing Sidewalks and Trails for Access: Part II of II: Best Practices Design Guide
- ADA Accessibility Guidelines for Buildings and Facilities
- FHWA Proven Safety Countermeasures

Leading Bicycle and Pedestrian Intervals

Description:
Leading Bicycle and Pedestrian Intervals (LBPIs) are programmed into traffic signals to provide pedestrians and/or bicyclists crossing with a 3-7 second head start.

Purpose:
By providing crossing bicyclists and pedestrians with a head start, the risk of conflicts between pedestrians and bicyclists and vehicles is reduced.

Cost:
Low

Implementation Timing:
Short

Effectiveness:
- 13% reduction in pedestrian-vehicle crashes at intersections.

Lighting

Description:
Intentionally placed lighting improves visibility for all road users. Shorter lighting fixtures illuminating sidewalks and crossings improve pedestrian safety and taller, roadway-scale light fixtures improve roadway visibility.

Purpose:
Increase visibility for all road users during low-light conditions such as dawn, dusk, night, and certain weather events.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Intersection lighting can lead to 42% decrease in pedestrian crashes.

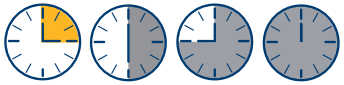
Longitudinal Rumble Strips

Description:
Milled or raised elements on the roadway pavement that cause vehicles to vibrate and create noise when rolled over. They can be installed on the shoulder, edge line, or center line of undivided roadways.

Purpose:
The vibration and noise created by rolling over the rumble strips alerts drifting drivers and reduces the potential for departing from the vehicle lane.

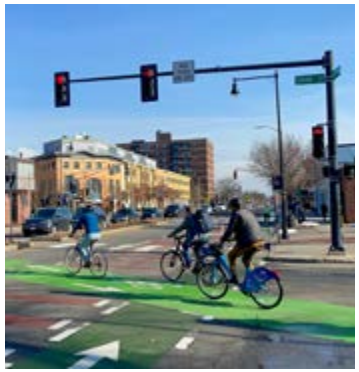
Cost:
Low

Implementation Timing:
Minimal



Effectiveness:
- Center Line Rumble Strips: 44% reduction in head-on fatal and injury crashes on two-lane rural roads.
- Shoulder Rumble Strips: 13-52% reduction in single vehicle, run-off road fatal and injury crashes on two-lane roads.

Multiple Countermeasures



Description:
Multiple Countermeasures involves the systematic deployment of a package of multiple low-cost countermeasures.

Purpose:
By implementing multiple countermeasures, multiple crash types can be addressed simultaneously; packages of countermeasures systemically reduce potential conflicts.

Cost:
Moderate-high

Implementation Timing:
Moderate

Effectiveness:
- 10% reduction in fatal and serious injury crashes at all location types and areas.
- 15% reduction in nighttime crashes.
- Fatal and serious injury crashes at 2-lane by 2-lane intersections reduced by 19%.

Neighborhood Slow Zone

Description:
Areas with permanent low speed limits, marked by signs on both sides of the street. Additional traffic calming measures are needed to ensure effectiveness.

Purpose:
Reduce speeds in residential neighborhoods.

Cost:
Moderate-high

Implementation Timing:
Short

Additional Information:
- Philadelphia Neighborhood Slow Zone Program Application
- NACTO Urban Design Guide

Neighborhood Traffic Circle

Description:
Raised circular islands in the center of intersections that guide users counterclockwise through turning movements.

Purpose:
Reduce traffic speeds at low-speed and low-volume intersections.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Initial research shows traffic circles can reduce speeds and crashes.

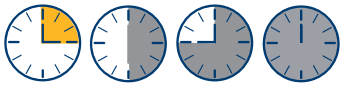
Neighborhood Yield Streets

Description:
Narrow, two-way streets without centerline lane markings that allow parking on both sides. Vehicles have to weave through the roadway and occasionally must yield to oncoming vehicles.

Purpose:
Calm traffic on residential streets.

Cost:
Low

Implementation Timing:
Minimal



Additional Information:
- NACTO Urban Streets Design Guide

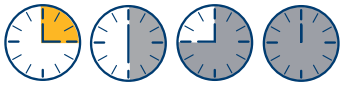
No Turn On Red

Description:
A sign or signal used to prohibit vehicles from turning right when the traffic light is red.

Purpose:
Reduces conflicts between turning vehicles and crossing pedestrians and bicyclists.

Cost:
Low

Implementation Timing:
Minimal



Off-Street Trails

Description:
Shared-use paths that accommodate two-way bicycle and pedestrian traffic not located along streets.

Purpose:
Provide protected areas for bicyclists and pedestrians to travel.

Cost:
High

Implementation Timing:
Long

Effectiveness:
- Bike crashes may be reduced by up to 86%.

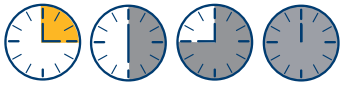
Parking Restrictions / Daylighting

Description:
Restriction of on-street parking near a crossing using signs, pavement markings, curb extensions, and/or vertical delineators.

Purpose:
Improves the visibility for vehicles, pedestrians, and bicyclists when crossing the street.

Cost:
Low

Implementation Timing:
Minimal



Additional Information:
- Unsignalized Intersection Improvement Guide

Pavement Friction Management

Description:
May include the measuring, monitoring, and maintaining of pavement friction especially at intersections and locations where vehicles are turning, slowing down, and/or stopping frequently.

Purpose:
Decreases potential for drivers to lose control of their vehicles and may prevent roadway departures and intersection and pedestrian-related crashes.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Total crashes at intersections reduced by 20%.
- Injury crashes at horizontal curves reduced by 48%.

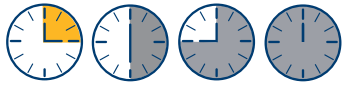
Pedestrian Gateway Treatment

Description:
Pedestrian Gateway Treaments place "Stop for Pedestrian" signs on the left and right sides of all travel lanes approaching a crosswalk.

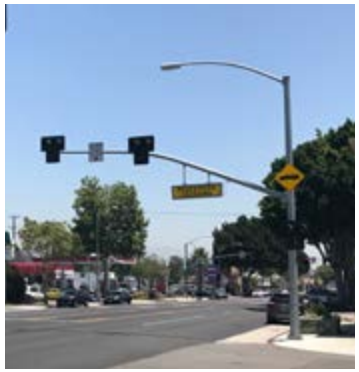
Purpose:
Signify to drivers that they are approaching a crosswalk, reduce vehicle speeds, and increase yielding at uncontrolled crosswalks.

Cost:
Low

Implementation Timing:
Minimal



Pedestrian Hybrid Beacon



Description:
These signals at crossing locations remain dark until a pedestrian or bicyclist activates it via a pushbutton. Once activated, the beacon turns yellow and then red to give pedestrians the right-of-way.

Purpose:
Provides a protected walk phase for pedestrians.

Cost:
Moderate-high

Implementation Timing:
Moderate

Effectiveness:
- 55% reduction in pedestrian crashes.
- 29% reduction in total crashes.
- 15% reduction in fatal and serious injury crashes.

Positive Offset Left-Turn Lanes

Description:
Left-turn lanes are shifted to the left, offset from opposing left-turn lanes so that visibility of oncoming vehicles is improved for left-turning vehicles.

Purpose:
Providing better visibility for vehicles turning left at an intersection.

Cost:
Low

Implementation Timing:
Short

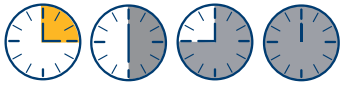
Posted Speed Limits

Description:
Using speed limit signs, pavement markings, and other speed reduction tools to achieve target speeds on roadways.

Purpose:
Reducing motor vehicle speeds prevents fatal and serious injury crashes.

Cost:
Low

Implementation Timing:
Minimal



Effectiveness:
- Appropriate speed limits for all road users lead to 26% decrease in traffic fatalities in the City of Seattle. (FHWA-SA-21-034)

Protected Intersections

Description:
A type of intersection that improves safety by reducing the speed of turning traffic, improving sightlines, and designating space for all road users. This is achieved through clearly defined pedestrian and bicyclist spaces and corner islands.

Purpose:
Reduce conflict points between motorists and bicyclists and slow vehicle turning speeds.

Cost:
Low-moderate

Implementation Timing:
Short

Additional Information:
- NACTO - Don't Give Up at the Intersection

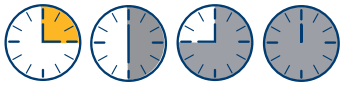
Protected Signal Phases

Description:
Green- or red-arrow signals used to restrict left or right turn movements for motor vehicles, allowing pedestrians and bicyclists to use crossings without interacting with turning vehicle.

Purpose:
Separate vehicular turns from pedestrian and bicycle movements to eliminate conflicts.

Cost:
Low

Implementation Timing:
Minimal



Additional Information:
- PEDSAFE: Pedestrian Safety Guide and Countermeasure Selection System
- FHWA Traffic Signal Timing Manual, Chapter 4

Raised Crossings

Description:
Raised crossings are elevated above the roadway to match sidewalk level.

Purpose:
Pedestrians and bicyclists do not need to descend from sidewalk to street level for crossings. Raised crossings reduce vehicle speeds, increase motorist yielding and improve bicyclist and pedestrian crossing safety.

Cost:
Moderate-high

Implementation Timing:
Moderate

Effectiveness:
- Reduction of 45% in pedestrian crashes and 51% in bike crashes on entrances or exits to streets and driveways.

Raised Medians

Description:
Curbed sections in the center of a roadway that separate opposing directions of motor vehicle travel. The medians may include vegetation.

Purpose:
Restrict motor vehicle turn movements, prevent head-on vehicle collisions, and provide refuge for crossing pedestrians.

Cost:
High

Implementation Timing:
Long

Effectiveness:
- 46% reduction in pedestrian crashes.

Rectangular Rapid Flashing Beacons

Description:
Pedestrian-activated bright, irregularly flashing LEDs with pedestrian crossing signs at uncontrolled crossings. Rectangular Rapid Flashing Beacons (RRFBs) make a crosswalk more visible to people driving and alert drivers that a person is trying to cross. They can be activated by pedestrians/bicyclists manually by a pushbutton or passively by a pedestrian/bicycle detection system.

Purpose:
Increase driver yielding to pedestrians at uncontrolled crossings.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- 47% reduction in pedestrian crashes.

Reduced Left-Turn Conflict Intersection

Description:
A variety of geometric designs can be used to reduce left-turn conflicts at intersections. These roadway changes alter how left-turn movements are made. Two highly effective designs are Restricted Crossing U-Turns and Median U-Turns.

Purpose:
Simplify drivers' decision-making and minimize potential for higher severity crash types, such as head-on, and angle crashes.

Cost:
High

Implementation Timing:
Moderate

Effectiveness:
- 54% reduction in fatal and serious injury crashes when intersection transitions from 2-way controlled stop to reduced left-turn conflict intersection.

Rest in Red

Description:

Traffic signals display red lights in all directions during late night and early morning when vehicle volumes are low. Lights will change when a vehicle is detected but are timed to activate when a vehicle is traveling at a desired speed.

Purpose:

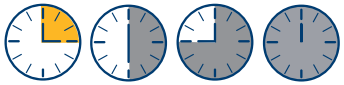
Manage vehicle speeds and improve safety during overnight hours when speeding is more likely and impaired driving is more common.

Cost:

Low

Implementation Timing:

Minimal



Road Safety Audits

Description:

Road Safety Audits are formal safety performance examinations done by a multidisciplinary team, and consider all road users, account for human factors, and road user capabilities. They are documented in a formal report and require formal response from the road owner.

Purpose:

Reduced project costs from early identification and mitigation of safety issues, and increased collaboration among safety stakeholders.

Cost:

Moderate-high

Implementation Timing:

Short

Effectiveness:

- 10-60% reduction in total crashes.

Roadside Improvements at Curves

Description:

Enhance delineation and friction; creating or widening shoulders; improving clear zones; flattening slopes; or adding barriers such as cable barriers, guardrails, or concrete barriers at curves.

Purpose:

Prevent or provide motor vehicles the opportunity to recover from lane departure at curves

Cost:

Low-moderate

Implementation Timing:

Short

Effectiveness:

- 22-44% reduction in total crashes.

Roadway Reconfiguration

Description:
Reducing the number or width of vehicle lanes, repurposing lanes, or all three. Eliminating a travel or turn lane can make room for other roadway features such as wider sidewalks or a bicycle lane.

Purpose:
Reduce vehicle speeds, crossing distances for pedestrians, and/or provide additional space for other roadway elements and users.

Cost:
High

Implementation Timing:
Long

Effectiveness:
- In suburban contexts, 47% reduction in all crashes.
- In urban contexts, a reduction of 29% in crashes.

Roundabouts

Description:
Roundabouts are intersection treatments where all approaches must yield to traffic already within the roundabout. Vehicles circulate the center island to turn or continue straight. Crosswalks are typically set back from the intersection.

Purpose:
Reduce vehicle speeds and number of conflict points at an intersection while maintaining efficient traffic operations.

Cost:
High

Implementation Timing:
Moderate

Effectiveness:
- Signalized intersections turned to roundabouts had a 78% reduction in crashes.
- Two-way stop-controlled intersections turned to roundabouts had an 82% crash reduction.

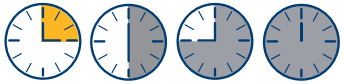
SafetyEdge

Description:
Reduce vehicle speeds and number of conflict points at an intersection while maintaining efficient traffic operations.

Purpose:
Allows drivers to return to the road safely and decrease chance of vehicles losing control.

Cost:
Low-moderate

Implementation Timing:
Minimal



Effectiveness:
- Fatal and injury crashes reduced by 11%.
- Run-off road crashes reduced by 21%.
- Head-on crashes reduced by 19%.

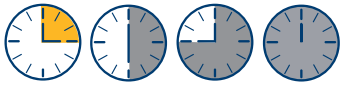
School Zones

Description:
Areas near schools with permanent low speed limits.

Purpose:
Reduce vehicle speeds and increase safety for all users around schools.

Cost:
Low

Implementation Timing:
Minimal



Effectiveness:
- Some jurisdictions have seen a 30% reduction in crashes.

Separated Bike Lanes

Description:
Separated bike lanes are separated from vehicles with a buffer and vertical object. Vertical separation objects may be flex posts, parking spots, planters, or concrete barriers. These may be one-way or two-way cycle facilities.

Purpose:
Provide physical separation between bike and vehicle lanes to reduce conflicts and improve bicyclist safety and comfortability.

Cost:
Moderate-high

Implementation Timing:
Moderate

Effectiveness:
- A reduction in crashes ranging from 8-94%.

Shared Streets

Description:
Streets designed such that pedestrians and bicyclists can walk or ride on the street and cross at any location instead of at designated locations.

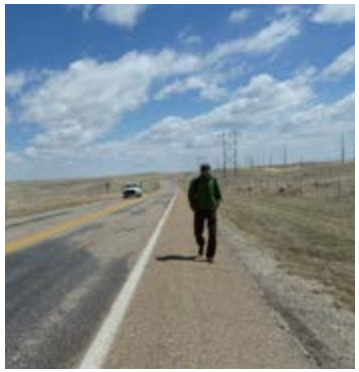
Purpose:
Prioritize pedestrian and bicyclist movement by slowing vehicle speeds and clearly communicating with design features that motorists must yield to all users.

Cost:
High

Implementation Timing:
Long

Additional Information:
- Mini roundabouts can be paired with this countermeasure at the intersections to help control speeds.

Shoulders



Description:
Paved shoulders extend the roadway on the outside of travel lanes.

Purpose:
Provide space for active transportation users as well as for errant motor vehicles.

Cost:
High

Implementation Timing:
Long

Additional Information:
- FHWA Achieving Multimodal Networks
- FHWA Proven Safety Countermeasures: Shoulder Rumble Strips
- AASHTO Roadside Design Guide 2011

Sidepaths

Description:
Shared-use paths that accommodate two-way traffic for bicyclists and pedestrians that are located inside of and parallel to the street right-of-way but separated from vehicle traffic.

Purpose:
Accommodate a wide range of trip purposes and comfort levels.

Cost:
High

Implementation Timing:
Long

Effectiveness:
- 86% reduction in bicycle crashes compared to bicycles sharing the roadway with motor vehicles.

Smaller Design Vehicles

Description:
Using a smaller, context-specific design vehicle to design roadways and active transportation facilities.

Purpose:
To design for the most vulnerable street user rather than the largest possible vehicle. Infrequent challenges faced by larger vehicles (delivery or emergency vehicles) must not dominate the safety or comfort of a site for the majority of daily users.

Cost:
Low

Implementation Timing:
Long

Speed Humps, Tables, and Cushions

Description:
Speed humps are paved ramps measuring 3-to 4-inches high that extend the full width of the street. Speed tables are wider or have a flat top. Speed cushions have wheel cutouts to allow large vehicles to pass through unaffected.

Purpose:
Reduce motor vehicle speeds using vertical deflection.

Cost:
Low-moderate

Implementation Timing:
Short

Effectiveness:
- Speed humps effectively reduce speeds by nearly 10 mph.

Truck Aprons

Description:
Mountable curbs in the middle of roundabouts and intersection corners for large vehicles to more easily navigate turns.

Purpose:
Accommodate the turning radius of large vehicles to allow them to turn safely while still deterring high-speed turns for smaller vehicles.

Cost:
Low-moderate

Implementation Timing:
Short

Walkways

Description:
Any type of defined space or pathway, such as a sidewalk, for use by a person traveling by foot or using a wheelchair.

Purpose:
Improve the safety and mobility of pedestrians.

Cost:
Moderate-high

Implementation Timing:
Moderate

Effectiveness:
- Range of 65-89% reduction in pedestrian crashes.

Wider Edge Lines

Description:

Increasing roadway edge lines from the minimum normal line width of 4 inches to 6 inches.

Purpose:

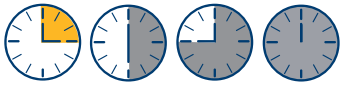
Enhance the visibility of the edge of the travel lane, which decreases chance of vehicles running off the road.

Cost:

Low

Implementation Timing:

Minimal



Effectiveness:

- Rural, two-lane roads: 37% reduction for non-intersection fatal and injury crashes.
- Rural freeways: 22% reduction for fatal and injury crashes.

Yellow Change Interval Audit

Description:

The assessment of the length of time the yellow light shows before turning to red and the appropriate timing of the yellow change signal length according to the intersection's traffic patterns.

Purpose:

Reduce the number of vehicles that run red lights and improve overall intersection safety.

Cost:

Low

Implementation Timing:

Minimal

Effectiveness:

- Reduces red-light running by 36-50%.
- Total reduction in crashes of 8-14%.
- Injury crashes reduced by 12%.

F

PRIORITY PROJECT CONCEPTS

FIGURE 58 Cascade Avenue and South Main Street Roundabout Concept

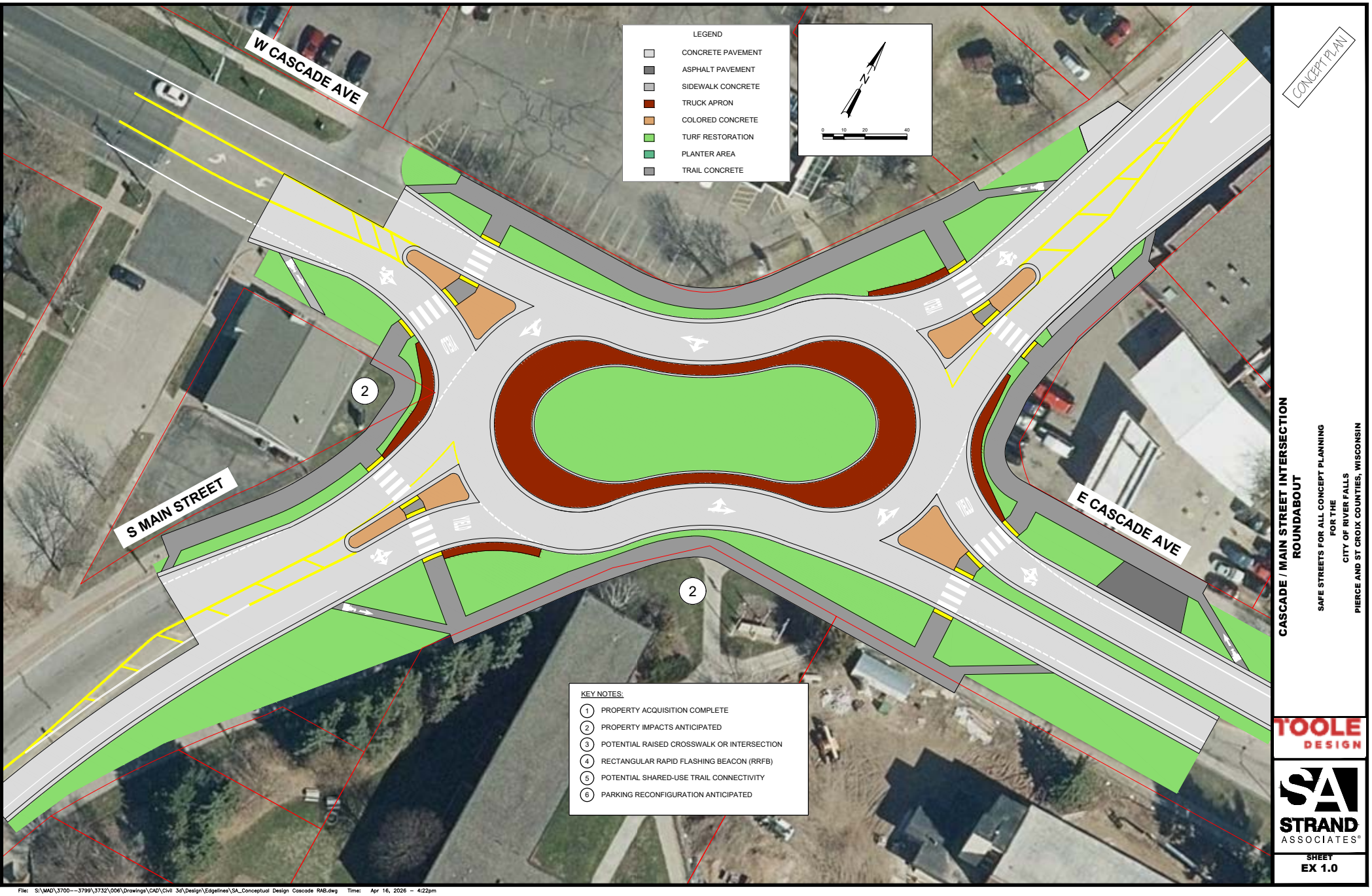
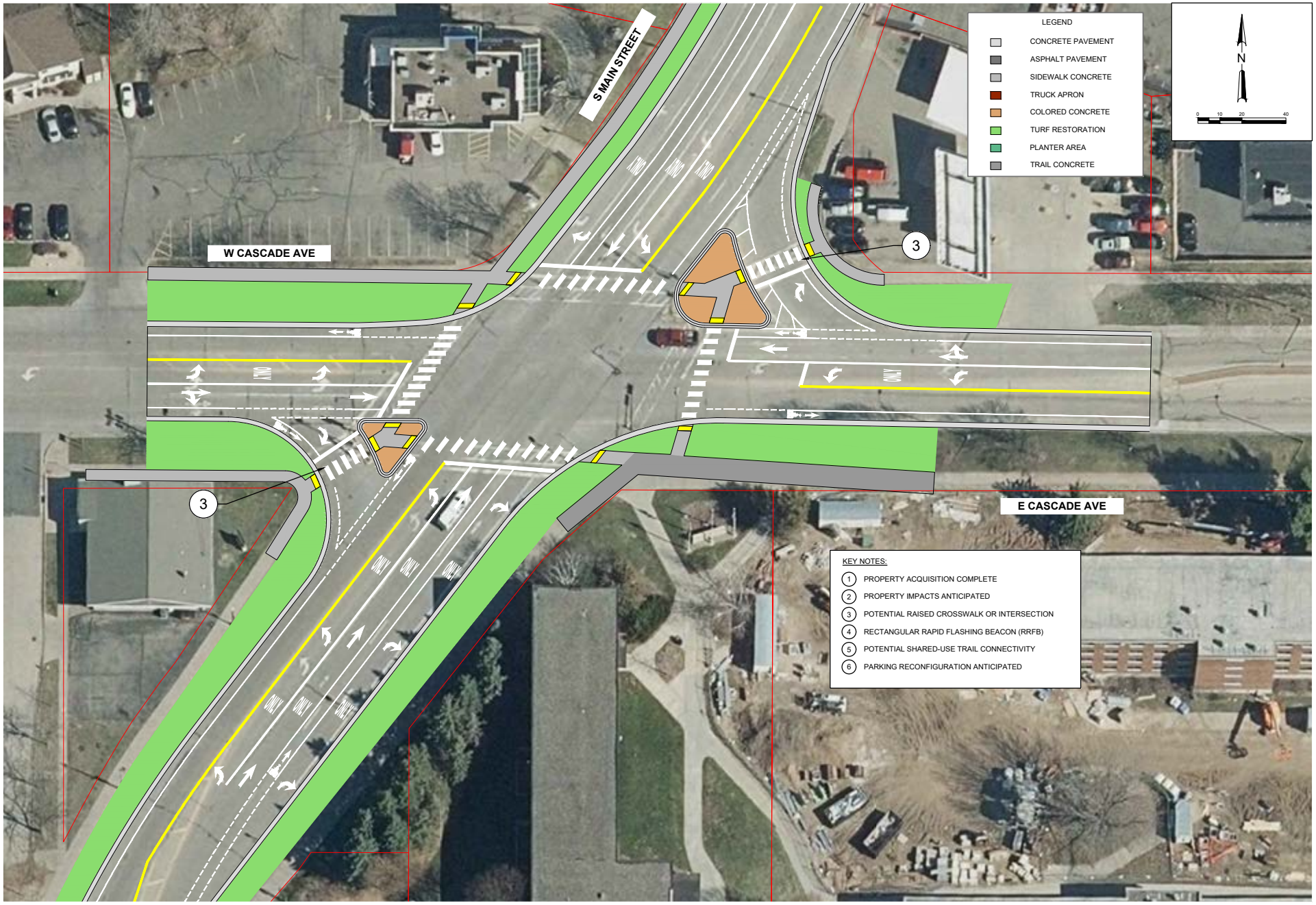


FIGURE 59 Cascade Avenue and South Main Street Signalized Intersection Concept



CONCEPT PLAN

CASCADE AVENUE AND S MAIN STREET INTERSECTION
SIGNAL CONCEPT

SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

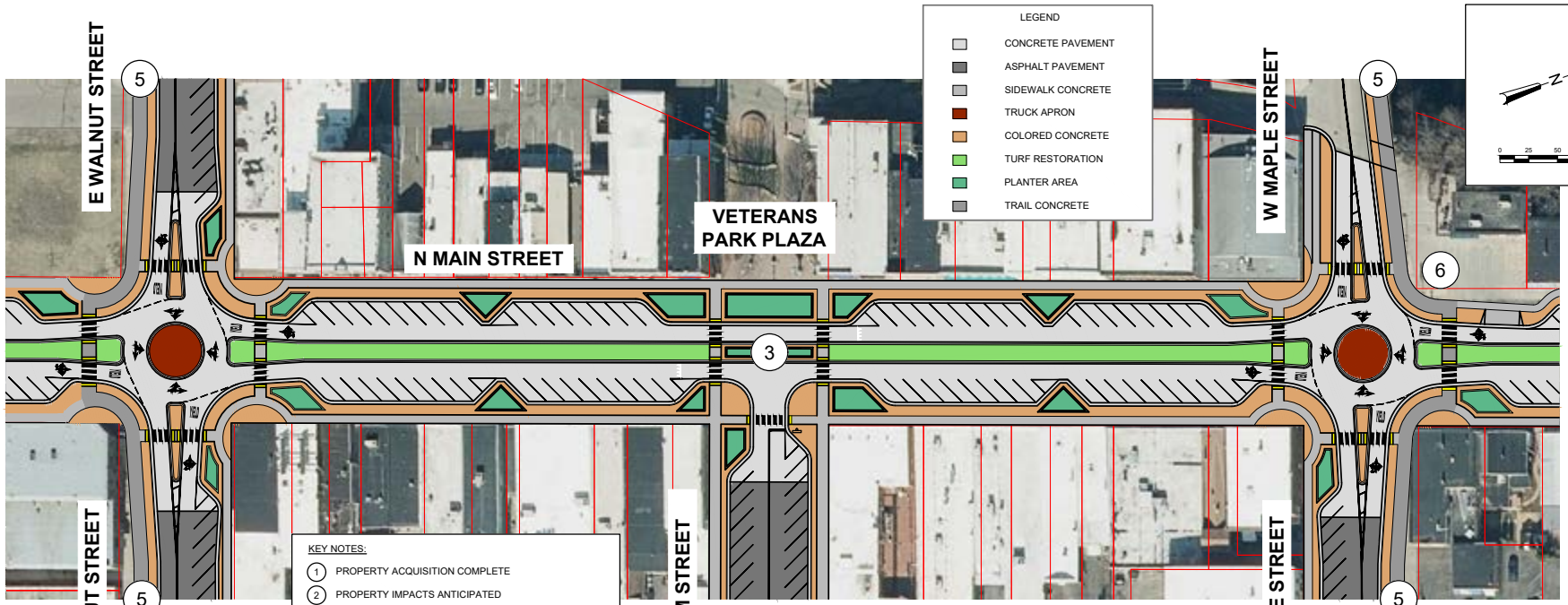
TOOLE DESIGN

STRAND ASSOCIATES®

SHEET
EX 1.1

File: S:\MAD\3700--3799\3732\006\Drawings\CAD\Civil 3d\Design\Edgelines\SA_Conceptual Design Signals.dwg Time: Apr 16, 2026 - 4:24pm

FIGURE 60 North Main Street from East Walnut Street to Maple Street Concept



CONCEPT PLAN

DOWNTOWN CORRIDOR (WALNUT TO MAPLE)
COMPACT ROUNDABOUT INTERSECTIONS

SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

TOOLE DESIGN

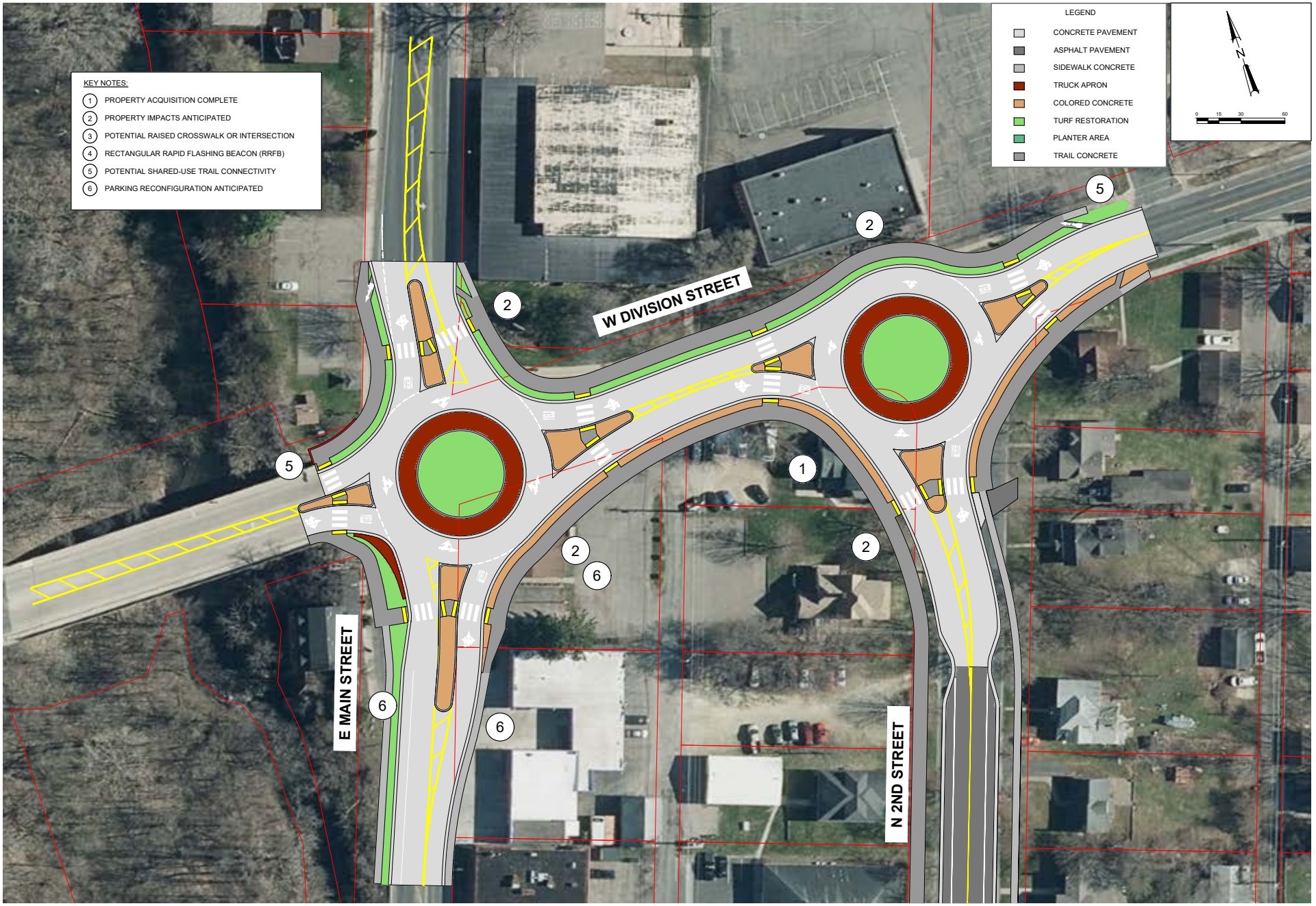
STRAND ASSOCIATES®

SHEET
EX 2.0

File: S:\MAD\3700--3799\3732\006\Drawings\CAD\Civil 3d\Design\Edgelines\SA_Conceptual Design Downtown Compact RABs.dwg Time: Apr 16, 2026 - 4:25pm

FIGURE 61 Maple Street and North Main Street Intersection Concept

FIGURE 62 West Division Street and Main Street and North 2nd Street Standard Roundabout Concept



CONCEPT PLAN

DIVISION/MAIN AND DIVISION/SECOND INTERSECTIONS ROUNDABOUT

SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

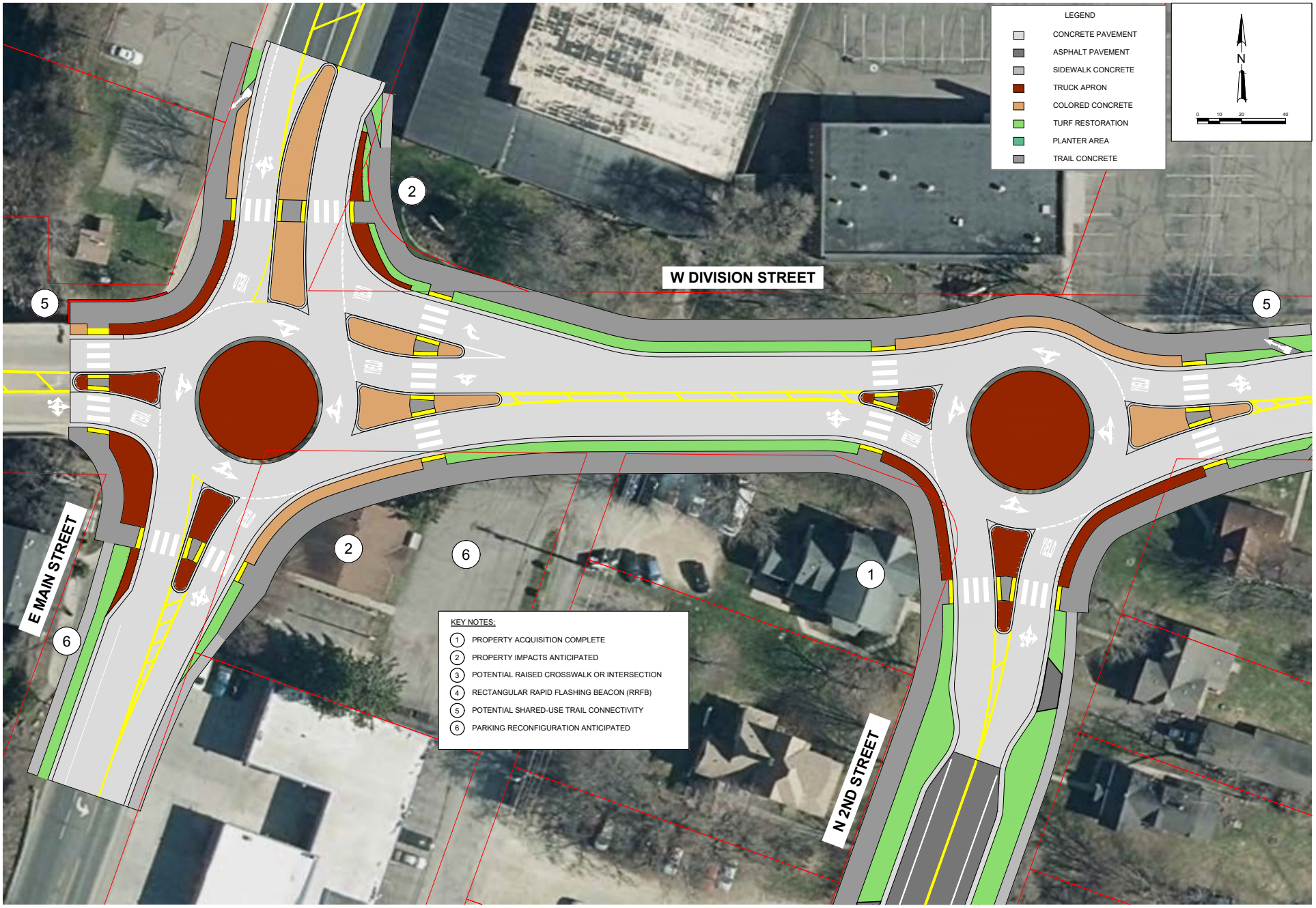
TOOLE DESIGN

SA STRAND ASSOCIATES®

SHEET
EX 3.0

File: S:\MAD\3700--3799\3732\006\Drawings\CAD\Civil 3d\Design\Edgelines\SA_Conceptual Design Division and 2nd RABs.dwg Time: Apr 16, 2026 - 4:29pm

FIGURE 63 West Division Street and Main Street and North 2nd Street Compact Roundabout Concept



CONCEPT PLAN

DIVISION/MAIN AND DIVISION/SECOND INTERSECTIONS
COMPACT ROUNDABOUT - 1

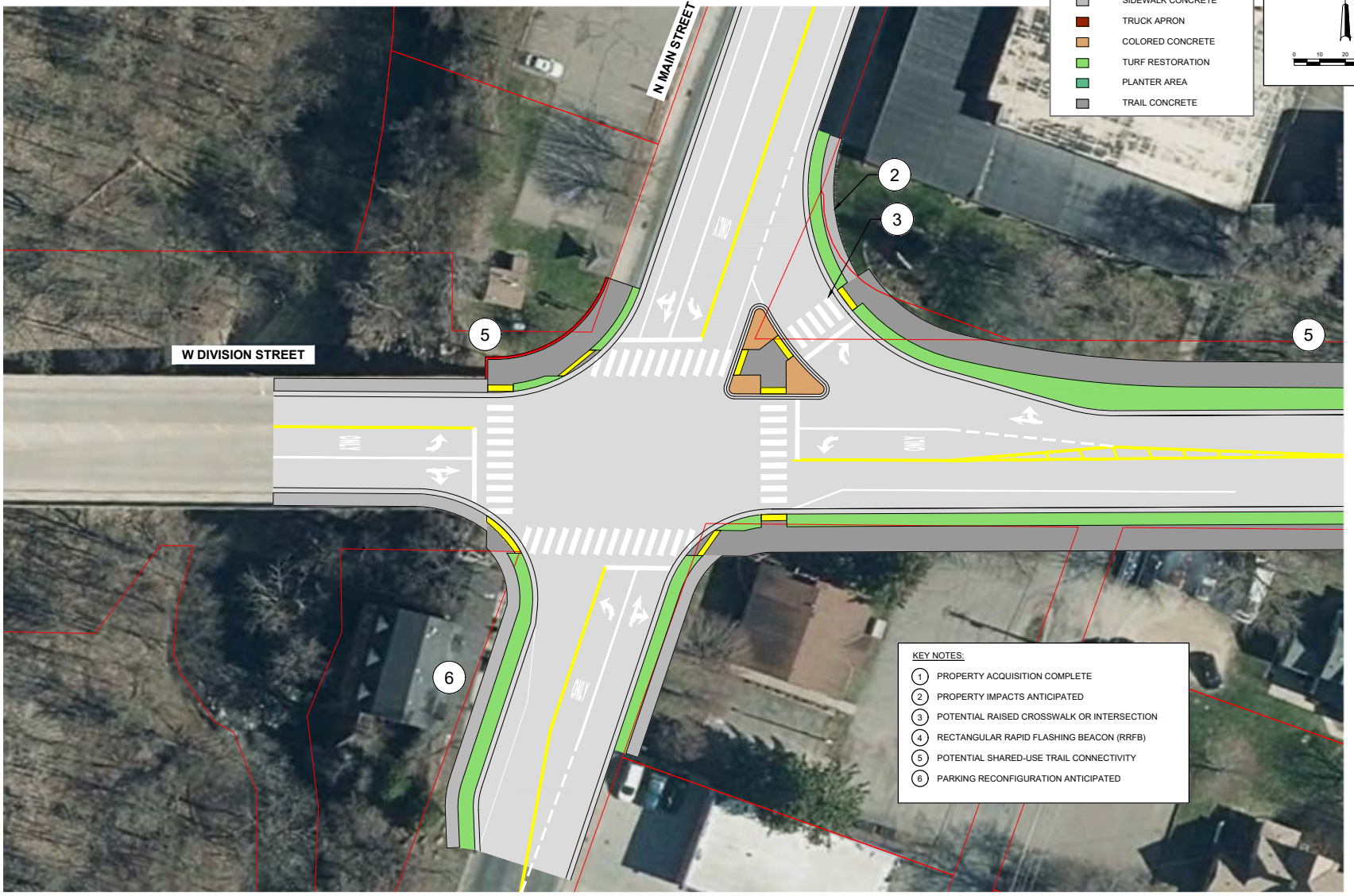
SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

TOOLE DESIGN

STRAND ASSOCIATES®

SHEET
EX 3.1

FIGURE 64 West Division Street and Main Street Signalized Intersection Concept



CONCEPT PLAN

DIVISION STREET AND MAIN STREET INTERSECTION
SIGNAL CONCEPT

SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

TOOLE DESIGN

STRAND ASSOCIATES®

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EX 3.2

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FIGURE 65 North 2nd Street from East Cedar Street to West Division Street Concept

KEY NOTES:

1. PROPERTY ACQUISITION COMPLETE
2. PROPERTY IMPACTS ANTICIPATED
3. POTENTIAL RAISED CROSSWALK OR INTERSECTION
4. RECTANGULAR RAPID FLASHING BEACON (RRFB)
5. POTENTIAL SHARED-USE TRAIL CONNECTIVITY
6. PARKING RECONFIGURATION ANTICIPATED

LEGEND

- CONCRETE PAVEMENT
- ASPHALT PAVEMENT
- SIDEWALK CONCRETE
- TRUCK APRON
- COLORED CONCRETE
- TURF RESTORATION
- PLANTER AREA
- TRAIL CONCRETE

CONCEPT PLAN

DIVISION/MAIN AND DIVISION/SECOND INTERSECTIONS
COMPACT ROUNDABOUT - 2

SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

TOOLE DESIGN

STRAND ASSOCIATES®

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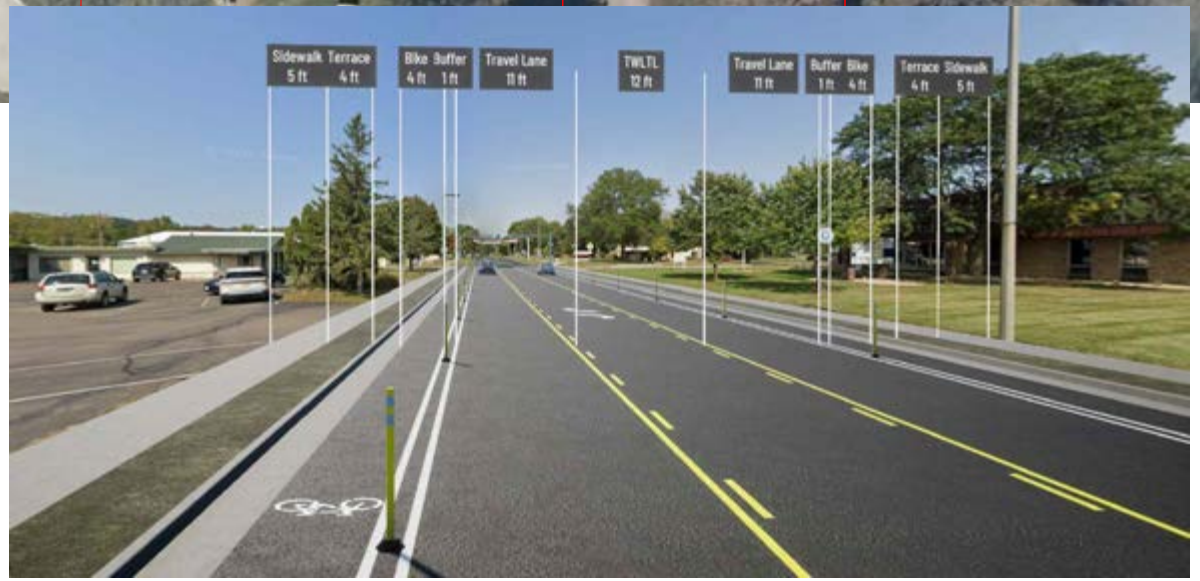
EX 4.0

File: S:\MAD\3700--3799\3732\006\Drawings\CAD\Civil 3d\Design\Edgelines\SA_Conceptual Design Division and 2nd Compact RABs.dwg Time: Apr 16, 2026 - 4:34pm

FIGURE 66 North Main Street from Powell Avenue to Mound View Road Concept



TYPICAL SECTION
(NORTH OF POWELL AVENUE AND
SOUTH OF MOUND VIEW ROAD)

CONCEPT PLAN

N MAIN STREET CORRIDOR (MOUND VIEW TP POWELL)
SIGNALIZED

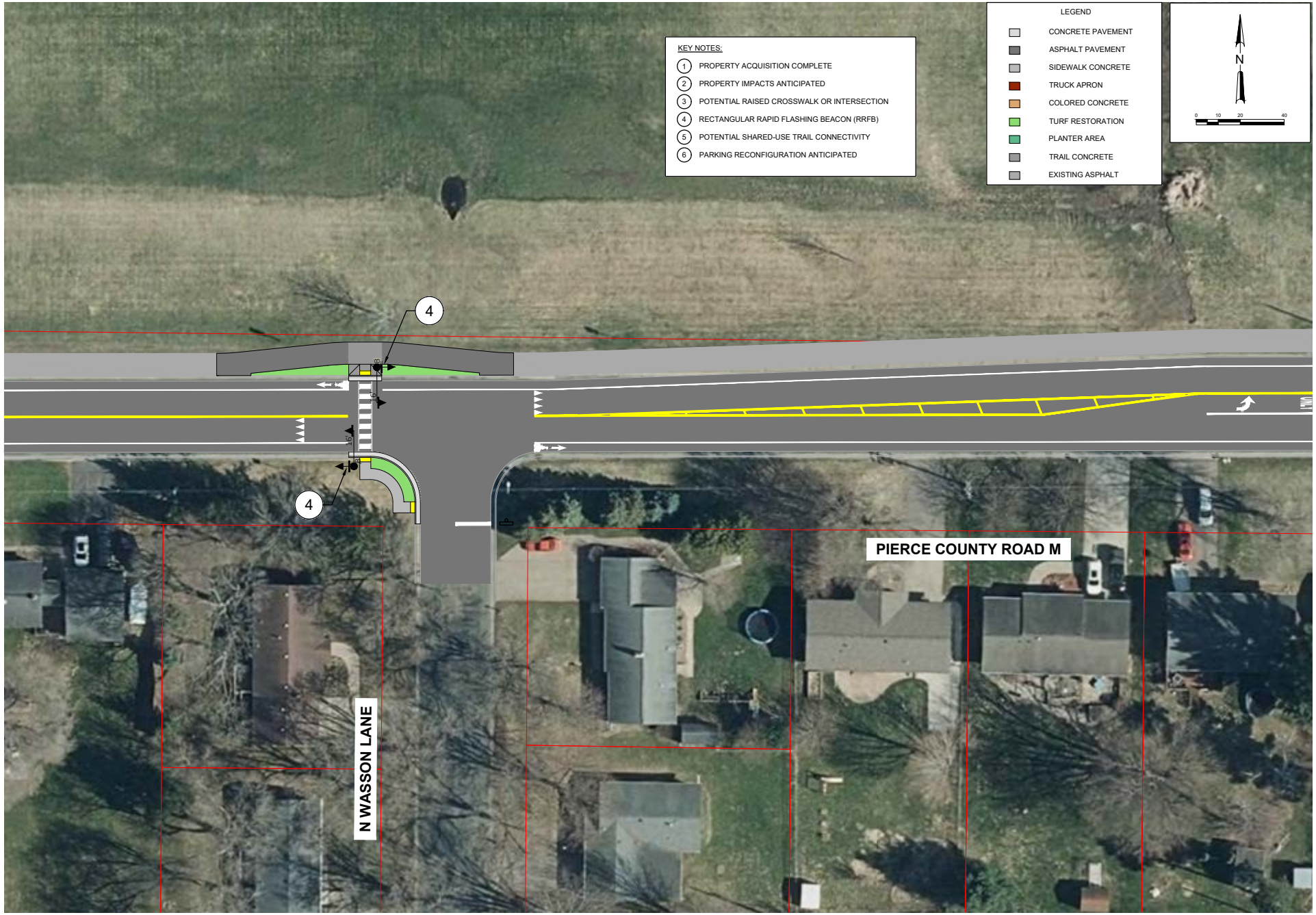
SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

TOOLE DESIGN

STRAND ASSOCIATES®

SHEET
EX 5.0

FIGURE 67 County Road M (Division Street) and North Wasson Lane Concept



CONCEPT PLAN

DIVISION / WASSON INTERSECTION
PEDESTRIAN CROSSING

SAFE STREETS FOR ALL CONCEPT PLANNING
FOR THE
CITY OF RIVER FALLS
PIERCE AND ST CROIX COUNTIES, WISCONSIN

TOOLE DESIGN

STRAND ASSOCIATES®

SHEET
EX 6.0

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COUNCIL RESOLUTION

City of RIVER FALLS

RESOLUTION NO. 7083

RESOLUTION APPROVING THE CITY OF RIVER FALLS SAFE STREETS FOR ALL SAFETY ACTION PLAN

WHEREAS, the life and health of all persons living and traveling within the City of River Falls are our utmost priority, and no one should die or be seriously injured while traveling on our city streets; and

WHEREAS, Vision Zero is the concept that traffic deaths and serious injuries on our roadways are unacceptable; and

WHEREAS, Vision Zero is a holistic strategy aimed at eliminating all traffic fatalities and severe injuries suffered by all road users while increasing safe, healthy, equitable mobility for all; and

WHEREAS, streets and transportation systems have traditionally been designed primarily for move cars efficiently, and Vision Zero supports a paradigm shift by designing streets and transportation systems to move all people safely, including people of all ages and abilities, pedestrians, bicyclists, public transit users, scooter riders, and motorcyclists, as well as drivers and passengers of motor vehicles; and

WHEREAS, Vision Zero recognizes that people will sometimes make mistakes, so the road system and related policies should be designed to ensure that those inevitable mistakes do not result in severe injuries or fatalities; therefore, transportation planners and engineers and policymakers are expected to improve the roadway environment, policies, and other related systems to lessen the severity of crashes; and

WHEREAS, successful Vision Zero programs are a result of both a complete government approach (i.e., interdepartmental, coordinated initiatives) and community support of Vision Zero objectives and action plans; and

WHEREAS, Vision Zero resolutions have been adopted by many jurisdictions across the United States; and

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of River Falls, State of Wisconsin, as follows:

1. The City of River Falls adopts a Vision Zero goal of zero deaths and serious injuries resulting from crashes on roadways within and owned by the City of River Falls by 2040.
2. The City of River Falls adopts the River Falls Safety Action Plan as a comprehensive strategy to reduce and ultimately eliminate deaths and serious injuries on roadways within and owned by the City of River Falls.
3. The City of River Falls endorses the Safe System Approach as a comprehensive and holistic approach to achieving the Vision Zero goal.
4. The City of River Falls commits to implementing strategies and countermeasures to address transportation safety challenges and risks.
5. The City of River Falls commits to monitoring and publicly reporting on traffic safety.

Dated this 12th day of May 2026.

CITY OF RIVER FALLS

Alison H. Page, Mayor

ATTEST:

Amy White, City Clerk