City of Milwaukee

Delivering Safe Streets in Collaboration with Milwaukee County

December 2025

MILWAUKEE COUNTY
Complete Communities

ACKNOWLEDGMENTS

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Thank you to the Milwaukee County Department of Transportation and the U.S. Department of Transportation for funding the development of the reports as part o the Safe Streets and Roads for All (SS4A) program.

VISION ZERO IN MILWAUKEE

In July 2025, the City of Milwaukee officially adopted their Vision Zero Action Plan (VZAP). The VZAP applies a multi-sector approach focused on layered interventions to achieve the goal of zero traffic deaths or life changing injuries by the end of 2037. Using the Safe System Approach as a framework, the VZAP establishes seven overarching goals with corresponding strategies actions that outline how to achieve Vision Zero.

Vision Zero Action Plan

The VZAP was developed using community input, collaboration with City departments and stakeholders, a Community Advisory Committee, and research on best practices. Using a data-driven approach, the VZAP focuses on the High Injury Network (HIN), street segments where most people are killed or severely injured in traffic crashes. The HIN makes up nine percent of streets within the city, yet 54 percent of traffic deaths. Meanwhile, 65 percent of the HIN is owned by the city, 31 percent is owned by the state, and four percent is owned by the county, underscoring a need for collaborative, multi-jurisdictional action.

MILWAUKEE VISION ZERO ZERO TRAFFIC DEATHS

milwaukee.gov/VisionZero

The VZAP's 20 strategies and over 100 actions are organized under seven overarching goals:

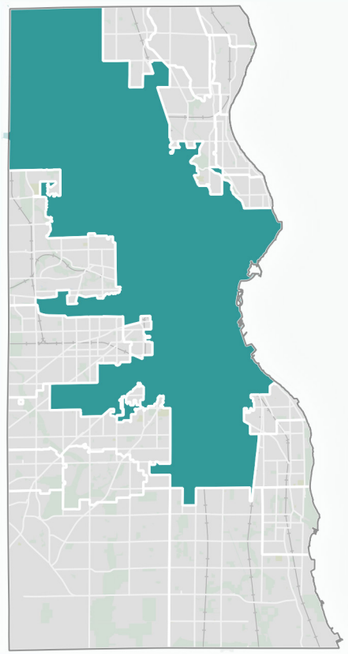
1. **Build Safe Streets for All Users, Prioritizing the Most Dangerous Roads**
2. **Support Accountability in the Justice System with a Focus on Prevention**
3. **Foster Vibrant, People Centered Places**
4. **Promote Traffic Safety through Communication, Encouragement, and Education**
5. **Ensure Timely and Effective EMS and Medical Care**
6. **Advocate for Safer Vehicles**
7. **Champion State-Level Changes**

Strategies from the VZAP include multi-disciplinary approaches to promote safe speeds, safe people, safe vehicles, and safety data. Examples of strategies include: prioritizing safety improvements on the HIN, supporting mode choice, equitably focusing traffic enforcement on driving behaviors that contribute to death and injury, conducting proactive community outreach on street projects, using technology to improve safety and lead by example, and advocating for state-level Vision Zero policies. Each strategy includes key actions, which also identify lead stakeholders, partnering stakeholders, and the source from which the action of developed, resulting in an actionable roadmap forward.

Coordinating Safety
Coordination between roadway jurisdiction owners is critical. This document serves to illustrate opportunities with an emphasis on county-owned streets in the City of Milwaukee.

EXISTING CONDITIONS
MILWAUKEE DATA OVERVIEW

SAFETY ANALYSIS



Road Safety in Milwaukee

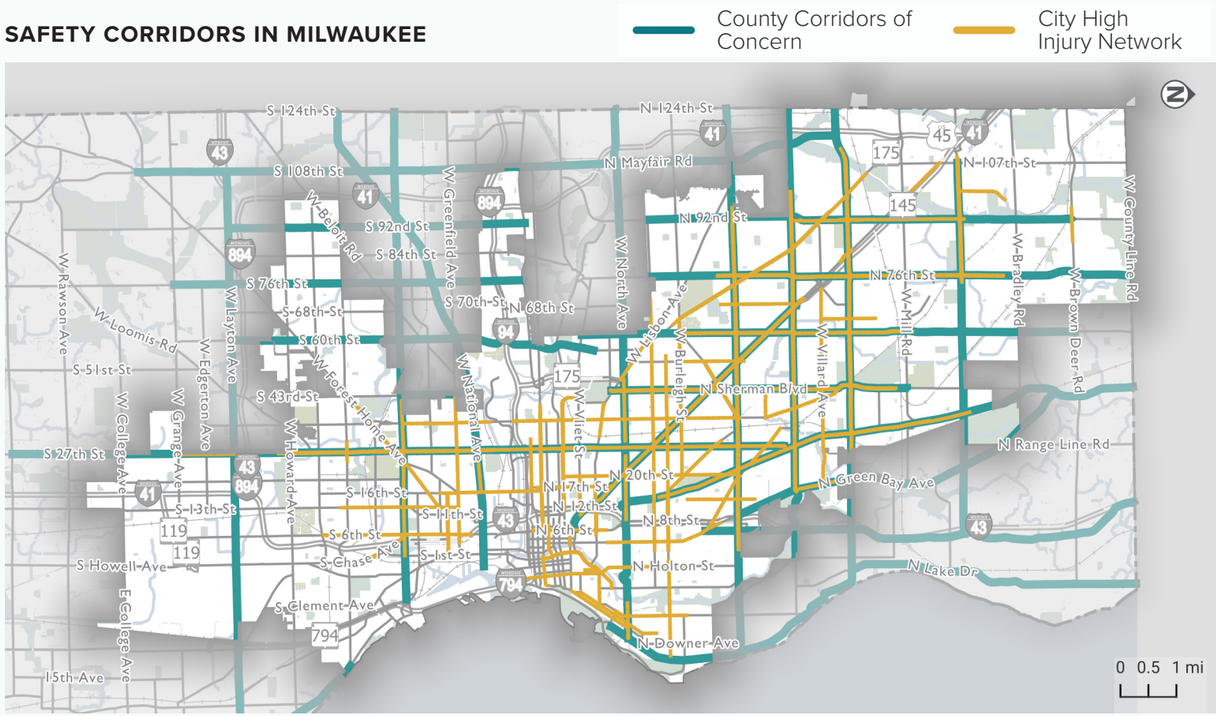
The City has a recently completed a Comprehensive Crash Analysis, which includes a HIN map. The crash analysis on county and state roads found that between 2018 and 2022, there were 88 fatal crashes and 406 crashes that resulted in serious injury. Over 400 of the crashes occurred on connecting highways, 56% of the crashes occurred at intersections, and one in three of the fatal and serious injury crashes involved a driver under the age of 18. There are several corridors prioritized for safety interventions including Capitol Drive, Fond du Lac Avenue, and Wisconsin Avenue. The city plans to continue working with Milwaukee County, WisDOT, and adjacent communities to improve safety on these major connecting roads.

Analysis Methods

Milwaukee's HIN shows crash hot spots in Milwaukee during the 2012-2023 study period. In the development of Milwaukee's HIN, crashes were assigned a score based on the highest severity injury in the crash. Both fatal (K) and incapacitating injury (A) crashes were assigned a score of 3, minor injury (B) crashes were assigned a score of 1, while possible injury (C) and property damage only (O) crashes were excluded from the analysis.

The statistics below were summarized based on crashes on county roads and connecting state highways.

SAFETY CORRIDORS IN MILWAUKEE



BETWEEN 2018-2022

88

Fatal Crashes on **county roads and connecting highways**

406

Crashes with Serious Injuries on **county roads and connecting highways**

TOP CRASH TYPE

37%

Fatal and Serious Injury Crashes were **ANGLE** crashes

CRASH LOCATION

56%

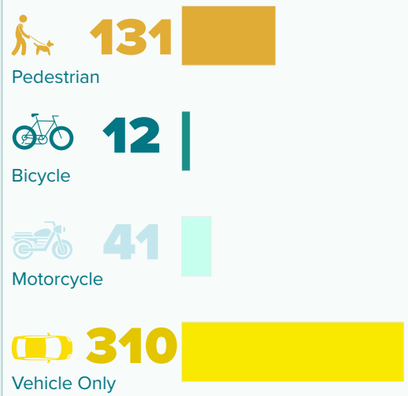
Fatal and Serious Injury Crashes occurred at **INTERSECTION**

CRASH BEHAVIOR

138

Fatal and Serious Injury Crashes involved **SPEEDING**

FATAL & SERIOUS INJURY CRASHES BY MODE



CRASHES BY ROADWAY JURISDICTION

88

Fatal and Serious Injury Crashes on **county roads**

406

Fatal and Serious Injury Crashes on **connecting highway roads**

CRASHES INVOLVING YOUNG DRIVERS

1 in 3 Fatal and Serious Injury Crashes involved a **younger driver (under 18)**

PRIORITY CORRIDORS SUMMARY

Both Milwaukee County and the City of Milwaukee identified unique safety networks (Corridors of Concern and the HIN, respectively). **Priority Corridors** include where the safety networks overlap and opportunities for corridor improvements for roadways under Milwaukee County jurisdiction within the City of Milwaukee. Initial, concept-level recommendations for future projects on county-owned high crash corridors in the City of Milwaukee are provided to facilitate coordination and planning between the City and Milwaukee County.

Between the Milwaukee County and City of Milwaukee safety networks, there are approximately 65 miles of overlapping corridors within City boundaries. Approximately half of the overlapping corridors (53 percent) are City jurisdiction; 35 percent are State jurisdiction; and 12 percent are County jurisdiction roads.

Overlapping Corridors by Jurisdiction

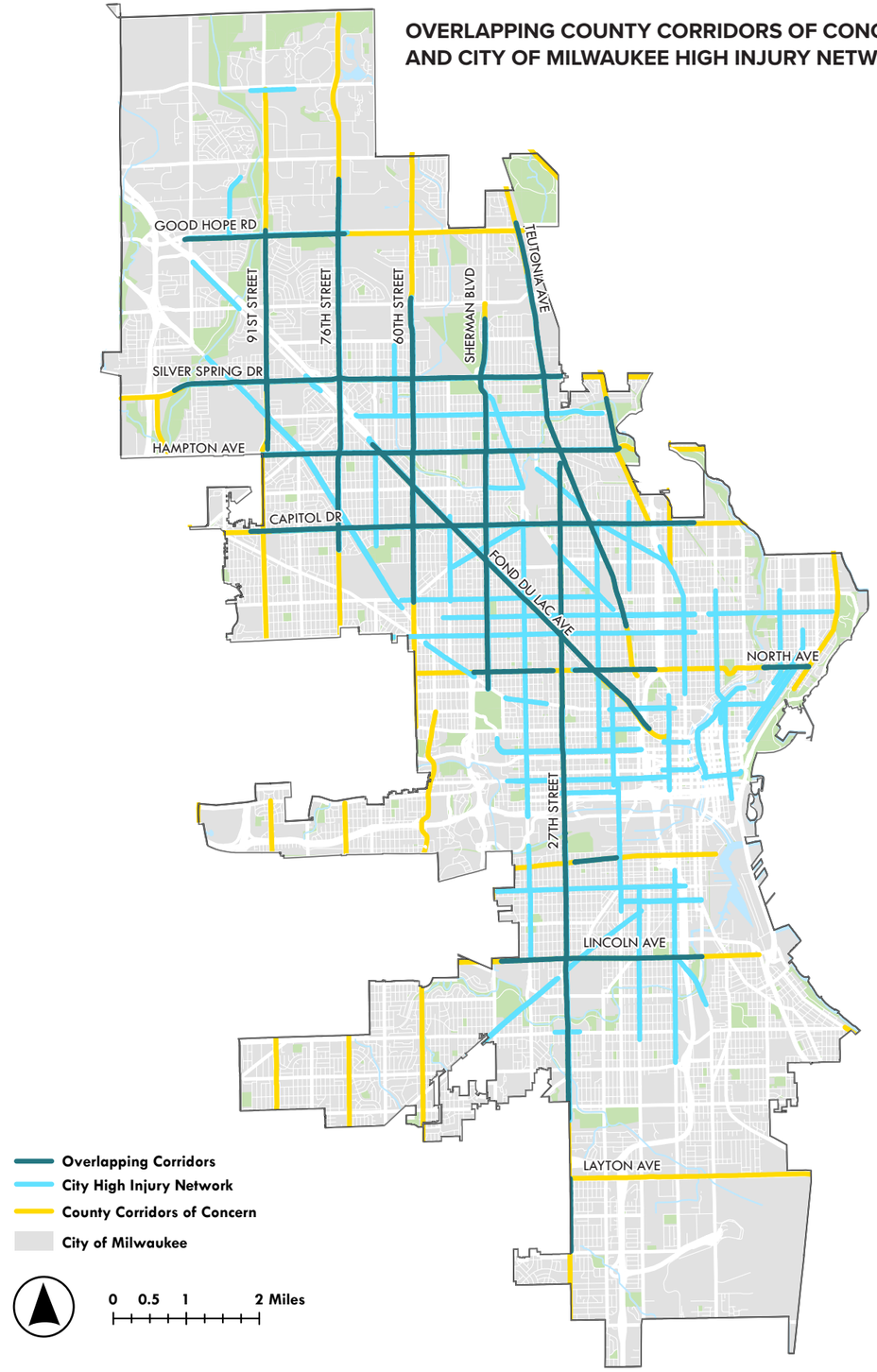
- City: 34.4 miles
- County: 7.6 miles
- State: 23.2 miles
- **Total: 65.2 miles**

OVERLAPPING CORRIDORS

Street	Boundaries	Ownership	Length (miles)
N. 27th Street	W. Glendale Avenue to W. Canal Street	City, State	5.1
S. 27th Street	W. Lincoln Avenue to W. Howard Avenue, S. Layton Avenue to W. Grange Avenue	City, State	3.2
N. 60th Street	W. Brentwood Avenue to W. Burleigh Street	City	4.2
N. 76th Street	W. Calumet Road to W. Vienna Avenue	State	5.1
N. 91st Street	W. Good Hope Road to W. Hampton Avenue	City	3.2
W. Capitol Drive	N. 92nd Street to N. 1st Street	State	6.1
W. Fond Du Lac Avenue	W. Hampton Avenue to I-43	State	5.5
N. Green Bay Road	W. Lawn Avenue to W. Hampton Avenue	State	0.7
W. Good Hope Road	N. 107th Street to N. 76th Street	County	2.2
W. Hampton Avenue	N. 100th Street to N. Green Bay Road	City, County	5.4
S. Layton Boulevard	W. Canal Street to W. Lincoln Avenue	City, State	1.7
W. Lincoln Avenue	S. Aetna Lane to S. 1st Street	City	2.8
W. National Avenue	S. 25th Street to Cesar E. Chavez Drive (S. 16th Street)	State	0.6
E. North Avenue	N. Cambridge Avenue to N. Lake Drive	City, State	0.7
W. North Avenue	N. 46th Street to N. 29th Street, N. 24th Place to N. 8th Street	State	2.3
N. Sherman Boulevard	W. Douglas Avenue to W. Lloyd Street	City	5.1
W. Silver Spring Drive	Little Menomonee River Parkway to N. 26th Street	City, County	5.4
N. Teutonia Avenue	W. Good Hope Road to W. Hadley Street	City	5.9
Total			**65.2**

PRIORITY CORRIDORS
SUMMARY

OVERLAPPING COUNTY CORRIDORS OF CONCERN AND CITY OF MILWAUKEE HIGH INJURY NETWORK



Priority Corridors

Among the overlapping County and City safety networks, three projects on County-owned streets were selected as priority candidates for safety improvements. Recommendations are intended to demonstrate how the County can employ specific safety tools at the corridor level. Actual project implementation will require a more rigorous planning, design, and project delivery process.

Project Selection

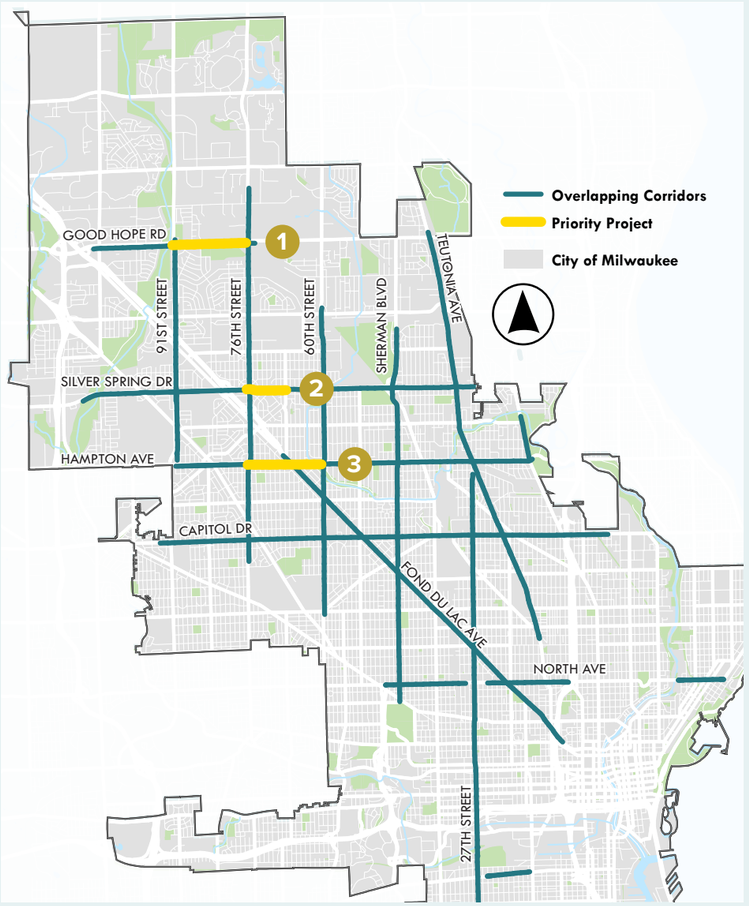
Priority projects were identified on County-owned streets within the overlapping County and City safety networks. Street segments meeting these criteria included:

- W. Good Hope Road: N. 107th Street to N. 76th Street
- W. Silver Spring Drive: Little Menomonee River Parkway to N. 68th Street
- W. Hampton Avenue: N. 100th Street to N. 60th Street

From there, priority projects limits were selected based on County's Comprehensive Safety Action Plan (CSAP) priority locations, ongoing safety concerns, and input from County and City staff. Project priority segment boundaries aligned with existing segment projects within the CSAP. Planning-level concepts were developed for each of the three priority project corridors to facilitate future coordination and collaboration.

PRIORITY PROJECTS

	County Road	Overlapping Safety Network Boundaries	CSAP Segment Project	CSAP Priority Project
1	W. Good Hope Road	N. 107th Street to N. 76th Street	N. 91st Street to N. 76th Street (1.0 mi)	No
2	W. Silver Spring Drive	Little Menomonee River Parkway to N. 68th Street	N. 76th Street to N. 68th Street (0.5 mi)	Yes
3	W. Hampton Avenue	N. 100th Street to N. 60th Street	W. 76th Street to W. Lincoln Creek Drive (0.84 mi)	Yes



W. GOOD HOPE ROAD (CTH PP)

N. 91ST STREET TO N. 76TH STREET


Source: Nearmap

Current Conditions

W. Good Hope Road (County Trunk Highway PP) between N. 91st Street and N. 76th Street is a major east-west thoroughfare on the northwest side of Milwaukee, with six travel lanes and approximately 26,000 vehicles per day, linking neighborhoods, commercial clusters, and large natural areas.

The Oak Leaf Trail sits on the west end of the corridor, which crosses W. Good Hope Road at street-level near N. 91st Street. The corridor provides access to Noyes Park, a 71-acre park that is an asset to the northwest side community.

W. Good Hope Road has limited pedestrian crossings and no dedicated bike facilities. While a sidewalk is mostly present along the corridor, there is a gap between N. 91st Street and N. 86th Street on the south side.

CRASH SUMMARY (2018-2022)

Fatal/Serious Injury Crashes	7
Injury Crashes	88

Source: WisDOT, Wisconsin TOPS Laboratory

CONCEPTUAL ALTERNATIVES

Alternative 1

Alternative 1 applies a road diet with a seven lane to five lane conversion, reallocating space into a linear park providing green infrastructure and vegetation with a separated, shared use path on the south side of the road - providing a direct connection from the Oak Leaf Trail to Noyes Park.

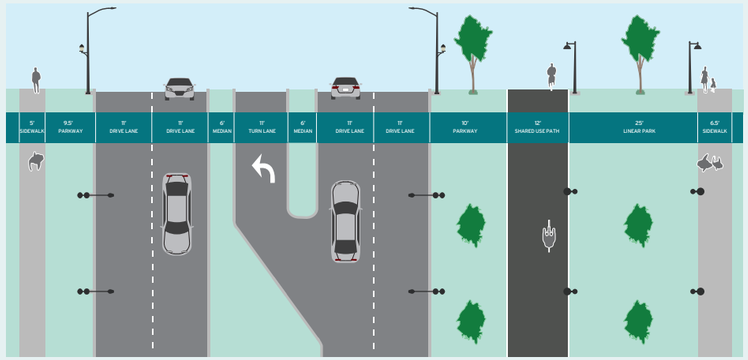
Additionally, Alternative 1 establishes consistent sidewalks on the south side of the street. The curb line on the north side of the street remains unchanged.

Alternative 2

Alternative 2 is similar to Alternative 1 but relocates the linear park with green stormwater infrastructure on the south curb to the median. The green space allows for additional traffic calming by physically and visually narrowing the roadway, thus encouraging safer vehicle speeds while providing a greater catchment area for stormwater.

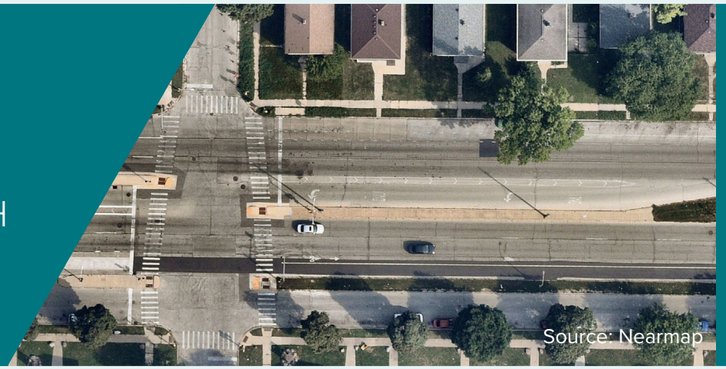
Both alternatives are high impact, likely entailing full street reconstruction, and would require substantial community engagement, stakeholder outreach, and utility coordination.

W. GOOD HOPE ROAD: ALTERNATIVE 1



W. SILVER SPRING DRIVE (CTH E)

N. 76TH STREET TO N. 68TH STREET



Current Conditions
W. Silver Spring Drive (County Trunk Highway E) between N. 76th Street and N. 68th Street is a wide, high volume arterial which provides on/off ramp geometry to access WIS 181 (N. 76th Street).

Sidewalks are present but interrupted by W. Silver Spring Drive Frontage Road, which contributes to longer crosswalks requiring pedestrians to travel nearly 130 feet to cross W. Silver Spring Drive. A striped bike lane is present on the main W. Silver Spring Drive from N. 74th Street east. The area is served by MCTS Route 63, with a weekday frequency of approximately 20 minutes during peak periods.

The neighborhood along the south side of the W. Silver Spring Drive corridor is categorized as an Area of Persistent Poverty.

CRASH SUMMARY (2018-2022)

Fatal/Serious Injury Crashes	7
Injury Crashes	52

Source: WisDOT, Wisconsin TOPS Laboratory

CONCEPTUAL ALTERNATIVES

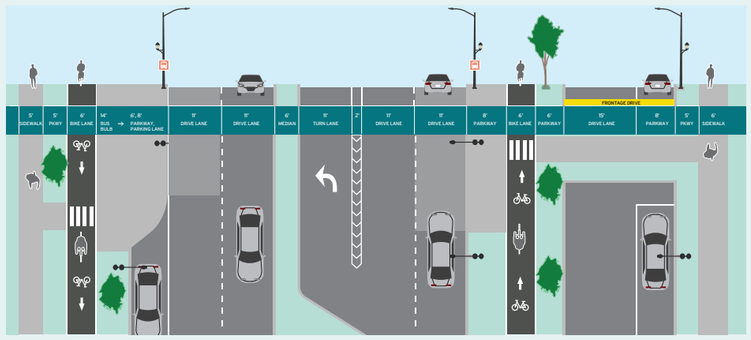
Alternative 1
Alternative 1 maintains the number of travel lanes but removes the redundant eastbound parking lane on the main section of W. Silver Spring Drive. The additional space allows for directional, separated bike facilities. For westbound travel, bus bulbs or curb extensions align with parking lanes providing improved transit and pedestrian experiences.

Converting access to the Frontage Drive to right in/right out is recommended to reduce conflicts at intersections.

Alternative 2
Alternative 2 is similar to Alternative 1 in removing eastbound parking on the main section of W. Silver Spring Drive and providing directional, separated bike lanes. However, remaining space is dedicated towards a wider landscaped median to allow for green infrastructure and vegetation.

Both alternatives are high impact, likely entailing partial to full street reconstruction, and would require substantial community engagement, stakeholder outreach, and utility coordination.

W. SILVER SPRING DRIVE: ALTERNATIVE 1



W. HAMPTON AVENUE (CTH EE)

N. 76TH STREET TO W. LINCOLN CREEK DRIVE

Current Conditions
W. Hampton Avenue between N. 76th Street and W. Lincoln Creek Drive is a vital east-west minor arterial corridor in northwest Milwaukee, supporting high volumes of local and through traffic and functions as a key connector for multimodal users traveling between Wauwatosa and Milwaukee neighborhoods.

Sidewalk coverage is consistent, but pedestrian conditions are challenged by wide crossings, frequent driveways, and inconsistent buffer zones. There are no existing bicycle facilities. The corridor benefits from public transit service via MCTS Route 11.

The north side of this W. Hampton Avenue corridor is categorized as an Area of Persistent Poverty.

CRASH SUMMARY (2018-2022)

Fatal/Serious Injury Crashes	10
Injury Crashes	117

Source: WisDOT, Wisconsin TOPS Laboratory

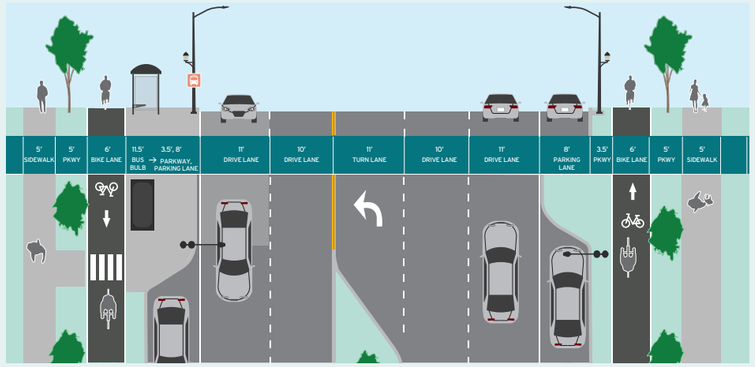
CONCEPTUAL ALTERNATIVES

Alternative 1
Alternative 1 maintains the four-lane cross section while re-purposing excess median and travel lane width to allow for separated bike lanes which could be on-street or sidewalk level. It incorporates bus bulbs and curb extensions that align with parking lanes to provide improved transit and pedestrian experiences. Additionally, it continues pedestrian treatments installed further east, such as pedestrian refuge islands, which should be at crossings.

Alternative 2
Alternative 2 applies a road diet concept with a five lane to three lane conversion, reallocating space into a wide landscaped boulevard along with directional, separated bike lanes. Alternative 2, similar to Alternative 1, includes bus bulbs, curb extensions, etc. Pedestrian treatments, such as pedestrian refuge islands, should be included at crossings.

Both alternatives are high impact, likely entailing full street reconstruction, and would require substantial community engagement, stakeholder outreach, and utility coordination.

W. HAMPTON AVENUE: ALTERNATIVE 1



COMPLETE STREETS TOOLBOXES

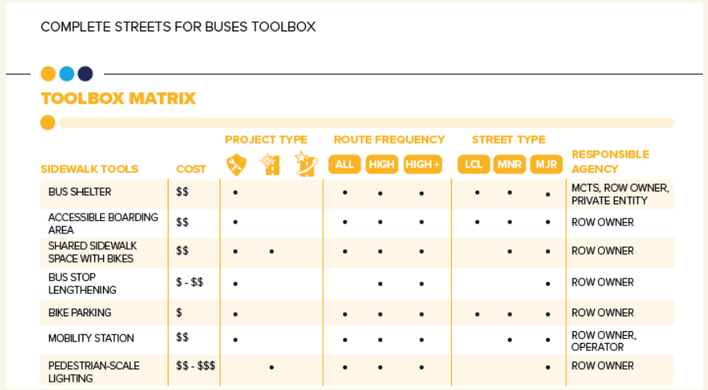
In recent years, the City of Milwaukee and Milwaukee County have made great strides in planning and designing safer streets. A review of various planning efforts demonstrated a need to incorporate and operationalize the City of Milwaukee's *Milwaukee Complete Streets Handbook*. Departments within the City and County hold extensive knowledge and resources to support safer roadway design.

City and County staff emphasized the need to develop toolboxes focused on traffic safety improvements near transit stops and parks. With the *Milwaukee Complete Streets Handbook* as a framework, the toolboxes bring together local requirements and considerations. As such, the toolboxes serve as a resource for project managers in the Conceptualization and Design Process project stages to help identify Complete Streets solutions where Milwaukee Department of Public Works and Milwaukee County Transit System (MCTS) or Milwaukee County Parks have reached consensus on applicability.

To help project managers and designers easily identify applicable tools to make transit better for riders in Milwaukee, the toolbox includes:

- *Matrix*: An overview of tools offering a quick glance at feasibility based on relevant categories such as cost, project type, route frequency, and location.
- *Toolbox:* Design element summaries with Milwaukee-focused requirements and considerations. Pertinent information to guide project decision-making is available for each tool. Many of the tools can be implemented in tandem with other design elements, often increasing their effectiveness.

COMPLETE STREETS FOR BUSES TOOLBOX: SIDEWALK TOOLS MATRIX

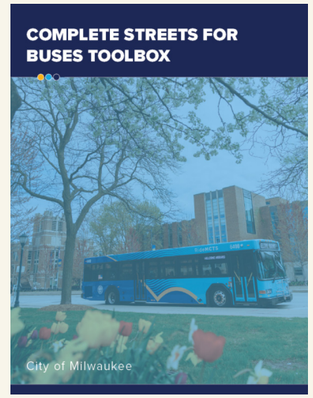


COMPLETE STREETS FOR BUSES TOOLBOX

TOOLBOX MATRIX

SIDEWALK TOOLS	COST	PROJECT TYPE			ROUTE FREQUENCY			STREET TYPE			RESPONSIBLE AGENCY
					ALL	HIGH	HIGH +	LCL	MNR	MJR	
BUS SHELTER	$$	•			•	•	•	•	•	•	MCTS, ROW OWNER, PRIVATE ENTITY
ACCESSIBLE BOARDING AREA	$$	•			•	•	•	•	•	•	ROW OWNER
SHARED SIDEWALK SPACE WITH BIKES	$$	•	•		•	•	•		•	•	ROW OWNER
BUS STOP LENGTHENING	$ - $$	•				•	•			•	ROW OWNER
BIKE PARKING	$	•			•	•	•	•	•	•	ROW OWNER
MOBILITY STATION	$$	•			•	•	•		•	•	ROW OWNER, OPERATOR
PEDESTRIAN-SCALE LIGHTING	$$ - $$$		•		•	•	•			•	ROW OWNER

Complete Streets for Buses Toolbox



The **Complete Streets for Buses** toolbox contains tools that relate (directly or indirectly) to MCTS routes. The toolbox is informed by the City of Milwaukee Department of Public Works's *Milwaukee Complete Streets Handbook*, the National Association of City Transportation Officials' (NACTO) *Transit Street Design Guide*, and MCTS guidance.

The toolbox includes a series of design elements that improve the experience of transit users by facilitating transit operations, physically protecting vulnerable road users, inducing safe driving behaviors through visual cues, or creating a more comfortable and welcoming streetscape.

The toolbox mirrors the Milwaukee Complete Streets Handbook Street Realms (Sec 4.4) and is organized in three parts:

Sidewalk Tools
- Bus shelter
- Accessible boarding area
- Shared sidewalk space with bikes
- Bus stop lengthening
- Bike parking
- Mobility station
- Pedestrian-scale lighting

Roadway Tools
- Dedicated bus lane
- Bus-bike only lane
- In-street bus pad

Intersection Tools
- Bus bulb
- Boarding island
- Signal timing
- Signal optimization
- Queue jump
- Rectangular rapid flashing beacon
- Pedestrian hybrid beacon
- Pedestrian refuge island

SELECT SIDEWALK TOOLS

COMPLETE STREETS FOR BUSES TOOLBOX — SIDEWALK

BUS SHELTER

A bus shelter protects waiting passengers from weather and the elements such as sun, rain, wind, or snow. Bus shelters improve the visibility of a bus stop and make it easier to riders to identify where to wait and board a bus. As of 2025, about 20 percent of MCTS bus stops have a shelter.

COST $$
PROJECT TYPE Safety & Maintenance
ROUTE FREQUENCY All frequencies
STREET TYPE All streets
RESPONSIBLE AGENCY MCTS, Private entity (some are privately or municipally owned)

LOCAL REQUIREMENTS
- All shelters require concrete pads that are at least six inches larger than the shelter on all sides.
- Bus shelters must meet federal ADA and PROWAG section R302.2 standards.

LOCAL CONSIDERATIONS
- MCTS bus shelters vary in type and size: 8 feet x 5 feet, 10 feet x 5 feet, or 15 feet x 5 feet.
- There is a limited supply of bus shelters. However, as opportunities arise, MCTS undergoes a bus stop evaluation to determine if it warrants a shelter over other locations.

ACCESSIBLE BOARDING AREA

An accessible boarding area, or a bus stop landing pad, is a section of concrete installed at a bus stop to allow bus riders to wait for and board a bus on flat pavement instead of grass or dirt which can be uneven.

COST $$
PROJECT TYPE Safety & Maintenance
ROUTE FREQUENCY All frequencies
STREET TYPE All streets
RESPONSIBLE AGENCY Right-of-way owner

LOCAL REQUIREMENTS
- Accessible boarding areas shall have a minimum front door sidewalk boarding pad of 8 feet in length and 5 feet in width with an accessible connection to the closest sidewalk.
- Accessible boarding areas must meet federal ADA and PROWAG section R309.1 standards.

LOCAL CONSIDERATIONS
- Accessible boarding areas should preferably be 30 feet in length and 8 feet in width, also known as a "full walk" from the front door to rear door.
- Accessible boarding areas should be installed at new bus stop locations or when the street is being reconstructed or resurfaced.
- The presence of street trees should be taken into account.
- Snow clearance at bus stops and accessible boarding areas is the responsibility of the entity with jurisdiction over the right-of-way.

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COMPLETE STREETS TOOLBOXES
SUMMARY

Complete Streets for Parks Toolbox

The **Complete Streets for Parks** toolbox contains tools that relate (directly or indirectly) to Milwaukee County Parks entrances or access points. The toolbox is informed by the City of Milwaukee Department of Public Works's *Milwaukee Complete Streets Handbook*, *Milwaukee Pedestrian Plan*, *Community-Led Traffic Calming Guidebook*, the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) ***A Long-Range Park and Open Space Plan for Milwaukee County,*** and the National Association of City Transportation Officials' *Urban Street Design Guide*.

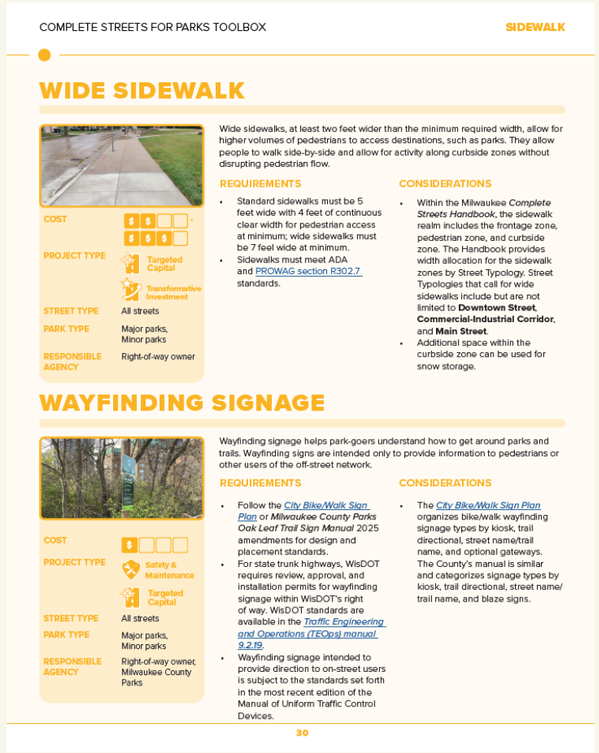
The toolbox includes a series of design elements that improve the experience of park visitors by physically protecting vulnerable road users, inducing safe driving behaviors through visual cues, or creating a more comfortable and welcoming streetscape.

The toolbox mirrors the Milwaukee Complete Streets Handbook Street Realms (Sec 4.4) and is organized in three parts:

Sidewalk Tools
- Wide sidewalk
- Wayfinding signage
- Access point protection
- Trail entrance amenities
- Bike parking
- Pedestrian scale lighting
- Green infrastructure

Roadway Tools
- Speed table
- Chicanes & neckdowns
- Lane narrowing
- Road diet

Intersection Tools
- Continental crosswalk
- Raised crosswalk
- Curb extension
- Diverter
- Pedestrian refuge island
- Slip lane closure
- Rectangular rapid flashing beacon
- Pedestrian hybrid beacon
- Pedestrian signals



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