



Milwaukee Complete Streets *Health and Equity Report 2020*

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Dennis Yaccarino, Budget & Management Director, Department of Administration

Kirsten Johnson, Commissioner, Health Department

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Ald. José G. Pérez, Chair, Zoning, Neighborhoods, and Development Committee

Caressa Givens, Chair, Bicycle & Pedestrian Task Force

Chytania Brown, President & CEO, Employ Milwaukee

Rebecca Rabatin, ADA Coordinator (Staff Assistant)

Complete Streets Implementation Team

Mike Amsden, Department of Public Works

Kate Riordan, Department of Public Works

Amy Oeth, Department of City Development

Michael Stevenson, Milwaukee Health Department

Melissa Seidl, Milwaukee Health Department

Caressa Givens, Milwaukee Safe and Healthy Streets and Wisconsin Bike Fed

Robert J. Schneider, PHD, UW-Milwaukee



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Introduction

Complete Streets integrate people and place by making it safe, enjoyable, and convenient to walk, bike, take transit, drive, or simply experience our streets and public spaces – no matter one’s age or ability.

The City of Milwaukee’s Complete Streets Policy was signed into law by Mayor Tom Barrett in October 2018, after receiving unanimous support from the Common Council. The Department of Public Works (DPW) collaborated closely with community groups and supporters to develop the final policy language, which has been recognized for its excellence nationally.



People biking in the N. Hawley Rd. protected bike lane

The Complete Streets policy also established a Complete Streets Committee, which is charged with overseeing the policy’s implementation. It is comprised of the following individuals or their designees:

- The Commissioner of Public Works (committee chair)
- The City Engineer
- The Commissioner of City Development
- The Commissioner of Neighborhood Services
- The Department of Administration Budget and Management Director
- The Commissioner of the Health Department
- The Police Chief
- The Executive Director of the Housing Authority of the City of Milwaukee
- The President of Employ Milwaukee
- The Chair of the Common Council’s Public Works Committee
- The Chair of the Common Council’s Public Safety and Health Committee
- The Chair of the Common Council’s Zoning, Neighborhoods and Development Committee
- The Chair of the Bicycle and Pedestrian Task Force

In 2020, the Complete Streets Committee met once, on February 28, 2020.

The Complete Streets resolution directs the Complete Streets Committee to conduct an annual report that includes the following information:

- Population characteristics
- Modal share
- Crashes and volumes (including mode of transportation)
- Bicycle, pedestrian, and transit improvements
- Public outreach efforts
- Street repair and maintenance
- Pre- and post-construction trends

This report includes these data points and presents case studies that highlight the health and equity benefits of Complete Streets in Milwaukee. This information was first reported in the Milwaukee Complete Streets Health and Equity Report 2019, and this report serves as an update.



People on the Black is Beautiful bike ride in summer 2020

Read the Complete Streets policy, access the Milwaukee Complete Streets Health and Equity 2019 report, and more:

milwaukee.gov/CompleteStreets

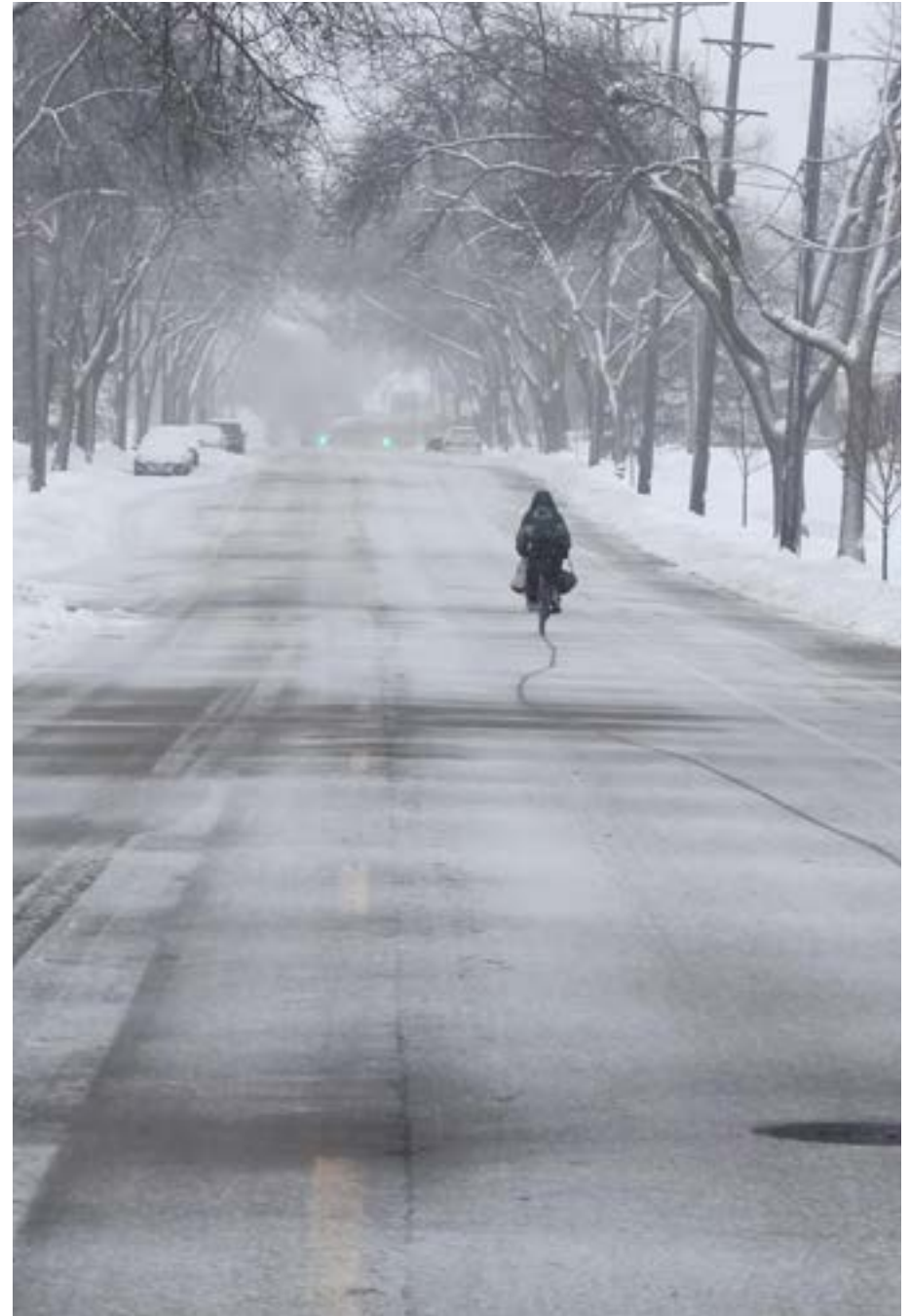
Health Equity and Complete Streets

Health equity means everyone has a just opportunity to reach their fullest health potential. Achieving health equity will require identifying and removing obstacles to economic opportunity, education, safe housing and environments, and health care. Complete Streets and health equity are fundamentally connected. Complete Streets influence health by making places where it is safe, easy, and comfortable to be active and healthy. Historically, however, communities of color have been negatively impacted by land use and transportation decisions, which continue to impact neighborhoods today. High motor vehicle speeds and unsafe streets are often concentrated in these communities, making it difficult for residents to achieve their full health potential.

In July 2019, Common Council passed a resolution committing the City of Milwaukee to take action towards racial equity and to transform the systems of racism that contribute to poor health. The system and process changes necessary to implement Milwaukee's Complete Streets policy present an opportunity to work towards the goals laid out in this resolution.

In order to assess the City's progress towards achieving health and equity goals, data included in this report on pages 25 - 36 are measured both on a citywide-level and by Neighborhood Revitalization Strategy Areas (NRSAs). NRSAs are areas eligible for US Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) funds. HUD requires these areas to be contiguous Census tracts where at least 51% of the population earns 80% or less of the area median income. The City of Milwaukee has chosen to focus on contiguous Census tracts where at least 70% of the population falls within HUD's income requirement. Based on 2010 Census Data, the NRSAs include 61.2% of the City's population. The maps on pages 24 and 27 show the location of the NRSAs.

For more information on how NRSAs were chosen as a benchmark for health and equity goals, refer to the Milwaukee Complete Streets Health and Equity Report 2019.



Bike riding in the winter

2020

The year 2020 will be remembered as a year unlike any other in recent memory. While the year started like most others, by mid-March, the COVID-19 pandemic and calls for racial justice changed Milwaukee residents' lives dramatically.

On March 12, Governor Tony Evers declared a public health emergency and ordered a statewide school closure soon after. Those orders were followed with statewide restrictions on large gatherings. The Governor issued a Safer at Home Order on March 24, requiring residents to stay at home unless traveling for an essential purpose. This order was later overturned by the State Supreme Court in May, but Governor Evers continued to encourage state residents to stay at home when possible. A statewide mask mandate was put into place and throughout the year people became used to wearing face coverings in public and maintaining physical distance from others.



One of the many racial justice marches in Milwaukee in summer 2020

In Milwaukee, Mayor Tom Barrett issued a local “Stay at Home” order on March 25. Importantly, outdoor physical activities such as walking, running, and biking were still encouraged through this order. Bike shops were considered “essential businesses” and allowed to remain open, and BublR bike share continued to operate for essential trips. Transit service was also allowed to continue for essential trips as long as physical distancing was possible. The Milwaukee Health Department established “gating criteria” to determine the restrictions and precautions the City would incorporate in its public health order. While restrictions fluctuated slightly throughout the year, by the end of 2020 a local mask mandate was still in place and capacity and sanitation requirements remained for businesses.

Early in the pandemic, many commented that this public health crisis was a “great equalizer,” meaning that everyone was impacted, no matter their race, ethnicity, income, or residence. However, it soon became clear that COVID-19 hit Black, Brown, and low income communities the hardest, and Milwaukee was no exception.

Informed by the City’s declaration that racism is a public health crisis, Milwaukee was one of the first jurisdictions to report COVID-19 cases by race and ethnicity. The numbers quickly showed that some communities were indeed impacted more than others. This information guided Milwaukee Health Department’s (MHD) response from the beginning. The location of testing sites and vaccine clinics were carefully considered to ensure that under-resourced communities had access and that language interpreters were present at every site. MHD also tailored messaging around flu and COVID-19 vaccines to address the unique concerns that different communities have.

On May 25, the country’s racial disparities were further brought to light when George Floyd was murdered by a Minneapolis police officer. Marches against police brutality towards people of color, particularly Black men, broke out immediately in Minneapolis and soon spread throughout the country and the world.



One of the many racial justice marches in Milwaukee in summer 2020

Protests took place daily in Milwaukee as well, with multiple marches happening on the same day throughout the city. Marchers were not only protesting the murder of George Floyd, but also the recent shooting by police of Louisville resident Breonna Taylor, the killing of Milwaukeean Joel Acevedo by a now former off-duty police officer, nearby shootings by police officers of Alvin Cole and Jacob Blake, as well as sustained systemic racism. People transformed streets from thoroughfares for cars to public spaces where their voices were amplified.

In addition to marches, people used streets to communicate messages through art. In the intersection of N. Martin Luther King Jr. Dr. and W. Locust St., a mural stating “Black Lives Matter,” designed by Vedale Hill, was painted by community members. In October, Voces de los Artistas, an art affinity group with Voces de la Frontera, painted with chalk a mural on W. Historic Mitchell St. that stated, “Voting is Power: Black and Brown Lives Matter.” These projects further demonstrated the power of streets as places for people and their messages.



Black Lives Matter mural at the intersection of N. Martin Luther King Jr. Dr. and W. Locust St.

Implications for Data

The COVID-19 pandemic changed travel patterns for many Milwaukee residents. Workers who were able began working from home while others were laid off, both changes eliminating the traditional commute. With schools closed, students were no longer walking, biking, taking the bus, or being driven to school. Transit ridership went down dramatically, due to a combination of capacity restrictions, fears of exposure to COVID-19, and a reduction in trips being taken.

Additionally, the number of people driving on Milwaukee's streets dropped dramatically during the first few months of the pandemic as Stay at Home Orders were in place. The total number of people driving gradually increased throughout the year, but pre-pandemic levels of driving were still not met by the end of 2020. The trips that were taken were more evenly spread throughout the day and week rather than during normal rush hour times. Unfortunately, while driving overall decreased, the reports of reckless driving and speeding continued to increase. This reporting of dangerous driving behavior was not just anecdotal, as total number of serious and fatal crashes on Milwaukee's streets in 2020 increased during the pandemic.

Overall, the data collected for the 2020 report will differ greatly from 2019 numbers, and will likely vary widely from 2021 numbers as well. Data from 2020 will be important long-term as the impacts of the pandemic and its recovery are examined. Changes such as flexible workplaces and schedules may become permanent, forever altering travel patterns. Finally, the legacy of the racial justice protests will be seen in changes made internally within City government to address systemic racism. While the results of these changes can take years or decades to realize, there is no doubt that 2020 will be the starting point for significant shifts.

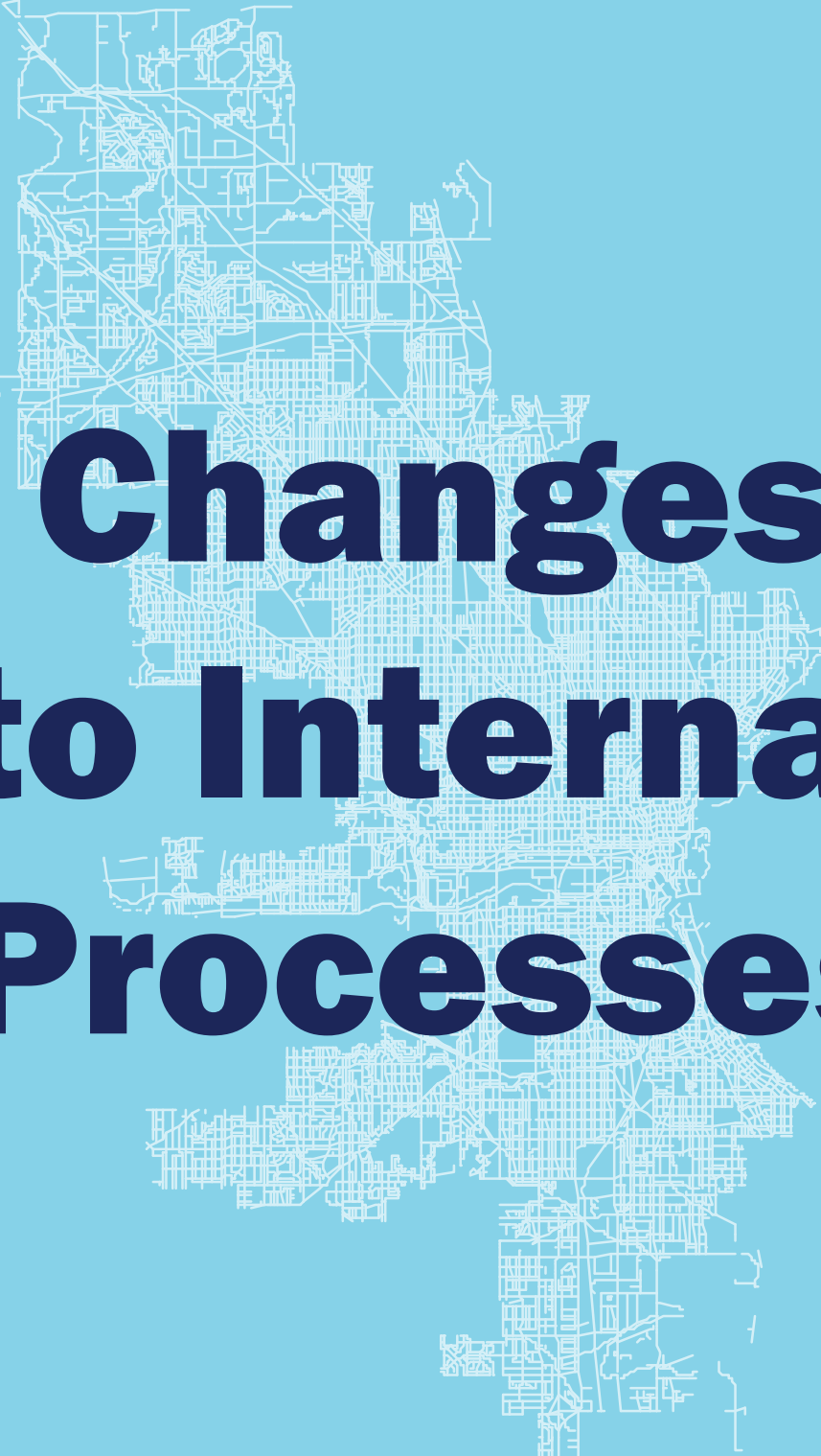
Note: The following data reported in 2019 will be reported on a four-year basis and does not appear in this year's report:

- Economic Development
 - Total assessed value
- Long-term Health Trends
 - Adults who report no leisure time activity
 - Adults who are obese
 - Adults who have asthma
 - Adults who have coronary heart disease
 - Adults who have high blood pressure
 - Children obtaining >60 minutes/day of physical activity



A person biking on S. 13th St.

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Changes to Internal Processes

In order for a Complete Streets policy to be successful, implementation must include changes to internal systems, policies, and procedures. It requires a commitment across departments to prioritize not only the most vulnerable populations and users of streets, but also neighborhoods that have been harmed by past government decisions. Policies, procedures, and processes must be updated or developed to create a culture of equity, safety, and opportunity. The COVID-19 pandemic forced the City to quickly adapt several of its processes and procedures, many of which will continue beyond the pandemic, particularly around engagement.

Budget

The 2020 budget included a new funding line item of \$1,200,000 for multimodal transportation improvements. This dedicated local funding source allowed DPW to respond quickly to community traffic safety concerns. For example, DPW's Multimodal Unit implemented "road diets," or traffic safety improvements, on seven streets. These projects included reducing the number of lanes, reducing lane width, adding new high-visibility crosswalks, and/or adding bike lanes. New projects also included two "rapid implementation projects," which are described in more detail on page 14. The funding also allowed for the purchase of new Accessible Pedestrian Signals and wayfinding signage, both of which will be installed in 2021.



People walking on W. Lincoln Ave.

The 2021 budget deliberations, which occurred in fall 2020, increased the level of funding for multimodal improvements. It also included a footnote directing DPW to "to work with the Police Department to establish an appropriate scope of work for a consultant to conduct a comprehensive analysis of the City's crash statistics and establish tools, such as predictive modeling, that would help City officials target priority locations to reduce fatalities and severe injuries resulting from traffic crashes." This analysis will allow city departments to prioritize investments to ensure resources are directed to the areas of most need.

Coordination Efforts

In 2019, the Complete Streets Implementation Team (CSIT) was formed to provide guidance on policy implementation to the Complete Streets Committee. The CSIT includes staff members from DPW, the Department of City Development (DCD), the Milwaukee Health Department (MHD), and the advocacy group Safe and Healthy Streets.

Due to shifting priorities and schedules as a result of the COVID-19 pandemic, the CSIT met less frequently in 2020 than in 2019. Nonetheless, the team laid the groundwork for important opportunities taking place in 2021. A grant provided funding for a racial equity training for DPW staff in 2021. CSIT members and other staff from DPW and DCD attended racial equity trainings from the Dignity Institute and the American Planning Association. Staff from DCD and MHD joined other City departments in furthering the City's work with the Government Alliance on Race and Equity (GARE).

DPW staff and Safe and Healthy Streets coalition members also began planning for a summit titled Community Justice through Safe and Healthy Streets that was held in June 2021. This event reflected on three years of work to create safe, healthy, equitable, and vibrant streets in Milwaukee and included presentations and dialogue from the Medical College of Wisconsin, UW-Milwaukee, the City of Milwaukee, the Wisconsin Bike Fed, national experts, and other community partners.

Case Study: Envision South I 3th Street Together

The City of Milwaukee's comprehensive plan is divided into 14 area plans. DCD is amending the [Southwest Side Comprehensive Area Plan](#) with a Strategic Action Plan called Envision South I 3th Street Together. The Plan brings residents and the business community together to develop actionable steps to reinvigorate the South I 3th Street and West Oklahoma Avenue corridors and to improve connections to the surrounding neighborhoods. Key partners in this project are the Crisol Corridor Business Improvement District, Sixteenth Street Community Health Centers, and the Milwaukee Metropolitan Sewerage District (MMSD).

The planning area is roughly bound by W. Harrison Ave. to W. Morgan Ave. and S. 6th St to S. 20th St. This Plan builds upon past plans and current projects occurring in the area, and will provide action steps for public, private, and community investments and programs. The Plan will set priorities and identify responsible parties for implementation. After Common Council adopts the plan, City departments will be directed to work to implement these projects.

Envision South I 3th Street Together projects fall into one or more of the following themes:

- Economic Development
- Transportation & Streets
- General Safety
- Outdoor Recreation – Parks & Trails
- Community Building
- Placemaking and Art
- Stormwater Management



Envision South I 3th Street Together launch on Facebook Live in September 2020

Connection to Complete Streets Implementation

Through this planning process, the City has integrated strategies related to Complete Streets and data collection. The projects in this Plan will require various City departments and stakeholders to take ownership of the work. As a result, Envision South I 3th Street Together has used a high level of collaboration in a comprehensive planning process. This process has included coordination between City departments including DCD, DPW, MHD, and outside partners including the Wisconsin Bike Fed, MMSD, non-profits, and neighborhood groups.

By looking at all of the projects in the area together, staff is identifying opportunities for collaboration and efficient project implementation to have a stronger impact. For example, a stormwater projects provide can provide opportunities for increasing pedestrian safety at reconstructed street crossing. The plan will also note opportunities to integrate green infrastructure into street reconstruction projects and pedestrian bump-outs.

Connection to Complete Streets Implementation

Due to the COVID-19 pandemic, City planners and partners tried new types of engagement. In addition to virtual meetings and new online engagement techniques, the planning process included virtual engagement with youth. The Wisconsin Bike Fed led an effort to engage students at a local elementary school to talk about street safety and what they view as important in their neighborhood. The young students provided a unique perspective and their comments fell into two themes: 1) the need for places to gather with family and friends and build community, and 2) the need for safer streets. City planners and partners also worked with a group of high school students and learned how they use the streets in the area, hearing about the importance of an overhang near a bus stop on a rainy day and what was missing in the built environment.



Students on the Zablocki Elementary Green Team who participated in the planning process

As a project-based action plan, there is an opportunity to incorporate or define “before” and “after” data for projects or project themes in order to measure success. DPW, DCD and community members worked together to form a survey that included questions to help DPW determine the success of Rapid Implementation Improvements along a portion of South 13th Street. By partnering on outreach, DCD and DPW were efficient in gathering quantitative and qualitative data and avoided over surveying the community.

As an action plan focused on the reinvigoration of two commercial corridors, S. 13th St. and W. Oklahoma Ave., Envision South 13th Street Together is tying the importance of Complete Streets to economic development. When surveyed, the community’s top issues were reckless driving and the need for pedestrian safety. A commercial corridor cannot be a vibrant active place if people do not feel comfortable walking. Throughout the process, planners have also communicated the role of streets and the built environment in placemaking, and there is excitement to continue to build on the diverse identity and look at ways to add art and space for people in the public realm.

Envision 13th Street Together builds on the efforts and successes of [Connecting the Corridor](#), a planning process highlighted in the 2019 Milwaukee Complete Streets Health and Equity Report. Connecting the Corridor set the stage for collaboration amongst City departments and community partners, and tied safe streets and the built environment to public health. These two planning efforts are ensuring that Complete Streets implementation is broader than only street design.

Project Development and Coordination

Coordination with WisDOT

Some of the most dangerous streets for people walking, biking, and driving in the City of Milwaukee are major arterial streets with high traffic volumes that are designated State Trunk Connecting Highways and fall partially or fully under the jurisdiction of the Wisconsin Department of Transportation (WisDOT). Design and operational changes along these connecting highway arterial streets require additional coordination with and approvals from WisDOT. In order to ensure all streets in the City are designed and constructed as Complete Streets, it is imperative that all projects managed or funded by WisDOT follow the City's policy. DPW staff and leadership have actively engaged with WisDOT staff and leadership to discuss how the City's policy and priorities can be best incorporated in state and federally funded projects.

In 2020, DPW and WisDOT began preliminary design work on the W. National Ave. project (State Highway 59), which will fully reconstruct W. National Ave. from S. 39th St. to S. 1st St. This transformational project is the first opportunity for the State and City to partner together on a major project to reimagine a street that prioritizes vulnerable users, supports land use decisions to enhance economic development, and reflects community priorities. The State and City also are partnering on an enhanced community engagement plan to ensure community voices are heard and are included in the process.

WisDOT also maintains and operates the interstate highways in Milwaukee. When local stakeholders learned that WisDOT would be reconstructing I-43 over a critical link in the future expansion of the Beerline Trail, they began advocating for the construction of an underpass below the new interstate to allow for future trail access. WisDOT project managers initially resisted this addition, citing costs and presenting an alternate route that would add significant distance to future trail users. DPW leadership partnered with members from the Beerline Trail Neighborhood Development Project Leadership Team to work with the WisDOT Secretary of Transportation to ensure that the opportunity to incorporate this link was not missed.



People crossing S. Layton Blvd. at W. National Ave.

New Projects

Rapid Implementation Projects

DPW constructed its first Rapid Implementation Projects in 2020 to increase the safety and comfort of people walking, biking, and driving:

- N. 27th St. from W. Wells St. to W. State St.
- S. 13th St. from W. Manitoba St. to W. Harrison St. (pictured on page 7)

These projects used paint and flexible posts to create curb extensions more quickly and easily than had they been constructed with concrete. An initial evaluation showed a decrease in speeding and an increase in yielding to pedestrians at both locations. Full results can be found on the project website: milwaukee.gov/RapidImplementation

DPW partnered with two business improvement districts (BIDs), Near West Side Partners and Crisol Corridor, on these projects. The BIDs are responsible for basic maintenance like sweeping out debris, while the City is responsible for replacing any posts that get knocked down.



Rapid Implementation Project on N. 27th St.



Active Streets for Business on E. Menomonee St.

Active Streets for Business

In June, Common Council approved a resolution to develop the Active Streets for Business program. This program was a response to the COVID-19 pandemic and intended to support restaurants and bars by expanding outdoor dining. The program expedites the process to use the public right-of-way, including streets and sidewalks, for flexible outdoor dining areas. The fee to establish these areas was also removed.

As of late 2020, 42 businesses in eight Aldermanic districts had participated in the program. New regulations were developed to continue the program through the winter, and it has been extended through November 2021.

Case Study: Humboldt Blvd.

The City of Milwaukee DPW, in conjunction with the Wisconsin Department of Transportation (WisDOT), is reconstructing N. Humboldt Blvd. between E. North Ave. and E. Keefe Ave. Initial planning and engagement began prior to adoption of the City's Complete Streets policy. DPW initially relied on WisDOT's Facilities Development Manual (FDM) to design the project. The following describes project processes and lessons learned to date.

Design Alternatives

The initial project design replaced existing conditions, with two automobile-focused modifications dictated by the FDM: 1) widening travel lanes from 10' to 12', and 2) adding left turn lanes and reducing the existing median at several intersections. This design was shown at a public meeting in January 2018. It was met with strong opposition from community members because it lacked safety improvements and modern-day multimodal design.

After this meeting, DPW discussed design revisions and navigating exceptions to FDM design standards. A second design was unveiled at a public meeting in February 2020 that improved pedestrian safety by adding curb extensions at numerous intersections and maintained existing 10' travel lanes. While this design had greater support, several residents and stakeholders desired enhanced accommodations for people bicycling, as this design maintained existing on-street bike lanes.

In the summer of 2020, DPW retained a consultant to develop a third alternative that included raised bike lanes at sidewalk level, fully separated from vehicle traffic. This design also maintained the curb extensions. A trade-off to this design, however, was its impact to the corridor's mature tree canopy. The narrower lane widths also led to concerns with operations for essential city services such as snow removal and transit service.



February 2020 public meeting

Community Engagement

Community engagement through the design process changed considerably due to the onset of the COVID-19 pandemic. The first two public meetings were held in person, while the third and fourth were held virtually. All meetings had strong participation from people who live or travel along the boulevard. Each included a brief presentation by City staff on the design being presented at the time with time for questions. Presentations included basic cross-section renderings using Streetmix (see image on page 16) and the February 2020 meeting included roll-plot prints of the corridor showing proposed curb extensions.

Final Design Selection

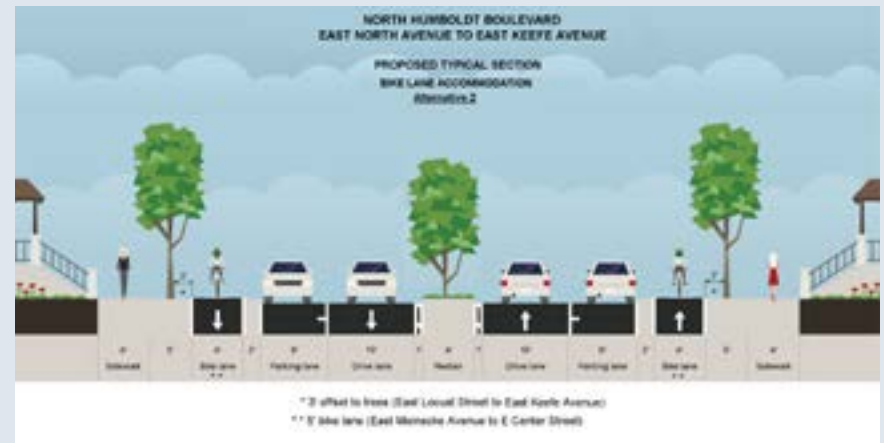
While three design alternatives were ultimately developed for this project, each was developed independently of the other and project trade-offs were discussed separately with each design – both internally and externally with stakeholders and at public meetings. The final preferred design was the design presented at the February 2020 meeting (curb extensions throughout the corridor with on-street bike lanes) and chosen by DPW staff as it minimized impacts to trees and ensured adequate operations for essential city services.

Recommendations

The final design will be an improvement for people walking, biking, and driving as it will reduce speeds and minimize passing on the right. The recommendations below will lead to more transparent and comprehensive designs for future projects:

- *Hold an initial public meeting and public feedback period that focuses on existing conditions. At this meeting, DPW should share all known information and data to ensure attendees start with the same information and understanding of the project's opportunities and constraints. Data specific to the Humboldt Project that should have been presented up front in the design process includes pedestrian, bicycle, and transit counts; passing on the right instances; motor vehicle speeds; number, type, and age of trees; and parking counts. DPW staff should take feedback from people living, working, and traveling along the corridor to ensure that data collected matches the lived experiences of people who use the street. Attendees should also be asked to identify issues they see, areas where improvements are needed most, what are their top priorities, and how they feel about various project trade-offs. All of this information presented and collected should be used to begin the alternatives development process.*

- *Develop multiple design alternatives (ideally two – four) right away and simultaneously, as opposed to individually over the span of several years. These alternatives should be vetted with internal stakeholders (transit, snow removal, State DOT, etc.) before being presented to the public to ensure all potential issues or concerns are addressed. Once finalized, all feasible alternatives should be presented at a second public meeting where the trade-offs of each alternative can be discussed. This process will allow for a more comprehensive discussion on all aspects of the design, as opposed to focusing on just those elements that changed from one design to the next.*
- *Show alternatives in a visually appealing way. Streetmix cross-sections do not do enough to show what the street could ultimately look like and only focus on the cross-section. Renderings in Illustrator, Sketchup, or other similar programs will build excitement around design alternatives and help show what is possible when talking about transforming a street.*



Streetmix image of a proposed design alternative for N. Humboldt Blvd.

Case Study: Active Streets

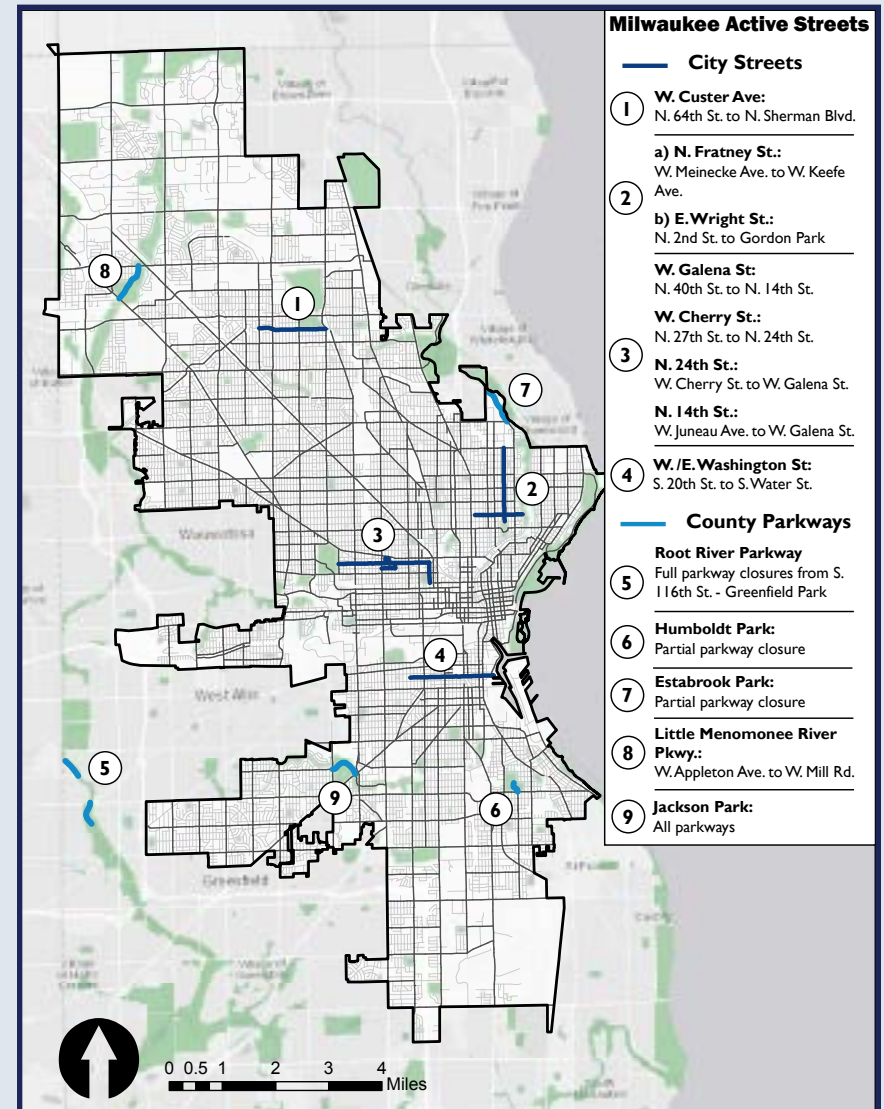
With the closure of offices, schools, and other gathering places in order to slow the spread of COVID-19, vehicle traffic decreased significantly in cities around the world. At the same time, park and trail usage surged as people sought physical activity outside of their homes. In response, many cities implemented measures to further limit vehicle traffic on selected streets, encouraging more walking, biking, and other physical activities.

In May, the City of Milwaukee DPW partnered with Milwaukee County Parks (MCP) to launch the Active Streets program. DPW chose four locations based on equitable geographic spread and planned bicycle boulevard locations (#1-4 on map to the right). MCP had five total locations that were Active Streets at different times throughout the year (#5-9 on the map).

DPW used signs and barricades at key intersections on the street to limit thru-vehicle traffic. Because there were no residences along the MCP locations, these streets were completely closed to vehicle traffic.

Community Engagement

Due to the quick rollout of the Active Streets program, community engagement was limited in most cases. One exception was the Galena Active Street. Residents expressed some concerns to Alderman Russell Stamper, II, who requested that DPW hold a community meeting about the program. Residents supported trying the Active Street and the location launched with a community walk led by DPW and Alderman Stamper. A diverse coalition of community groups, including PEAK Initiative, Safe and Sound, and United Methodist Children's Services, supported the street and were involved with promoting its usage, monitoring issues, and starting a walking club.



The Washington Active Street location was also embraced by Sixteenth Street Community Health Centers (SSCHC). SSCHC is a sub-consultant for the Washington and Scott Bicycle Boulevards and recognized that this Active Street location, which is part of the future bicycle boulevard, presented an opportunity to engage residents and promote physical activity. The Healthy Choices group of SSCHC began a weekly walking and biking club, starting at Washington Square Park and traveling the length of the Active Street.

Community Response

In late 2020, DPW released a community survey to solicit feedback on the Active Streets program. The survey was promoted via social media, through the City's e-notify email lists, and through promotion by community partners. Residents within two blocks of the City Active Streets received a letter directing them to the survey. The survey was available in English, Hmong, and Spanish. A total of 1,053 people responded, 642 from online promotion and 411 from the mailed letter. Full survey results are on the program website: milwaukee.gov/ActiveStreets2021



The Washington Active Street walking and biking club



The Galena Active Street community walk

Overall results were positive and showed that residents wanted the Active Streets to continue, but with a greater emphasis on encouraging people to use the streets. In response, DPW transformed Active Streets to be a community-led initiative in 2021. A request for proposals was released to community-based organizations to propose Active Streets locations and programming. Four locations and organizations have been selected and they will receive a grant up to \$5,000 to conduct engagement and other activities throughout the year.

“... it is So Much Better! Taking care of two small children and getting them to the park safely had been a challenge. Much safer than before and I really appreciate this initiative.”

- W. Custer Ave. Active Street user

Engagement and Communication

DPW continues to improve its community engagement processes. The COVID-19 pandemic forced many project managers to implement new, creative solutions to involve residents. Some of the activities proved very successful and will be used beyond the pandemic.

Major Projects

The Major Projects Unit within DPW has transformed many of its communications to better inform residents and business owners of project and construction status and to involve residents at various points throughout the projects. All of Major Projects' planned projects through 2026 are posted on its website (<https://city.milwaukee.gov/dpw/infrastructure/supportforbusiness>) with project schedules, construction updates, public meeting information, and other details.

Due to the pandemic, Major Projects held nearly all of its public meetings virtually, with recordings of its meetings posted online. This format allowed people to view the meetings even if they were not able to attend in real-time. The presentations included a slide about Complete Streets and were structured to prompt community discussion around experiences on the street to inform design decisions. Project websites also include comment forms for feedback beyond the public meetings.

To promote meetings, Major Projects has developed new flyers with language that encourages participation, such as "Make your voice heard!" and "Your input is needed!" These flyers have been distributed more widely than in the past, using social media outlets like NextDoor, Facebook, and Twitter.

The W. National Ave. project is using a stakeholder advisory committee that is meeting quarterly throughout the design process. This type of group will be used on at least one other project, and is expected to be incorporated into future projects as well.



A Safe Routes to School workshop at Bethune Academy

Safe Routes to School

The Multimodal Unit is managing a Safe Routes to School project that will build street safety improvements around eight Milwaukee schools. DPW partnered with school staff and the Wisconsin Bike Fed to hold workshops, community walks, and virtual meetings throughout 2020.

In early spring, DPW created design workshops where students, parents, teachers, school staff, and community members worked together in teams to identify traffic safety issues around their school and choose solutions based on the project budget. Once the COVID-19 pandemic began, DPW switched to surveying schools that did not host a workshop. After compiling results from the workshops and surveys, DPW and Wisconsin Bike Fed staff led physically-distanced walks with students, parents, teachers, staff, and community members to show where improvements would be done by using chalk spray paint and to get feedback on options.

For schools that were not able to host community walks due to weather or COVID-19 concerns, DPW adapted the format into a “virtual walk” held either online or indoors with a small number of physically-distanced participants. All together, over 350 people participated in engagement activities, and many successful elements will continue to be used for this and other projects.

Washington & Scott Bicycle Boulevards

The Washington & Scott Bicycle Boulevards project will construct bicycle boulevards on W./E. Washington St. and W. Scott St. on the near south side. The neighborhoods surrounding the project are home to the most concentrated populations of Spanish-speaking households in the City. In an effort to mitigate barriers to engagement and encourage as many community members to participate as possible, DPW put together a team of consultants and staff from the Sixteenth Street Community Health Centers to lead enhanced engagement strategies such as a community design workshop, open house meetings, pop-up events, and other activities to meet people where they are.

Due to the COVID-19 pandemic, many of the planned in-person events had to be postponed. Meetings with community partners and other stakeholders were held virtually using video conferencing platforms; however, the team recognized that virtual platforms would not likely reach community members that would not attend traditional meetings either.

In September 2020, the team hosted an outdoor community design workshop that met all MHD requirements by closing W. Washington St. between S. 9th St. and S. 11th St. to traffic and opening it for people. The workshop included several stations with project information, activities to provide input, space for partner organizations, public art, activities for kids, and even Zumba. The event was widely successful with over 100 neighbors participating in the decision-making process and simply enjoying the street. While engagement activities slowed during the following winter, future activities will capitalize on this model and explore other creative ways to involve neighbors.



A Safe Routes to School workshop at Bethune Academy during the COVID-19 pandemic



The Washington & Scott Bicycle Boulevards community design workshop



Complete Streets Projects

Complete Streets are streets that are safe, comfortable, and reliable for walking, biking, transit trips, and driving. Successful implementation of the Complete Streets policy will result in all street infrastructure projects meeting the definition of a Complete Street. Achieving this goal will take time, however, and will require changes to processes, procedures, and policies that ensure Complete Streets are the norm and not the exception.

The data in this section measure changes to project delivery that result in street changes that prioritize safety and walking, biking, and transit trips. These data will track the City's progress towards reimagining streets to accommodate all users regardless of age, ability, or mode.

While construction projects were considered essential and continued on through the COVID-19 pandemic, some activities, like street tree planting, were diminished.

Complete Streets Project Delivery

This metric tracks the percentage of major transportation projects that incorporate Complete Streets elements. For purposes of this annual report, major transportation projects are defined as reconstruction projects, repaving projects, or restriping projects on corridors greater than 1/4-mile. Because not every street that is reconstructed, repaved, or restriped will warrant substantial design changes to be considered a Complete Street, the percentage will only be based on streets where changes did occur or should have occurred.

In 2020, the City completed 27 major transportation projects. Of these, 44.4% were considered Complete Streets, an increase from 2019's 9.0%. A greater percentage (58.3%) of projects in the NRSAs were Complete Streets projects, up from last year's 8.3%.

Pedestrian High Injury Network

Milwaukee's Pedestrian High Injury Network (PHIN) was identified in the 2019 Milwaukee Pedestrian Plan. This network consists of approximately 106 miles of streets in Milwaukee where serious and fatal pedestrian crashes occur most often. Seventy-seven miles of these streets are located in NRSAs. Prioritizing investments on streets with known crash histories will result in greater impacts and improvements in crash reduction. The percentage of major transportation projects that occur on streets in the PHIN is tracked as well as the percentage of streets in the PHIN that have received a Complete Streets improvement.

The PHIN is included in the map on page 27.

The percentage of major projects on a PHIN street increased slightly from 22.7% in 2019 to 25.9% in 2020, while the percentage in NRSAs stayed the same at 25.0%. Only one major transportation project on a PHIN street received Complete Streets improvements.

Complete Streets Project Delivery & Pedestrian High Injury Network			
		Citywide	NRSAs
Total number of major transportation projects	2020	27	11
	2019	22	12
Major transportation projects incorporating Complete Streets	2020	12 (44.4%)	6 (54.5%)
	2019	2 (9.0%)	1 (8.3%)
Major transportation projects on a PHIN street	2020	7 (25.9%)	3 (25.0%)
	2019	5 (22.7%)	3 (25.0%)
PHIN streets that received Complete Streets Improvement	2020	1 (3.7%)	1 (8.3%)
	2019	1 (4.5%)	0 (0.0%)

Data source: DPW

Low Stress Bikeway Network

Low-stress bikeways are safe and comfortable for all ages and abilities, and encourage more people to bicycle as a means of transportation. Low-stress bikeways can include protected bike lanes, traffic-calmed streets called bicycles boulevards, and shared use trails. Expanding this network can be achieved through new projects or by enhancing existing bikeways into low-stress routes.

The City constructed its first bicycle boulevards in 2020. These new bikeways are on N. Fratney St. from E. Keefe Ave. to E. Meinecke Ave. and on E. Wright St. from N. Palmer St. to the Oak Leaf Trail at Gordon Park. The streets include a variety of traffic calming treatments, including traffic circles, speed humps, and curb extensions to prioritize people biking and walking and to slow vehicle speeds.

A map of low stress bikeways is on the following page.



A community ride on the Fratney bicycle boulevard

Low Stress Bikeway Network							
	Existing		Installed in 2020		Percentage of Overall Network		
	Citywide	NRSAs	Citywide	NRSAs		Citywide	NRSAs
Protected Bike Lanes	1.7	0.3	0	0	2020	0.1%	0.4%
					2019	0.1%	0.4%
Bicycle Boulevards	0	0	2.1	1.4	2020	1.1%	1.7%
					2019	0.0%	0.0%
Shared Use Trails*	43.1	10.0	0	0	2020	21.8%	12.6%
					2019	218.0%	12.6%
Total	44.8	10.3	2.1	1.4	2020	24.4%	14.8%
					2019	24.8%	14.1%
Overall Network (Includes Traditional Bike Lanes)	180.4	73.0	11.9	6.1		N/A	N/A

*Includes trails managed by the City of Milwaukee, Milwaukee County, and Wisconsin Department of Natural Resources

Data source: DPW

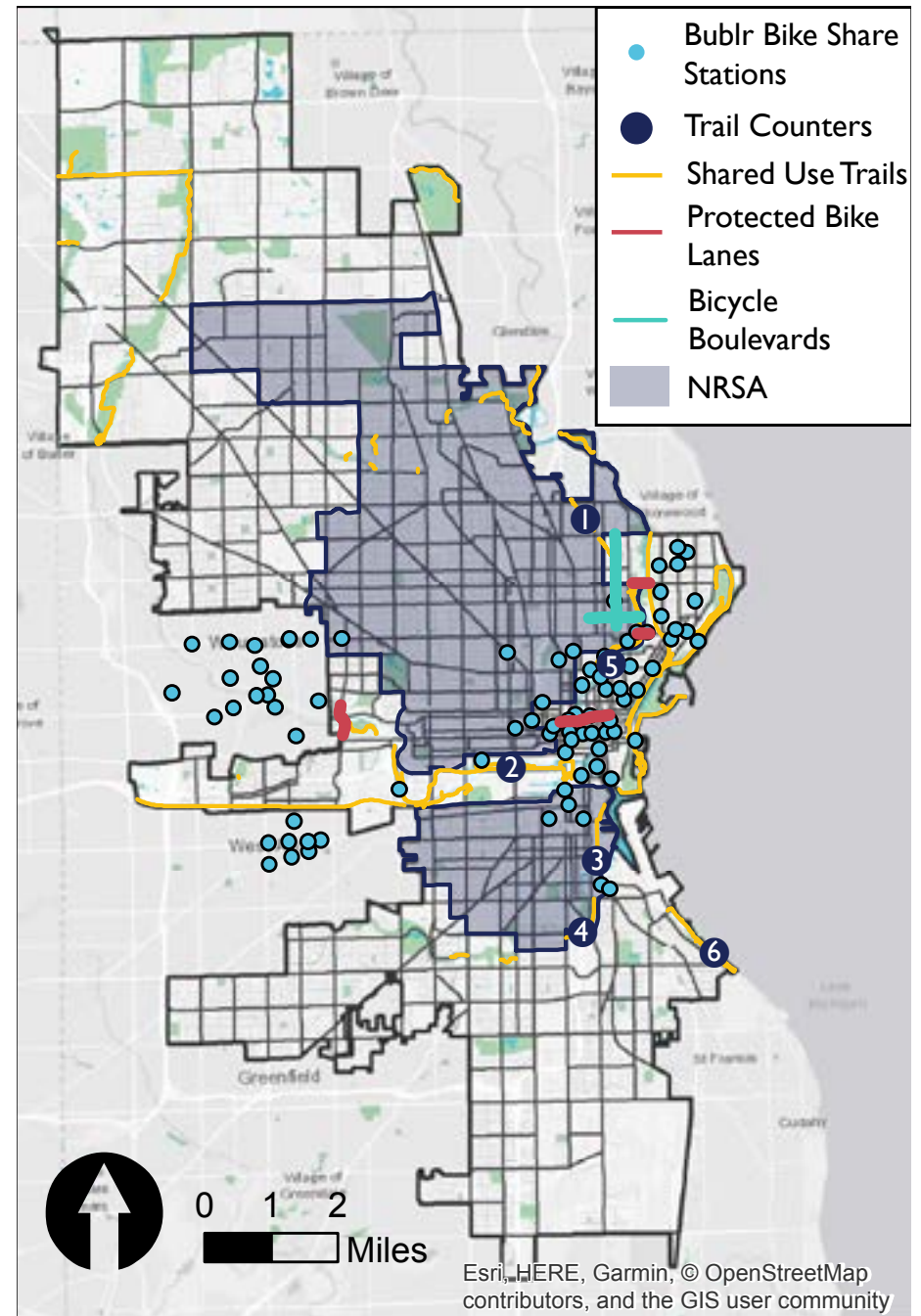
Green Infrastructure Improvements

The Complete Streets policy states that stormwater management shall be incorporated or maintained within the public right-of-way as part of Complete Streets. Green infrastructure helps address climate change, improves air quality, and creates a sense of place by providing landscaping, shade, and beautification.

Street tree planting was limited in spring of 2020 because of the COVID-19 pandemic, resulting in 1,600 fewer trees planted in 2020.

Green Infrastructure Improvements			
		Citywide	NRSAs
Street trees	2020	1,977	900
	2019	3,577	1,524
Bioswales	2020	18	9
	2019	37	0

Data source: DPW



A white line-art map of a city street grid, showing a dense network of streets and highways. The map is centered on a blue background. The text "Our Streets Today" is overlaid on the map in a large, bold, dark blue font.

Our Streets Today

The data in this section measure changes to travel behavior, traffic safety, and perceptions about transportation options and safety. While the previous two sections describe and measure City-led changes, the measurements in this section quantify the external results of those changes. Some of the data points in this section may change in the short-term, such as bicycle and pedestrian counts or speeding on or along corridors with recent infrastructure changes. Other measurements, like work commute mode share or perceptions, may not show any change until several years after a specific project is completed or until there is a more holistic and citywide approach to Complete Streets implementation.

The metrics in this section were significantly impacted by the COVID-19 pandemic.

Activity

Work Commute Mode Share

The American Community Survey is a yearly survey distributed by the U.S. Census Bureau that collects ongoing data about people. The journey-to-work question on the survey asks about the most common commute mode used by all people who worked at least one hour in the week prior to receiving the survey. Because Work Commute Mode Share only captures the way in which people travel to work in a single week, it does not represent the full picture of how people move throughout the city. For example, walking to a store or riding a bike to a friend’s house will not be recorded, and any weather-dependent modes may be impacted by when the survey is taken. However, the data is collected consistently and remains an important measurement to analyze transportation trends. Shifts from automobile commuting to other modes may indicate that investments in Complete Streets implementation are creating a more attractive and safe environment for walking, biking, and taking public transit.

The data reported in 2020 captures results from the 2019 American Community Survey, so impacts from COVID-19 will not be apparent until next year’s survey results are available.

Work Commute Mode Share			
		Citywide	NRSAs
Walking	2019	4.6%	5.1%
	2018	4.7%	5.1%
Biking	2019	0.8%	0.9%
	2018	0.9%	0.9%
Public Transit	2019	7.3%	10.6%
	2018	7.6%	11.0%
Single Occupancy Vehicle	2019	72.8%	67.9%
	2018	72.3%	66.8%
Working from Home	2019	3.5%	3.1%
	2018	3.4%	3.2%

Data source: American Community Survey - 2019 5-year estimates



People crossing N. Vel R. Phillips Ave.

Intersection User Counts

Intersection user counts are collected in order to evaluate numbers of people walking and biking across the city. This metric records pedestrian crossings and total bicyclists at 20 intersections for a total of 12 hours:

Six hours on a Tuesday, Wednesday, or Thursday

- 7:00 AM – 9:00 AM
- 11:00 AM – 1:00 PM
- 4:00 PM – 6:00 PM

Six hours on a Saturday

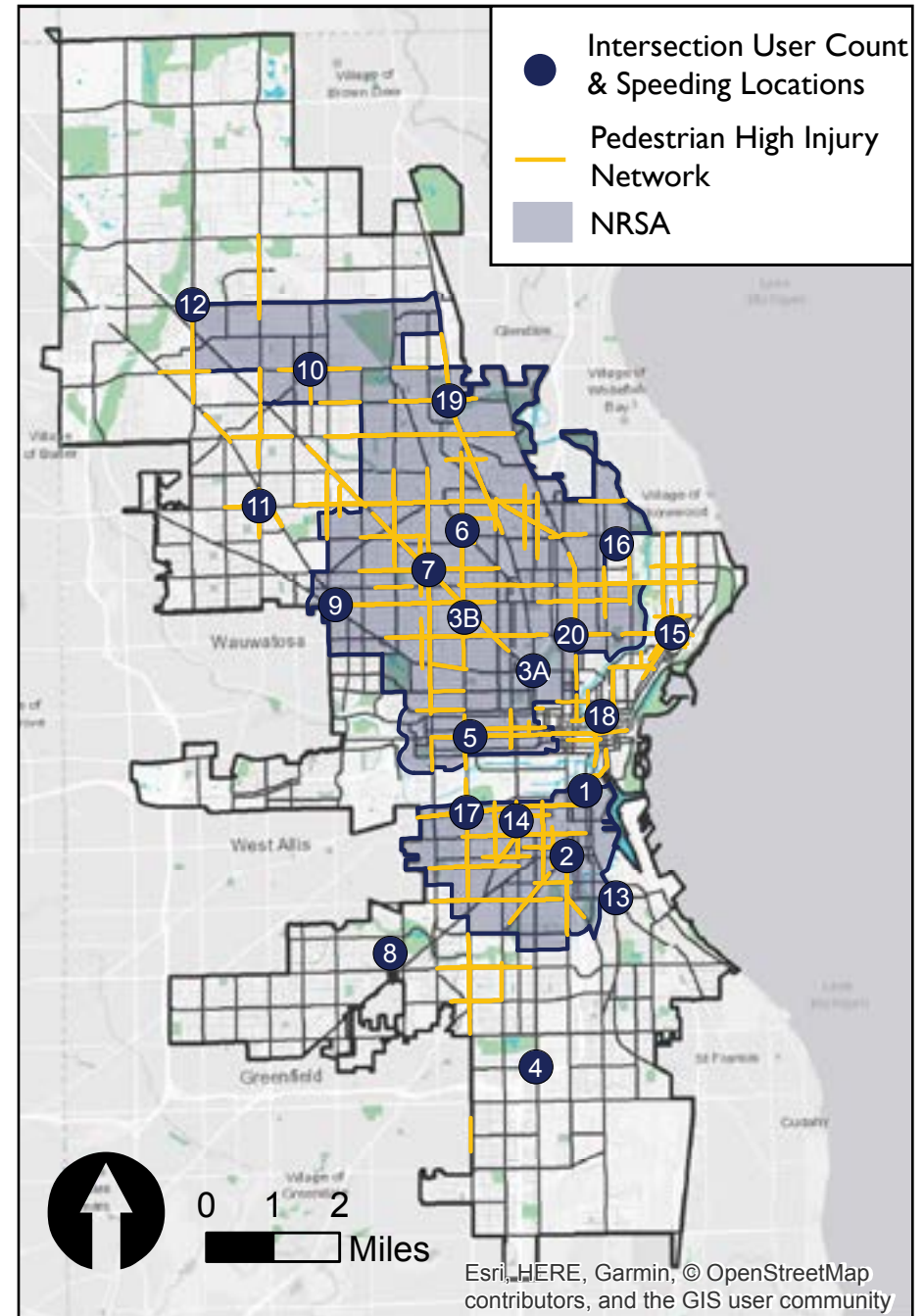
- 10:00 AM – 1:00 PM
- 3:00 PM – 6:00 PM

The counts were taken after Labor Day on fair weather days. Counts will be taken at the same intersections every year to evaluate citywide trends over time. The methodology for how these intersections were chosen was included in the Milwaukee Complete Streets Health and Equity Report 2019.

The map to the right shows the intersections where counts were taken.



People crossing S. Kinnickinnic Ave.



Intersection User Counts

		Total Pedestrian Crossings	Total Bicyclists
1	S. 2nd St. & W. Virginia St.	599	226
2	S. 6th St. & W. Historic Mitchell St.	562	61
3A	N. 12th St. & W. Walnut St.	139	52
4	S. 13th St. & W. Bolivar Ave.	38	22
5	N. 26th St. & W. Wisconsin Ave.	625	65
6	N. 27th St. & W. Hopkins St.	84	23
7	N. 35th St. & W. Burleigh St. & W. Fond du Lac Ave.	965	59
8	S. 46th St. & W. Dakota St.	95	5
9	N. 58th St. & W. Center St. & W. Appleton Ave.	260	21
10	N. 64th St. & W. Silver Spring Dr.	303	10
11	N. 76th St. & W. Capitol Dr.	284	7
12	N. 91st St. & W. Mill Rd.	102	16
13	S. Allis St. & S. Kinnickinnic Ave. & E. Lincoln Ave.	2,462	317
14	S. Cesar E. Chavez Dr. & W. Washington St.	674	53
15	N. Farwell Ave. & N. Murray Ave. & E. Ivanhoe Pl. & E. North Ave.	3,320	288
16	N. Fratney St. & E. Townsend St.	170	33
17	S. Layton Blvd. & W. National Ave.	1,289	76
18	N. Milwaukee St. & E. Kilbourn Ave.	690	58
19	N. Teutonia Ave. & W. Villard Ave.	346	7
20	N. Vel R. Phillips Ave. & W. North Ave.	407	48

Data source: DPW

Transit Passenger Counts

The Milwaukee County Transit System (MCTS) operates the bus system in Milwaukee, which has 5,100 bus stops and more than 55 routes. The City of Milwaukee operates The Hop, a streetcar that serves downtown, the Third Ward, and the Lower East Side. All MCTS buses have racks that hold two bicycles. Bicycles are allowed on the streetcar, but the number of bicycles on streetcars is not recorded.

Transit ridership decreased significantly during COVID-19 pandemic because of changing work situations, the closure of schools and businesses, and canceled events. Additionally, bus capacity was limited to 10 riders at the beginning of the pandemic, and was later raised to 15 passengers. Bus ridership citywide was down 58.0%. The decrease in ridership in the NRSAs was less (34.8%), which indicates the importance of public transit in these areas.

The Hop serves many tourist and event-related trips, both of which were impacted by the pandemic. The streetcar saw a 65.6% decrease in riders.

Transit Passenger Counts			
		Citywide	NRSAs
Bus passenger counts*	2020	11,869,973	6,837,069
	2019	18,759,457	10,480,485
Bike on bus counts*	2020	9,852	5,000
	2019	87,318	46,762
Streetcar passenger counts+	2020	261,303	N/A
	2019	760,321	N/A

Data sources: *MCTS, +DPW



An MCTS bus driver wearing a mask

Trail User Counts

The City has six permanent trail counters that continuously count the number of people biking and walking past these points. A map of the trail counter locations is on page 24.

Trail usage was the one measure in this section that saw significant increases in 2020. Overall, trail counts increased 19.0% from 2019. The months earlier in the COVID-19 pandemic saw even higher increases, with March 2020 counts 41.9% higher than March 2019 numbers.

More detailed information about trail counts, including monthly summaries, is available here: milwaukee.gov/TrailCounts

Trail User Counts			
1	Beerline Trail – E.Vienna Avenue*	2020	19,000
		2019	11,868
2	Hank Aaron State Trail – Potawatomi Circle	2020	30,621+
		2019	78,137
3	Kinnickinnic River Trail – E. Maple Street*	2020	97,928
		2019	84,953
4	Kinnickinnic River Trail – W. Rosedale Ave.*	2020	23,939
		2019	22,948
5	Marsupial Bridge	2020	239,712
		2019	215,492
6	Oak Leaf Trail – South Shore Park	2020	303,328
		2019	187,056

*Located in NRSA

+ The Hank Aaron State Trail counter was out of service January 1 – August 11, 2020

Data source: DPW



People biking on the Fratney Active Street

Shared Mobility Counts

Bublr Bike Share

Bublr Bikes, Milwaukee’s nonprofit bike share, operates 700 bikes at 58 stations located in the City of Milwaukee, with additional stations in the nearby suburbs of Wauwatosa and West Allis. Fifteen stations are located in NRSAs. A map of stations is located on page 24.

While total trips were down, Bublr Bikes did see its highest ridership for the year in the month of June, when it received a grant from the Greater Milwaukee Foundation’s Anonymous Fund to provide free 30-day passes. A total of 4,953 rides were taken with the passes, contributing to 10,016 trips starting in the City of Milwaukee that month. Twenty-eight percent of the trips taken with the free passes started in NRSAs. Racial and ethnic demographics of the free pass users closely match those of the City of Milwaukee, which is significant because, nationally, bike share users tend to be overwhelmingly white.

The planned 26-station expansion of Bublr Bikes did not take place in 2020, but is expected to be completed in late 2021 and early 2022. Nineteen of the new stations will be located in NRSAs.

Bublr Bike Share Trips			
		Citywide	NRSAs
Total trips	2020	44,282	4,783
	2019	74,702	8,752

Data source: Bublr Bikes

Dockless Scooters

The City of Milwaukee held a Dockless Scooter Pilot Study from July – November 2019. DPW staff recommended holding a second, year-long pilot to better understand how scooters fit into Milwaukee’s transportation landscape and had been preparing to launch this second pilot in 2020. However, due to the COVID-19 pandemic and shifting staff priorities, the second pilot was put on hold. A second pilot will take place in 2021.

An evaluation of the 2019 Dockless Scooter Pilot Study can be found at: milwaukee.gov/DocklessScooters



People checking out Bublr bikes

Safety

Fatalities and Serious Injuries

One of the main goals of Complete Streets is to make streets safer for everyone. It is important to track traffic fatalities and serious injuries in order to assess progress on this goal. The Milwaukee Police Department (MPD) reports crashes to the Wisconsin Department of Transportation (WisDOT). These data are available through the WisTransPortal Data Hub. Note that “motor vehicle” includes drivers and passengers of cars and people on motorcycles and mopeds.

Despite reported decreases in vehicle miles traveled, fatalities and serious injuries increased 11.0% citywide. Increases were even greater in NRSAs, with fatalities and serious injuries raising by 14.6%. Most concerning is the fact that fatalities for every mode of transportation doubled in the NRSAs, from 28 in 2019 to 56 in 2020.



People crossing N. 25th St.

Fatalities and Serious Injuries			
		Citywide	NRSAs
Pedestrian fatalities	2020	16	11
	2019	12	9
Bicyclist fatalities	2020	3	1
	2019	1	1
Motor vehicle fatalities	2020	61	43
	2019	41	18
Pedestrian serious injuries	2020	60	38
	2019	71	45
Bicyclist serious injuries	2020	5	3
	2019	11	6
Motor vehicle serious injuries	2020	278	170
	2019	245	154

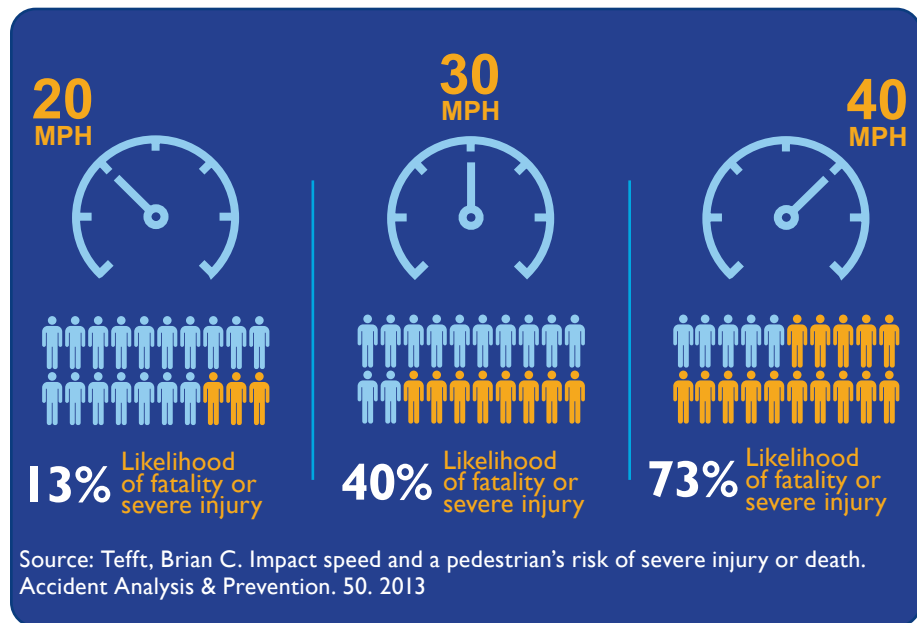
Data source: WisTransPortal

Serious Injury Rates

The serious injury rate is the number of pedestrian and bicyclist serious injuries divided by the total of all pedestrian and bicycle counts taken at the 20 control intersections listed in the “Intersection User Counts” section on page 31. Serious injury rates were not reported in 2019 because intersection counts were not taken.

Serious Injury Rates		
	Citywide	NRSAs
Pedestrian Serious Injury Rate	0.4%	0.6%
Bicyclist Serious Injury Rate	0.4%	0.4%

Data source: WisTransPortal and DPW



Speeding

Increased motor vehicle speeds are directly related to the safety of people walking and biking. Research indicates that higher motor vehicle speeds increase the probability of serious injuries or fatalities when a crash occurs. The image below and to the left shows this dramatic rise in risk as speeds increase. Street design has a considerable impact on speeds, and Complete Streets investments can reduce incidents of speeding and resultant high severity crashes. This measurement tracks speeding at the same 20 sites each year to evaluate citywide trends over time. The methodology for how locations were chosen was included in the Milwaukee Complete Streets Health and Equity Report 2019.

2020 was the first year speed data was collected, and some locations are worth noting. W. Hopkins St. between N. 31st St. and N. 27th St. had 60.1% of vehicles traveling more than 10 miles per hour (MPH) over the posted speed limit of 30 MPH. On the other end of the spectrum, vehicles on N. Fratney St. between E. Keefe Ave. and E. Locust St. traveled at an average of 17.2 MPH in a 25 MPH zone. N. Fratney St. is the location of one of the City’s first bicycle boulevards and the speed study was conducted after construction. Active Streets barricades were also present on the street, which may have also contributed to lower speeds.

The map on page 27 shows the locations where speed data were taken.

Selected Locations			Posted Speed Limit (PSL)	Average Speed	85th Percentile Speed*	% Vehicles more than 10 MPH over PSL
1	S. 2nd St.	W. Florida St. to W. National Ave.	30 MPH	25.7 MPH	31 MPH	3.5%
2	S. 6th St.	W. Historic Mitchell St. to W. Maple St.	30 MPH	24.7 MPH	31 MPH	0.8%
3B	N. 27th St.	W. Clarke St. to W. Meinecke Ave.	30 MPH	36.9 MPH	43 MPH	24.1%
4	S. 13th St.	W. Layton Ave. to W. Howard Ave.	35 MPH	38.4 MPH	43 MPH	8.5%
5	N. 26th St.	W. Wells St. to W. Wisconsin Ave.	25 MPH	24.5 MPH	29 MPH	1.2%
6	W. Hopkins St.	N. 31st St. to N. 27th St.	30 MPH	42.4 MPH	48 MPH	60.1%
7	W. Fond du Lac Ave.	W. Auer Ave. to W. Burleigh St.	25 MPH	31.0 MPH	37 MPH	6.3%
8	W. Dakota St.	N. 47th St. to N. 45th St.	25 MPH	20.2 MPH	25 MPH	0.2%
9	W. Center St.	N. 56th St. to N. 51st St.	30 MPH	32.2 MPH	37 MPH	6.5%
10	W. Silver Spring Dr.	N. 68th St. to N. 64th St.	35 MPH	37.8 MPH	43 MPH	8.6%
11	W. Capitol Dr.	N. 84th St. to N. 76th St.	35 MPH	40.6 MPH	46 MPH	17.8%
12	N. 91st St.	W. Good Hope Rd. to W. Mill Rd.	40 MPH	46.7 MPH	53 MPH	23.7%
13	S. Kinnickinnic Ave.	E. Becher St. to E. Lincoln Ave.	30 MPH	27.1 MPH	32 MPH	1.5%
14	W. Washington St.	S. 20th St. to S. 10th St.	30 MPH	22.1 MPH	27 MPH	0.5%
15	E. North Ave.	N. Oakland Ave. to N. Prospect Ave.	25 MPH	25.0 MPH	30 MPH	2.2%
16	N. Fratney St.	E. Keefe Ave. to E. Locust St.	25 MPH	17.2 MPH	20 MPH	0.0%
17	W. National Ave.	S. Layton Blvd. to S. 20th St.	30 MPH	31.9 MPH	37 MPH	5.9%
18	E./W. Kilbourn Ave.	N. Vel R. Phillips Ave. to N. Water St.	30 MPH	28.3 MPH	34 MPH	2.4%
19	W. Villard Ave.	N. Sherman Blvd. to N. Teutonia Ave.	30 MPH	28.1 MPH	33 MPH	1.9%
20	N. Doctor Martin Luther King Jr. Dr.	W. Meinecke Ave. to W. Garfield Ave.	30 MPH	34 MPH	39 MPH	11.4%

* 85th percentile speed means the speed at or above which 15% of people are driving



People crossing W. Washington St.

Perceptions

DPW and Milwaukee Safe and Healthy Streets distributed a survey in summer 2020 to gather information about resident perceptions of streets throughout the City of Milwaukee. The survey form included questions about enjoyment of walking and bicycling, perceptions of safety and security while walking and bicycling in the respondent's neighborhood, walking and bicycling activity during the previous week, physical and mental health, and basic demographic information. It also included opportunities for respondents to provide open-ended comments. The survey was offered in both English and Spanish.

The survey was distributed using two methods. First, it was mailed with a pre-stamped return envelope to randomly-selected addresses in all 15 alder districts. This method produced 158 responses (14.8% response rate). Second, a link to an online version of the survey was shared via e-mail and social media posts. This produced an additional 643 responses. Both distribution methods provided valuable information from Milwaukee residents. Because the mail method used a random process, it reached a more representative sample of the city, so the summary statistics reported in this section are based on the 158 mail responses.

Similar surveys will be distributed on a regular basis in future years by the City of Milwaukee and its community partners to benchmark changes in resident perceptions of their neighborhood streets. While 2020 is the base year for the survey, it is important to note that responses were provided during the context of the COVID-19 pandemic.

The full survey text, results, and lessons learned can be found at milwaukee.gov/CompleteStreets.

Perceptions		
Respondents who ENJOY each mode		
	Citywide	NRSAs
Walking	68.4%	47.6%
Bicycling	43.0%	10.8%
Bus	12.4%	18.2%
Auto (Driver)	53.0%	48.6%
Auto (Passenger)	49.3%	48.6%
Traffic Safety: Respondents who percieve each mode to be SAFE		
	Citywide	NRSAs
Walking	58.3%	26.2%
Bicycling	38.2%	13.2%
Bus	41.0%	22.9%
Auto (Driver)	57.7%	30.8%
Auto (Passenger)	55.6%	28.2%
Personal Security: Respondents who perceive each mode to be SAFE		
	Citywide	NRSAs
Walking	54.1%	25.6%
Bicycling	46.9%	13.2%
Bus	36.8%	18.2%
Auto (Driver)	64.7%	36.8%
Auto (Passenger)	62.2%	35.1%



Conclusion

At the beginning of 2020, most people would not have been able to predict the life-altering changes resulting from COVID-19 and the demands for racial justice that would take place throughout the year. The annual data collection done through the Milwaukee Complete Streets Health and Equity report is more important than ever to document the long-lasting impacts of this unprecedented year. Framing the report with a health equity lens will continue to emphasize the need for meaningful changes to ensure all Milwaukeeans experience the health, social, economic, and safety benefits that Complete Streets provide.

Though the year was difficult, it did require City staff to quickly adapt, resulting in new processes and programs that will last beyond the pandemic. New engagement techniques – whether outdoors or online – allowed more people to participate in projects in different ways. Programs like Active Streets and Active Streets for Business reimagined the use of the public right-of-way and made more space for people. The increase in trail usage also showed the importance of having access to safe, car-free spaces and will be important to track as peoples’ lives return to “normal.” Unfortunately, as noted, throughout the pandemic reckless driving and speeding continued, posing major barriers to people trying to walk and bike on our streets. The importance of redesigning Milwaukee’s streets so that people throughout the City can walk, bike, take transit, and drive safely – for transportation or recreation – became even more apparent in 2020.



People riding Bublr bikes on N. Broadway

Appendix:

Photo Credits

All uncredited photos and images courtesy the City of Milwaukee.

Cover: Sixteenth Street Community Health Centers

Page 18: Sixteenth Street Community Health Centers (left image)

Page 29: Milwaukee County Transit System

Page 31: Bublr Bikes

Page 38: Bublr Bikes

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