



Complete Streets Report 2025

Bart Griepentrog, AICP, CNU-A
Planning & Development Director

Leeann Butschlick
Director, Department of Public Works

Purpose

Per [Policy 52](#), which was adopted by the Shorewood Village Board of Trustees on August 4, 2025:

The Village will publish an annual report identifying how implemented projects have been impacted by this policy, comments related to how the policy could impact proposed future projects, and relevant available objective data. This report will be prepared jointly by the Director of Public Works and Planning & Development Director by January 31st of each year and shared with the Parks and Public Spaces Committee and Chair of the Public Works Committee, who will be responsible for sharing the report with the Village Board and other stakeholders.

Commitment

The Village of Shorewood is committed to designing, improving and maintaining its public right of way in a complete and connected manner to maximize the comfort, safety, and needs of all users of all ages and abilities, whether traveling on foot, by using mobility aids/devices, by transit, by bicycle or by motor vehicle.

The Village's transportation networks shall accommodate the needs of its most vulnerable users, including the full spectrum of age, physical abilities and access, and be designed and constructed so that such users can comfortably travel to and from their destinations safely in a reasonable amount of time. As the networks are improved, the requirement to accommodate all users does not mean that all modes will be equally accommodated in the final project; but it does mean that the Village will not presume that the primary mode of transportation within the village is the use of a motor vehicle or that the desires and safety of motor vehicle drivers is more important than that of other uses.

The Village acknowledges that the public right of way, when properly designed, creates spaces that are comfortable for all to use; delivers a platform to build community health and wealth; attracts residents and visitors; generates a sense of place; enhances livability; supports economic growth; and encourages physical activity. When poorly designed, the public right of way can create auto-centric places that are unsafe; encourage reckless driving; diminish personal and public health; increase the necessity of owning a vehicle; lead to isolation; and negatively impact the natural environment.

Process

The Village shall endeavor to maintain annual processes that provide opportunity for Complete Streets Stakeholders and community members to participate in the development of Complete Streets.

Once projects are identified in the Long Range Financial Plan, the Planning & Development Director will send annual notification to Complete Streets Stakeholders to review and invite comments and suggestions to be sent to the Director of Public Works, Village Manager or Village Board for future discussion of incorporation into project implementation. As projects are contemplated and budgeted, preliminary comments shall be reviewed and incorporated, as appropriate, into the project scope by Village staff prior to project approval.

This policy acknowledges that there may be times where more immediate action is required and recognizes the value of speed and creativity in implementing improvements to the public right of way. In those circumstances, the Traffic and Parking Regulation Request Program, Village Initiatives or Task Assignments shall be utilized to evaluate and react to requests for modifications or improvements.

How did the Complete Streets Policy impact projects, purchases, services or ordinances either completed, delivered or adopted in 2025?

- The Complete Streets Policy was adopted on August 4, 2025.
- Designed by the Wisconsin Department of Transportation, N. Lake Dr. was reconstructed within the village limits in 2025 inclusive of a new concrete roadway surface, approximately 1.2 miles of painted bike lanes, curb extensions at E. Edgewood Ave., E. Menlo Blvd., E. Jarvis St., E. Olive St. and E. Kensington Blvd., on-street ADA parking in front of Atwater Park, new Rectangular Rapid Flashing Beacons at E. Melo Blvd. and E. Jarvis St., and new street lights throughout the project.
- The Village Board adopted [Resolution 2025-10 Supporting the Safe Roads and Lives Act \(SB 375/AB 371\)](#) on October 6, 2025 in support of a proposal to allow the City of Milwaukee to undertake a pilot program to use traffic cameras to curb excessive speeding and red-light running at intersections.

- The Village’s 2026 annual budget, which was adopted on November 17, 2025, included up to \$65,000 to support the development of a Neighborhood Greenway Plan and Traffic Calming Program.
- The Village Board adopted [Ordinance 3077 Allowing the Police Department to Impound Vehicles Used in the Commission of Reckless Driving](#) on December 1, 2025.
- Transportation and Parking Requests (August 2025 – December 2025): None

How is the Complete Streets Policy expected to impact future proposed projects?

Projects identified in the Village’s [annual budget](#) will be directly impacted by the Complete Streets Policy. A general description of the proposed impacts is included below.

N. Oakland Ave. reconstruction - northern section (2026): The Village will be reconstructing N. Oakland Ave. from the intersection of E. Capitol Dr. to the northern Village limits. Although the project was designed prior to the adoption of the Complete Streets Policy, the following complete streets elements are included within the project:

- New concrete roadway surface
- Painted bike lanes without panel joints within
- Curb extensions (bump outs) to enhance pedestrian safety
- Rectangular Rapid Flash Beacons (RRFBs) at Elmdale Court and Glendale Avenue to enhance pedestrian safety
- Replaced and modified RRFBs at Jarvis Street
- Removed southbound right turn lane at Metro Market
- Upgraded accessible pedestrian (traffic) signals
- Bus shelters at the Kenmore Place bus stops

Neighborhood Greenways and Traffic Calming Program Initiative (2026): The Village will be hiring a consultant to lead a public planning process to design neighborhood greenways, inclusive of roadway improvements, and traffic and parking modifications to support complete streets. The Village’s Pedestrian and Bicycle Master Plan defined neighborhood greenways as roadways that prioritize people walking, bicycling or using other micro-mobility devices on low-traffic volume, low-speed local streets, often parallel to major roadways to provide longer routes of safety, comfort and connectivity within the village.

The consultant will also be tasked with developing a traffic calming program to facilitate the review and implementation of requests within the village in recognition of our context and capacity.

Projects identified in the Village's [Long Range Financial Plan 2026-2035](#) are expected to be funded in future budgets. Identifying how these projects, most notably future capital expenses, might be impacted by the Complete Streets Policy is a critical early step in the process, so that they may be planned, budgeted and implemented accordingly. The current plan's Project Implementation Schedule identifies the following:

- Except as noted below, no local roads, alleys or sidewalks are expected to be reconstructed until 2031.
- N. Oakland Ave. (south of the intersection at E. Capitol Dr.) will be reconstructed in 2030.

On October 9, 2025, the Planning Director participated in a walk-through of the southern section of N. Oakland Ave., which is scheduled for resurfacing in 2030 with the Chair and a member of the Pedestrian and Bicycle Safety Subcommittee of the Parks and Public Spaces Committee. The members identified potential improvements related to making this section of roadway more accommodating to pedestrians and bicyclists, including the following:

- Review overall roadway width, minimum lane widths and opportunities for lane reductions at the intersection of N. Oakland Ave. and E. Capitol Dr.
- Review of the need/impacts of the designated turn lanes at N. Oakland Ave. and E. Capitol Dr.
- Design roadway to slow traffic to travel to or under the speed limit, so as to encourage more drivers to yield to pedestrians
- Confirm adequate school zone signage
- Consider pedestrian enhancements, such as curb extensions and/or raised crosswalks, and signal review at the intersection of N. Oakland Ave. and E. Shorewood Blvd.
- Consider pedestrian enhancements, such as curb extensions, raised intersection treatments, center medians and/or RRFBs, at the intersections of N. Oakland Ave. and E. Beverly Rd., and E. Newton Ave. with the goal of not only enhancing pedestrian safety at those two specific

intersections, but also naturally encourage traffic on “south” Oakland to travel at or below the posted speed limit of 25 mph.

- Research bicycle and pedestrian enhancements, such as the continuation of bicycle infrastructure through the intersection, and curb extensions or center medians.
- Review of the need/impacts of the designated left turn lane (westbound) within the northbound travel lanes of N. Oakland Ave. at E. Menlo Blvd. with respect to traffic patterns, and pedestrian and bicycle accessibility.
- Research need/impact of midblock crosswalk on N. Oakland Ave. between E. Edgewood Ave. and E. Menlo Blvd. (similar to 4400 block of N. Oakland Ave.)
- Discuss opportunities for raised, separated or colored bike lanes within the roadway.
- Review opportunities for more street trees and planted parkways.
- Will/can any traffic, speed, crash, parking or pedestrian studies be performed prior to road design to gather data?
- Are there opportunities for transit enhancements? Bus bulbs, street furniture, etc.
- Review design of intersection at N. Oakland Ave. and E. Edgewood Ave. with City of Milwaukee for traffic calming, and pedestrian, bicycle and transit enhancements.
- Review opportunities for connectivity to/within River Park, including parking lot needs and configurations
- Review function and need for signalization versus traffic calming infrastructure (such as traffic circles) at E. Edgewood Ave., E. Menlo Blvd., E. Shorewood Ave. and E. Capitol Dr.
- Recognize the presence of the benefits of discouraging “cut through” traffic on E. Menlo Blvd. and N. Morris Blvd. when designing roadway.
- Discuss possibilities of camera assisted traffic enforcement or data collection
- Encourage long range redevelopment of the Shorewood Community Fitness Center to bring the building closer to the street and reduce/relocate off-street parking.
- Encourage long range redevelopment of SW, SE and NE parcels at N. Oakland Ave. and E. Menlo Blvd. to prioritize pedestrian scale of corridor.

- Street lighting improvements will continue through 2029.
- The possibility of relocating or reconstructing the Village’s Public Works facilities is expected to take place around 2027, which creates the opportunity for pedestrian and bicycle amenity enhancements, such as connectivity to the Oak Leaf Trail, in that area.
- Four refuse trucks, two in 2027 and two in 2029 are contemplated for replacement.
- Other projected vehicle replacements are identified on page 119 of the [2026 Village Budget](#).
- Lead service lines and water main replacements are projected annually through at least 2035.
- Annual update to the Long Range Financial Plan anticipated to be presented on June 15, 2026

Other Task Assignments

Safe Streets and Roads for All grant – E. Capitol Dr. (2027 - 2031): Milwaukee County has received an implementation grant to make improvements to the corridors of concern identified in their Comprehensive Safety Action Plan, including E. Capitol Dr. within Shorewood. Project selection, design and engineering is expected to occur in 2027 or 2028 with construction possible starting in 2029. Local matching funds (20%) will need to be identified in the Long Range Financial Plan and corresponding budget.

Exceptions Granted

Exceptions to this policy may be granted in limited circumstances, including when accommodation is not necessary due to prohibitions or lack of service, cost of accommodation is excessively disproportionate to the need or probable use, emergency repairs require immediate attention, routine maintenance that does not alter the roadway, and where reasonable and equivalent projects are present or planned. All exceptions shall be identified, documented and provided to the Public Works Committee by the Director of Public Works, or their designee, prior to project review and approval. As applicable, exceptions may be overturned by the Village Board.

- No exceptions to the policy were granted in 2025.

The dashboard identified four crashes involving pedestrians (three with injuries), and six crashes involving bicycle riders (five with injuries).

Bicycle Infrastructure

- Painted bicycle lanes and accommodations: approximately 10.5 miles total; including approximately 1.2 miles of bicycle lanes modified from accommodations in 2025 (N. Lake Dr.)
- Protected bike lanes: 0 miles total; 0 miles added