

**CITY OF WAUKEGAN**

**RESOLUTION NO. 22—R—11**

**RESOLUTION AUTHORIZING THE APPROVAL OF THE  
CITY OF WAUKEGAN'S COMPLETE STREETS POLICY**

**ADOPTED AND PASSED BY THE CITY COUNCIL  
OF THE CITY OF WAUKEGAN**

**ON THE 22<sup>nd</sup>  
DAY OF FEBRUARY, 2022**

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Waukegan, Lake County, Illinois, on the 23<sup>rd</sup> day of FEBRUARY, 2022**

  
CITY CLERK

**RESOLUTION AUTHORIZING THE APPROVAL OF THE  
CITY OF WAUKEGAN'S COMPLETE STREETS POLICY**

WHEREAS, the City of Waukegan seeks to provide opportunities for safe and effective transportation in a network that accommodates all modes of travel; and

WHEREAS, in 2019, the City of Waukegan organized a group comprised of community representatives and City staff with the assistance of the Active Transportation Alliance in order to develop a Complete Streets Policy (hereinafter "Policy") for the City of Waukegan; and

WHEREAS, in 2020, the City of Waukegan adopted a new Comprehensive Land Use Plan, which includes goals related to improvement of bicycle, pedestrian, and transit networks; and

WHEREAS, in 2021, the City of Waukegan adopted the Northern Lakeshore Trail Connectivity Plan, with the goal of connecting bicycle and pedestrian facilities between the communities of Waukegan, North Chicago, Beach Park, Zion, and Winthrop Harbor, and with Illinois Beach State Park; and

WHEREAS, transportation, quality of life, and economic development are all connected through well-planned, well designed, and context sensitive transportation solutions; and

WHEREAS, a Complete Street is defined as one that provides safe and convenient access for all users of the road, including pedestrians, bicyclists, transit users, and vehicular traffic; and

WHEREAS, Complete Streets also better accommodate the needs of people who use assistive devices, such as canes, walkers, and wheelchairs; and

WHEREAS, the City of Waukegan views all transportation improvements as opportunities to connect neighborhoods, calm traffic, improve safety, provide greater access and mobility for users of the public way, and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system; and

WHEREAS, the City of Waukegan Comprehensive Land Use Plan promotes a transportation principal that City of Waukegan residents should be able to drive, walk, or bike safely and conveniently throughout the City of Waukegan for daily needs and activities; and

WHEREAS, this policy will help support the City of Waukegan in securing funding for future Complete Streets projects from the Lake County Council of Mayors and other regional and state grants; and

WHEREAS, in 2021, state law change took effect with strong bipartisan support, thereby eliminating local matches for walking and biking infrastructure on state roads; and

WHEREAS, numerous jurisdictions in the United States have adopted Complete Streets Policies, including the State of Illinois, Lake County, the Cities of North Chicago and Highland Park, and the Village of Lakemoor; and

WHEREAS, the City of Waukegan strives to provide transportation options to maximize the independence and mobility of its growing and diversifying population;

NOW THEREFORE BE IT RESOLVED by the Mayor and City Council of the City of Waukegan, Illinois, that the City of Waukegan hereby adopts a Complete Streets Policy, the goals, elements, and procedures of which are as follows:

### **1. Vision and intent**

The City of Waukegan will improve the quality of life for its residents, workers, and visitors by enhancing its existing multi-modal transportation system. This will be accomplished by developing well-designed, inter-connected, and integrated systems of complete streets and corridors.

An integrated multimodal transportation network contributes directly to the safety, health, economic vitality, and quality of life of all residents, especially the most vulnerable. Non-automobile modes of transportation, such as bicycling, walking, and public transportation, will be included in transportation planning and project delivery in order to create a comprehensive and connected network of complete streets. Underserved populations will be prioritized throughout the planning process.

The transportation system of the City of Waukegan will be an equitable, balanced, and effective system where every transportation user can travel safely and comfortably. Persons of all ages, abilities and circumstances will be able to use their transportation mode of choice for trips including commuting, shopping, going to school or work, and recreating; and they will be able to meet their transportation needs safely, conveniently, reliably, affordably, and efficiently. Together, this integrated transportation system will support a healthy quality of life for all people, neighborhoods, community centers, cultural life, and businesses.

### **2. Prioritization of diverse users**

The City of Waukegan will strive to accommodate and educate users of all ages and abilities by prioritizing the needs of pedestrians, bicyclists and transit users; adapting to the needs of emergency responders and commercial vehicle drivers; and acknowledging vehicular use and safety. The complete streets project delivery process will prioritize underserved populations to ensure that access to a private automobile is not a barrier to travel, safety, health, employment, and housing.

### **3. Applicability across projects, phases, and jurisdictions**

All projects will start with a Complete Streets approach, where complete streets are incorporated into all phases of the process, including newly constructed roads, reconstruction and roadway

retrofits, resurfacing projects, repaving projects, and routine maintenance, where applicable, to allow all road users to move safely, comfortably, conveniently, and independently.

During construction projects and repair work, accommodations will be provided for pedestrians, cyclists, transit users, and vehicles to ensure safe and comfortable access is provided.

All facilities in public right-of-way, publicly or privately funded, will adhere to this Complete Streets Policy. The City of Waukegan will work with each transportation agency, including Illinois Department of Transportation (IDOT) and Lake County Department of Transportation (LCDOT), and other entities as appropriate, at the start of each project, to scope opportunities for the inclusion of complete streets elements, such as sidewalks, bicycle infrastructure, transit amenities, and intersection improvements.

The Engineering Department managing transportation projects for the City of Waukegan will ensure inter-departmental coordination. Departments will include Planning and Zoning, Public Works, City Council, and others. Each project will include an engineer's evaluation form noting any complete street elements and exceptions.

#### **4. Exceptions to the policy**

Exceptions to the policy are permitted under certain conditions. In this case, an effort shall be made to accommodate pedestrians and bicyclists elsewhere. Exceptions include:

- a. Accommodation for the specified users are prohibited, such as limited access highways or walking paths.
- b. Accommodation for the specified users are deemed unsafe due to traffic concerns as measured by Average Daily Traffic counts or other risk factors.
- c. A documented absence of current and future need as specified by local and regional long-range plans, including the most recent version of the City of Waukegan Comprehensive Land Use Plan, the Northern Lakeshore Trail Connectivity Plan, the Chicago Metropolitan Agency for Planning's Regional Trails and Greenways Plan, the Lake County Non-Motorized Plan, or other bicycle, pedestrian, or related plans.
- d. Cost of the facility is excessively disproportionate to the need or probable use expected over the next 20 years.
- e. Emergency repairs that require an immediate, rapid response will not require the addition of Complete Streets accommodation; however, opportunities to improve multi-modal access should be considered where feasible. Temporary accommodations for all modes currently served by the corridor should still be made.
- f. Projects that were initiated prior to adoption of this policy, where additional design and engineering costs would exceed the budget and/or impact the project timeline.

#### **5. Design guidelines and flexibility**

The City of Waukegan will consult the latest best practices when designing projects, including documents such as:

- American Association of State Highway and Transportation Officials (AASHTO)

- A Policy on Geometric Design of Highways and Streets
  - Guide for the Development of Bicycle Facilities
  - Guide for the Planning, Design and Operations of Pedestrian Facilities
- American Planning Association (APA)
  - Complete Streets: Best Policy and Implementation Practices
  - U.S. Traffic Calming Manual
- Federal Highway Administration (FHWA)
  - Manual of Uniform Traffic Control Devices (MUTCD)
  - PEDSAFE: Pedestrian Safety Guide and Countermeasures Selection System
  - Incorporating On-Road Bicycle Networks Into Resurfacing Projects
- Institute of Transportation Engineers (ITE): Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
- National Association of City Transportation Officials (NACTO)
  - Urban Bikeway Design Guide
  - Urban Street Design Guide
- U.S. Access Board: Accessible Public Rights-of-Way: Planning and Designing for Alterations
- Pace: Transit Supportive Guidelines
- Chicagoland Metropolitan Agency for Planning: Complete Streets Toolkit
- Active Transportation Alliance: Complete Streets Complete Networks

The above guidelines will serve as a starting point for all projects and will be adhered to where permitted on locally led and funded projects.

The City of Waukegan will review design manuals for guidance on projects led by other jurisdictions to identify opportunities for the inclusion of Complete Streets. Additional manuals that will be used on projects led by, controlled by, or funded by outside jurisdictions include the Illinois Department of Transportation's (IDOT's) Bureau of Design Environment and Bureau of Local Roads manuals, and the Lake County Division of Transportation design standards.

## **6. Land use and context**

The City of Waukegan includes complete street elements within its planning documents, including the Comprehensive Land Use Plan. The City of Waukegan will create context-sensitive Complete Streets that meet or exceed national best-practice guidelines. Design criteria will be based on the thoughtful application of context-sensitive engineering, landscape, architectural, environmental sustainability, and design principles.

Complete Streets elements considered for projects will be sensitive to the surrounding context including current and planned buildings, parks, trails, other adjacent land uses, roadway typologies, as well as its current and expected transportation needs.

Unintended consequences, such as involuntary displacement, shall be avoided when possible or addressed with equity and fairness to the affected party.

## **7. Performance measures**

Performance Standards. The City of Waukegan will collect and analyze data, and coordinate with other entities as needed, to track successes, modify design concepts, and update best practices that may include factors such as:

1. Total miles of bike lanes and trails built
2. Total linear feet of new pedestrian accommodations
3. Number of new bicycle parking spaces installed
4. Number of ADA accommodations built
5. Rate of children walking and bicycling to school
6. Bicycle counts on trails/paths
7. Number of transit improvements
8. Transit ridership
9. Motor vehicle traffic flow
10. Intersection safety analysis and other crash data

Other measures may be tracked at the project level including cost of project, potential number of users, traffic safety impact.

### **8. Project selection criteria**

When considering the various elements of street design, the City of Waukegan shall give priority as follows:

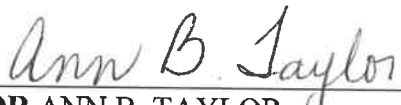
- a. Above all, safety is imperative, with pedestrian safety having the highest priority followed by the next most vulnerable types of users.
- b. Street design elements that encourage and support walking, biking, and transit trips in a manner that considers the context of the surrounding community as well as the broader urban design needs of the City of Waukegan.
- c. The City of Waukegan recognizes that not all modes can receive the same degree of accommodations on every street, but the goal is for users of all ages and abilities to safely, comfortably, and conveniently travel across and through the network.

### **9. Implementation**

The City of Waukegan will implement this Complete Streets Policy through the City Engineer. Simple and straightforward approaches to data collection, project review, capital improvement project prioritizations, plan adjustments, policy revisions, public official and staff trainings, project coordination, funding awards, and public hearings will be pursued, to ensure the highest possible return on investment of City and other public and private resources.

Passed and approved at a regular meeting of the Waukegan City Council on this **22<sup>nd</sup>** day of **FEBRUARY**, 2022.

RESOLUTION NO. 22—R—11

  
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MAYOR ANN B. TAYLOR

ATTEST:

  
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CITY CLERK JANET E. KILKELLY

Presented and Read at a regular meeting of the Waukegan City Council on the  
22<sup>nd</sup> day of FEBRUARY, 2022.

Passed and Approved at a regular meeting of the Waukegan City Council on the  
22<sup>nd</sup> day of FEBRUARY, 2022

**ROLL CALL:** Ald Florian, Ald Hayes, Ald Bolton, Ald Seger, Ald Moisio, Ald Kirkwood,  
Ald Newsome, Ald Turner, Ald Rivera.

**AYES:** Ald Florian, Ald Hayes, Ald Bolton, Ald Seger, Ald Moisio, Ald Kirkwood, Ald Newsome,  
Ald Turner, Ald Rivera.

**NAYS:** None.

**ABSENT:** None.

**ABSTAIN:** None.