



Engineering  
Department

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## **NOTICE OF MEETING**

The **Municipal Services Committee** of the Board of Trustees of the Village of Wilmette will hold a meeting on **Thursday, November 20, 2014 at 8:30 a.m.**, in the Second Floor Training Room at Wilmette Village Hall, 1200 Wilmette Avenue, Wilmette, Illinois.

At this meeting, the Municipal Services Committee will discuss the following:

1. Review and approval of the October 8, 2014 meeting minutes
2. Complete Streets Policy-- Discussion
3. Draft Crosswalk Policy-- Discussion
4. Old business

**Municipal Services Committee**

Trustee Julie Wolf, Chair

IF YOU ARE A PERSON WITH A DISABILITY AND NEED SPECIAL ACCOMMODATIONS TO PARTICIPATE IN AND/OR ATTEND A VILLAGE OF WILMETTE PUBLIC MEETING, PLEASE NOTIFY THE MANAGEMENT SERVICES DEPARTMENT BY TELEPHONE AT (847) 251-2700 [TDD No. (847) 853-7634] AS SOON AS POSSIBLE.



1200 Wilmette Avenue  
 WILMETTE, ILLINOIS 60091-0040

**MEETING MINUTES**

**MUNICIPAL SERVICES COMMITTEE OF THE VILLAGE BOARD**

**WEDNESDAY, OCTOBER 8, 2014**

**8:00 A.M.**

**TRAINING ROOM OF VILLAGE HALL**

Members Present: Trustee Julie Wolf, Chair  
 Trustee Alan Swanson  
 Trustee Cameron Krueger

Members Absent: None

Staff Present: Brigitte Berger, P.E., Director of Engineering Services  
 Jorge Cruz, Civil Engineer  
 Timothy J. Frenzer, Village Manager  
 Michael Braiman, Assistant Village Manager  
 John Prejzner, Assistant to the Village Manager  
 Scott Hilts, Engineering Project Manager

Guests Present: Trustee Carol Ducommun

**I. CALL TO ORDER.**

Trustee Julie Wolf, Chair, called the meeting to order at 8:00 a.m. Committee members Trustees Swanson and Krueger were present.

**II. APPROVAL OF MINUTES; MUNICIPAL SERVICES COMMITTEE MEETING OF AUGUST 25, 2014.**

Trustee Wolf directed the Committee’s attention to the draft minutes of the Municipal Services Committee meeting of August 25, 2014.

Trustee Krueger moved that the Committee approve the minutes. The motion was seconded by Trustee Swanson and approved by unanimous voice vote.

**The motion carried.**

**III. DISCUSSION OF HOME RULE SALES TAX**

Mr. Braiman reviewed the report noting the amounts scheduled for vehicles and infrastructure. He said staff is confident that they would like to address infrastructure first with the revenue from the home rule sales tax.

Ms. Berger reviewed the three primary options in the report for the Committee to consider:

Option 1 – Allocate all \$1.25 million annually to the engineering program, no new debt.

Option 2 – Issue \$1.7 million in new debt.

Option 3 – Issue \$5.2 million in new debt.

The Committee discussed the options presented and the consensus was to choose Option 2A to issue \$1.7 million in new debt to repair alleys and brick streets.

Ms. Berger said she has also been applying for grants for many of the roads that need repair.

**IV. OLD BUSINESS**

Ms. Berger said staff has finished removing 221 “25 mph” signs throughout the Village.

Ms. Berger also said staff has been provided with a Complete Streets Ordinance to review and noted that it is a very restrictive ordinance for the Village. Staff will review and try to provide suggestions to modify the ordinance. She said the biking community in Wilmette is advocating for the Village to be more bike friendly with the Complete Streets Ordinance.

Mr. Frenzer said a policy statement on how the Village intends to operate could also be done with adopting a Resolution rather than having an ordinance set policy in the Village Code.

Trustees Krueger and Swanson both stated that they believe Wilmette is a very bike and pedestrian friendly Village.

Ms. Berger said at the last Committee of the Whole meeting of the Village Board, it was suggested that the monuments on Sheridan Road at the entrance and exit

of the Village could also be used elsewhere in the Village. She said in 2008 the monuments were \$36,000 a piece and we would need eight to place elsewhere for entering and exiting the Village.

Trustee Wolf said she was on the Committee that designed the monuments and there was a grant to help fund the monuments. She said there was an intent that sometime in the future additional monuments could be placed by the expressway entrance to the Village.

Mr. Braiman said there are currently wooden entry signs that are in poor condition and need to be replaced. He would like to put money in the budget to replace the wooden signs next year.

The Committee also discussed reviewing the sign ordinance to allow different signage in the downtown area and possible street scape changes.

Mr. Frenzer said staff could work with the Chamber of Commerce for suggestions to improve the downtown business center.

## **V. ADJOURNMENT**

Trustee Wolf asked for a motion to adjourn. Trustee Swanson moved to adjourn the meeting. The motion was seconded by Trustee Krueger. No further discussion occurred on the motion. Voting yes: Trustee Wolf, Trustee Swanson and Trustee Krueger. Voting no: none. **The motion carried.**

The meeting was thereafter adjourned at 9:30 a.m.

Minutes Respectfully Prepared by Barbara Hirsch.



ENGINEERING  
DEPARTMENT

(847) 853-7660  
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Date: October 14, 2014  
To: Municipal Services Committee  
From: Brigitte Berger, P.E., Director of Engineering Services  
Re: Complete Streets Policy

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## **Recommendation**

Discussion of a draft Complete Streets Policy.

## **Background**

At the April 22, 2014 Village Board meeting representatives from Wilmette Citizens for Active Transportation (WCAT) gave a presentation to the Village Board outlining their goals. At President Bielinski's request the Municipal Services Committee was asked to meet with the group and discuss their goals, specifically the passage of a Complete Streets Ordinance.

## **Discussion**

On behalf of WCAT, Mr. Ken Obel prepared a draft ordinance for the Village's consideration. Staff reviewed the ordinance and has several concerns outlined below:

- An Ordinance is a legally binding document that strictly commits the Village to its terms and conditions. Staff believes a policy which outlines similar goals and objectives will better serve the Village now and in the future.
- The Comprehensive Plan is the primary planning document for the Village. The Plan already outlines pedestrian and transit-friendly policies related to transportation, land use and municipal infrastructure.
- The Ordinance commits future Village Boards to mandatory capital and infrastructure costs, which may or may not be feasible given other budget priorities.

- The procedural and design requirements outlined in the Ordinance will increase staff's workload and engineering fees for those projects which utilize engineering consultants.

As an alternative to the proposed Ordinance, staff recommends adopting a Complete Streets Policy that supports the same goals but adds flexibility to the implementation of the Complete Streets principals. Many of the goals and objectives referenced in the policy are practices already in place. As an example, when Sheridan Road was reconstructed, the travel lanes were reduced by half and a center turn lane and outside bike lanes were added. This project is actually an example used by Active Transportation's Alliance as an effective use of a "road diet". Similar accommodations are/will be considered for Locust Road and Central Avenue as part of the feasibility studies.

Documents Attached:

1. A Draft Ordinance Adopting a Complete Streets Policy prepared by Wilmette Citizens for Active Transportation
2. Draft Complete Streets Policy

ORDINANCE NO. 2014-\_\_\_\_\_

AN ORDINANCE ADOPTING  
A COMPLETE STREETS POLICY

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

WHEREAS, a “Complete Street” is defined as one that provides safe and convenient access for users of the road of all ages and abilities, including pedestrians, bicyclists, transit users, school students, the elderly, commuters, transit vehicles, and vehicular traffic;

WHEREAS, the Village President and Board of Trustees find that a strong multimodal transportation infrastructure has many benefits including reducing road congestion, improving the health of the community, invigorating local commerce, reducing household transportation costs, decreasing pollution and energy consumption, and providing travel options for those who cannot or prefer not to drive;

WHEREAS, the Village President and Board of Trustees find that Complete Streets are essential to providing safe and connected routes for people to travel throughout the Village and to neighboring villages, and in particular, to create safe routes to school for young children;

WHEREAS, the Village President and Board of Trustees find that Complete Streets are sound financial investments that provide long-term benefits;

WHEREAS, the Village President and Board of Trustees find that over 27 states and 600 regional and local jurisdictions have already adopted Complete Streets policies or made written commitments to do so, including the State of Illinois, the counties of Cook and DuPage, the cities of Chicago, Des Plaines, Blue Island, Evanston and Highland Park, and the Villages of Algonquin, Forest Park, Lakemoor, Hoffman Estates, Lemont, Palatine, Riverdale, and Tinley Park, among many others;

WHEREAS, the Village wishes to plan for implementation of bicycle and pedestrian improvements in the course of future transportation and Village development projects;

WHEREAS, the Village President and Board of Trustees find that the adoption of a Complete Streets policy is likely to open up access to new federal and state transportation funding sources, and to grants given by non-governmental entities;

WHEREAS, the Village has received an honorable mention from the League of American Bicyclists in its listing of “Bicycle Friendly Communities,” and wishes to take steps including the adoption of this Complete Streets policy to achieve the next-higher designation of “bronze”; and

**NOW, THEREFORE, BE IT ORDAINED BY THE PRESIDENT AND BOARD OF TRUSTEES** of the Village of Wilmette, Cook County, Illinois:

**SECTION 1:** *Incorporation of Recitals.* The foregoing findings and recitals, and each of them, are hereby made a part of Section 1 of this Ordinance and are incorporated herein by reference as if fully set forth verbatim.

**SECTION 2:** *Goals.* The Village shall plan for, design and construct all new transportation improvement projects to provide appropriate accommodation for pedestrians, bicyclists, transit riders, and persons of all abilities in accordance with Complete Streets practices, while promoting safe operation for all users.

**SECTION 3:** *Definitions.* For purposes of this Ordinance:

1. “Projects” means the construction, reconstruction, retrofit, alteration or repair of any public way or public space, including the work relating to planning, design, approval and implementation processes, improved placement and timing of traffic control signals, new or improved signage, pavement markings, reconfiguration of travel lanes, or any other permanent public way infrastructure. “Projects” does not include resurfacing, minor or routine upkeep of the public way such as sweeping, mowing, spot repair or interim measures of limited duration.

**SECTION 4:** *Implementation.*

- A. Bicycle and pedestrian ways will be given full consideration in Project planning and development.
- B. The Public Works Department and other appropriate Village personnel involved in the planning and implementation of Projects shall:
  1. Identify a process for documenting decisions that incorporates a Complete Streets analysis.
  2. Apply Complete Streets design and construction practices to each such Project.
- C. Projects involving mainly resurfacing are not subject to the requirements of subsection B. For these Projects, the Public Works Department shall consider opportunities for bicycle and pedestrian enhancements that can reasonably



be included within the existing scope and financial constraints of the Project, with special consideration to be given to public ways specifically identified for improvement in any bicycle, pedestrian, or similar plan that has been adopted by the Village.

- D. It being understood that exemptions are intended hereunder to be limited to exceptional circumstances, a Project may be exempted from the application of Complete Streets practices if, after the analysis required by subsection (A)(1) is completed, a finding is made by the Village Board of Trustees that:
  - (1) The Project is on a roadway where non-motorized use is prohibited by law, such as within interstate highway corridors; or
  - (2) The cost of applying Complete Streets practices on the Project would be excessive compared to the need or probable future use of the improvement.
- E. Within 12 months after the passage of this Ordinance, the Public Works Department shall designate a member of its staff as the Village-wide Complete Streets coordinator, who will be charged with ensuring that the goals of this Ordinance are achieved.
- F. The Village shall take advantage of available educational and training opportunities for its staff to improve proficiency in Complete Streets practices.
- G. The Village shall undertake efforts to develop and adopt a bicycle master plan as soon as reasonably practical after the passage of this Ordinance.

**SECTION 5: Standards.** In order to balance the needs of all infrastructure users and provide increased flexibility in design, the Village shall use design guidelines in accordance with the most recent and relevant standards available at the time. Examples of such guidelines are listed below. The Village may also consider innovative, non-traditional design options where it believes that a comparable level of safety for users can be achieved. All relevant Village staff shall review and update as necessary their plans, manuals, rules, regulations, and programs to reflect Complete Streets best practices.

- A. American Association of State Highway and Transportation Officials
  - 1. Guide for the Planning, Design and Operation of Pedestrian Facilities
  - 2. Guide for the Development of Bicycle Facilities (the “Green Guide”)
- B. National Association of City Transportation Officials — Urban Bikeway Design Guide
- C. Illinois Department of Transportation
  - 1. Bureau of Design and Environment Manual

- 2. Bureau of Local Roads Manual
- D. The Access Board —Pedestrian Right-of-Way Accessibility Guidelines
- E. FHWA — PEDSAFE: Pedestrian Safety Guide and Countermeasures Selection System
- F. Institute of Transportation Engineers — Designing Workable Thoroughfares: A Context Sensitive Approach
- G. American Planning Association
  - 1. U.S. Traffic Calming Manual
  - 2. Complete Streets: Best Policy and Implementation Practices
- H. Active Transportation Alliance — Complete Streets Complete Networks: A Manual for the Design of Active Transportation

**SECTION 6:** *Key Outcomes.* Success of this Complete Streets policy will be evaluated using the following performance measures:

- 1. Miles of new arterial streets with marked bike lanes (dedicated or shared).
- 2. Number of dedicated bicycle parking spaces created.
- 3. Linear feet of new sidewalks and other pedestrian accommodations.
- 4. Number of new ADA-compliant curb ramps installed.
- 5. Reduction in number and severity of motor vehicle crashes with pedestrians and bicycles.
- 6. Achievement of higher levels of certification as a Bicycle Friendly Community.

**SECTION 7:** *Severability.* If any section, subsection, paragraph, sentence or clause of this resolution or its application to any person or circumstance is held to be invalid or unconstitutional by any court of competent jurisdiction or administrative agency, the invalidity of that provision or application shall not affect, impair or invalidate any remaining section, subsection, paragraph, sentence or clause of this ordinance or its application.

PASSED: This \_\_\_ day of \_\_\_\_\_, 2014

AYES: \_\_\_\_\_ NAYS: \_\_\_\_\_ ABSENT: \_\_\_\_\_



**Village of Wilmette**

**Policies & Procedures**

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**Policy Topic: Complete Streets**

**Effective Date: TBD**

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### **1. Policy Statement**

This policy sets forth the procedures for incorporating Complete Streets principals into the design of capital projects, land use planning and transportation policies.

### **2. Definition**

A “Complete Street” is defined as one that provides safe and convenient access for users of the road of all ages and abilities, including pedestrians, bicyclists, transit users, school students, the elderly, commuters, transit vehicles, and vehicular traffic.

### **3. Benefits of a Complete Streets Policy**

- Transportation, quality of life, and economic development are all connected through an integrated, well-planned, well-designed and context-sensitive transportation infrastructure;
- A strong multimodal transportation infrastructure has many benefits including reducing road congestion, improving the health of the community, invigorating local commerce, reducing household transportation costs, decreasing pollution and energy consumption, and providing travel options for those who cannot or prefer not to drive;
- Complete Streets are essential to providing safe and connected routes for people to travel throughout the Village and to neighboring villages, and in particular, to create safe routes to school for young children;

### **4. Guidelines**

- Federal and state funded transportation improvement projects will include consideration of appropriate accommodations for pedestrians, bicyclists, transit riders, and persons of all abilities, while promoting safe operation for all users;

- Where feasible, capital projects will include improvements that enhance ADA accessibility;
- Capital projects will include traffic calming measures as approved by the Village's Transportation Commission and Village Board;
- At such time as the Village has an updated or revised bike plan that recommends new or enhanced bike facilities, the Village will consider incorporating such facilities into the capital plan and budget;
- The Village will encourage bicycle and pedestrian improvements in the course of future development projects;
- The Village will seek federal and state transportation funding sources to financially support capital improvements and planning grants consistent with Complete Streets practices.
- The Village will take advantage of available educational and training opportunities for its staff to improve proficiency in Complete Streets practices.

Approved by:

\_\_\_\_\_  
Village Manager

\_\_\_\_\_  
Date



**Date:** November 14, 2014

**To:** Municipal Services Committee

**From:** Brigitte Berger, P.E., Director of Engineering Services  
Daniel Manis, P.E., Civil Engineer

**Subject:** Policy on Pedestrian Crosswalks

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## **Recommendation**

Review and approval of a policy for the implementation of pedestrian crosswalks and pedestrian safety enhancements. This draft policy was approved by the Transportation Commission at their October 22 meeting.

## **Background**

Over the past several years, the Transportation Commission has taken the following steps toward evaluating the effectiveness of pedestrian safety enhancements at unprotected crosswalks. Unprotected crosswalks are pedestrian crossings not protected with a traffic signal, stop sign or yield sign.

February 2012 – The Commission was presented with pedestrian safety enhancement options and directed staff to develop a detailed pilot study.

July 2012 – The Commission approved a pedestrian safety enhancement pilot study at the unprotected crosswalks located at the intersections of Wilmette Avenue with 15<sup>th</sup> Street and Wilmette Avenue with Prairie Avenue. Treatments included the roadside Stop Here for Pedestrian signs, pavement markings, and curb extensions (bump-outs).

November 2012 – The Commission reviewed the first report prepared by Traffic Analysis and Design, Inc. (TADI) which quantified the compliance rate of drivers stopping for pedestrians that displayed an intent to cross the roadway. Compliance counts were taken prior to and soon after construction of the safety enhancements in order to evaluate their effectiveness. The Commission directed staff to complete a follow-up study in Spring 2013 to assess the effects on compliance rates over time due to only a small increase in compliance according to October 2012 data.

September 2013 – The Commission reviewed a second TADI report which indicated that compliance rates increased over time at the pilot study locations however better results were still desired. This report also evaluated the compliance rate of motorists at three unprotected crosswalks along Sheridan Road. The data showed that the in-street sign at Chestnut was the most effective. The Commission directed staff to complete an additional follow-up study in Spring 2014 to determine if the effectiveness of the safety enhancements at Wilmette Avenue & 15<sup>th</sup> Street continued to increase over time.

<b>Compliance Summary</b>	
Wilmette Avenue / 15th Street	
May 2012 (before)	8%
October 2012	13%
May 2013	25%
May 2014	38%
Sheridan Road (June 2013)	
Gillson Park	13%
Washington Ave.	6%
Chestnut Ave.	46%*
* - In-Street Pedestrian Sign	

April 2014 – The Commission reviewed a third TADI report which indicated that compliance rates continued to increase over time and supported development of a Village policy for implementing pedestrian safety enhancements at unprotected crosswalks.

## Discussion

The attached policy is intended to provide staff with defined standard procedures for evaluating where to install crosswalks and other safety enhancements. Typical enhancement options to be considered will include pedestrian crossing signage (In-Street or Roadside signs), pavement marking, curb extensions, refuge islands, and any other crosswalk treatment intended to increase safety.



It should be noted that pedestrian safety enhancements are not in the proposed 2015 budget. While pavement markings and signage are relatively low cost treatments and can be absorbed in the operations budgets, other enhancements like curb extensions (bump-outs) and refuge islands can be costly. Following are approximate cost ranges for common treatments.



Pavement Marking	\$100-\$500 Each Crosswalk
Pedestrian Signing	\$500 to \$1,500 Each Crosswalk
Curb extensions / Refuge Island	\$2,500 to \$10,000+ Each

If the policy is adopted, Village staff will propose funds for a designated Crosswalk Safety Enhancement Program be included in the annual budget. Additionally, if pedestrian treatments are identified on a road slated for rehabilitation, staff will include said treatments as part of the road improvements.

## Documents Attached:

1. Draft Policy for Implementing Pedestrian Safety Enhancements at Existing or Proposed Unprotected Crosswalks



**Policy Topic:** Pedestrian Crosswalks

**Effective Date:** TBD

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### 1.0 Purpose

To outline the proper use and placement of marked pedestrian crosswalks and corresponding pedestrian safety enhancements.

### 2.0 Definitions

**Pedestrian crosswalk:** In accordance with Section 3B.17 of the Manual of Uniform Traffic Control Devices (MUTCD) crosswalk markings provide guidance for pedestrians who are crossing the roadways by defining and delineating paths on approaches to and within signalized intersections, and on approaches to other intersections where traffic stops.

Crosswalk markings also serve to alert road users of a pedestrian crossing point across roadways not controlled by traffic signals or STOP signs.

At non-intersection locations, crosswalk markings legally establish the crosswalk.

**Pedestrian safety enhancements** include pedestrian crossing signage, pavement marking, curb extensions (bump outs), refuge islands, and any other crosswalk treatments intended to increase safety. **Pedestrian crossing signage** consists of the In-Street Pedestrian Crossing (R1-6a) sign, the Roadside Stop Here for Pedestrian (R1-5b) sign with supplemental state law plaque and Pedestrian Crossing (W-11-2) warning sign with supplemental downward pointing arrow (W16-7P) plaque.

**Unprotected crosswalks** are those at locations not controlled by stop signs or traffic signals.

### 3.0 Policy

The Village will consider installing crosswalks and corresponding pedestrian safety enhancements in order to:

- Improve driver awareness that Illinois statute requires them to stop for pedestrians within marked crosswalks and;
- Enhance the pedestrian environment of the Village by promoting safe pedestrian mobility and;
- Create a level of awareness among drivers, bicyclists and pedestrians that will increase safety for all modes of transportation.

**4.0 Guidance: (Reference MUTCD 3B.18)**

- Requests for new crosswalks or pedestrian safety enhancements at existing crosswalks shall be made in writing to the Director of Engineering Services.
- Crosswalks should be marked at all intersections where there is a substantial conflict between vehicular and pedestrian movements.
- At locations controlled by traffic control signals or on approaches controlled by STOP or YIELD signs, crosswalk lines should be installed where engineering judgment indicates they are needed to direct pedestrians to the proper crossing path(s).
- Marked crosswalks may also be considered at other appropriate points of pedestrian concentration, such as at loading islands, midblock pedestrian crossings, or where pedestrians could not otherwise recognize the proper place to cross.
- Crosswalk lines should not be used indiscriminately. An engineering study should be performed before they are installed at locations away from traffic signals or STOP signs. The engineering study should consider the number of lanes, the presence of a median, the distance from adjacent signalized intersections, the pedestrian volumes and delays, the average daily traffic (ADT), the posted or statutory speed limit or 85th-percentile speed, the geometry of the location, the possible consolidation of multiple crossing points, the availability of street lighting, and other appropriate factors.
- Because nonintersection pedestrian crossings are generally unexpected by the road user, warning signs should be installed and adequate visibility should be provided by parking prohibitions. If the In-Street Pedestrian Crossing Sign (R1-5b) itself would impede or obstruct any traffic movement, the Roadside Stop Here for Pedestrian sign (R1-5b) shall be considered.
- Pedestrian safety enhancement treatments at existing or proposed crosswalks shall be considered where feasible based on engineering judgment.
- Crosswalks and pedestrian safety enhancements shall be implemented when the Director of Engineering Services and the Police Chief concur that the enhancements are warranted based on the above criteria and with Village Board approval.

Approved by:

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Village Manager

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Date