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Lakewood City Council
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Noticed 09/25/24

PUBLIC NOTICE – HOUSING, PLANNING, & DEVELOPMENT

Housing, Planning, & Development Committee will meet Monday September 30, 2024 at 6:00 p.m. in the Auditorium of Lakewood City Hall at 12650 Detroit Avenue. The meeting is open to the public.

The meeting will be livestreamed on the City's website at the following link:

www.lakewoodoh.gov/councilvideos

PUBLIC COMMENT PROTOCOL (Updated 6/21)

The public is invited to comment on agenda items in person or by submitting a written comment in advance of the meeting using the eComment platform available [HERE](#). New users must create an eComment account.

The agenda is as follows:

Approval of the minutes of the July 22, 2024 Housing, Planning, & Development Committee

ORDINANCE 11-2024 - AN ORDINANCE to take effect immediately provided it receives the affirmative vote of at least two thirds of the members of Council to enact Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood, to address the livability and safety needs of Lakewood by building upon efforts to promote an equitable multimodal transportation system. (*1st read and referred to PC & PS 6/17/24; 2nd reading 7/1/24*)

RESOLUTION 2024-42 - A RESOLUTION to take effect immediately provided it receives the affirmative vote of at least two thirds of the members of Council to support the Complete Streets Initiative and to address the livability and safety needs of Lakewood by building upon efforts to promote an equitable multimodal transportation system. (*referred to PC & PS 6/17/24*)

Kyle Baker, Chair

Tom Bullock, Bryan Evans; Members

HOUSING, PLANNING, & DEVELOPMENT COMMITTEE

Individuals with disabilities who require accommodations for participation in meetings must request accommodations at least 3 business days ahead of the scheduled meeting. Contact Michelle Nochta at (216) 529-5906 michelle.nochta@lakewoodoh.net.

ORDINANCE NO. 11-2024

BY: BAKER, KEPPLER, & STREIBIG

AN ORDINANCE to take effect immediately provided it receives the affirmative vote of at least two thirds of the members of Council to enact Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood, to address the livability and safety needs of Lakewood by building upon efforts to promote an equitable multimodal transportation system;

WHEREAS, the main objectives of Complete Streets are to design, build, and maintain roads, including multi-use trails, that safely and comfortably accommodate all users of roadways of all ages and abilities, including pedestrians, bicyclists, shared mobility device users, motorcyclists, public transit and school bus riders, motorists, delivery and service personnel, freight haulers, and emergency responders;

WHEREAS, on April 15, 2024, City Council adopted Resolution 2023-73 that adopted the Active Transportation Plan and accompanying Safe Streets for All Plan which called for the adoption of a Complete Streets policies and legislation to ensure accountability measures for implementation;

WHEREAS, integrating sidewalks, low stress bicycle facilities, public transit amenities, and safe crossings in the initial design of a project spares the expense and complications of retrofits later;

WHEREAS, the City of Lakewood is committed to the creation of a network of Complete Streets that will encourage economic growth, increase property values, eliminate serious and fatal crashes through safety improvements, improve public health and fitness, reduce harmful emissions, and reduce the overall demand on or roadways by allowing people to replace motor vehicle trips with sustainable transportation options while also improving the environmental and social well-being of citizens;

WHEREAS, the desired outcome of the Complete Streets Ordinance is to create an equitable, balanced, and effective transportation system that prioritizes access and safety for the most vulnerable road users, where every roadway user can travel safely and comfortably, and where sustainable transportation options are available to everyone;

WHEREAS, the desired outcome of Complete Streets Ordinance will enable access to destinations such as schools, parks, healthy food retail establishments, public transit, and other destinations that are critical for health equity;

WHEREAS, the goals of this Complete Streets Ordinance is to create a comprehensive, integrated, and connected transportation network that supports dense, sustainable development and provides livable communities; to ensure safety, ease of use, and ease of transfer between modes for all users of the transportation system; and to provide context sensitive design flexibility for different types of streets, areas and users;

WHEREAS, the Complete Streets Ordinance is critical to achieving the goals of the Vision Zero commitment, which seeks to eliminate deaths and serious injuries from traffic crashes (City Council passed Resolution 19-9063 in 2019 in favor of achieving Vision Zero);

WHEREAS, the Complete Streets Ordinance is integral to achieving the goals of Lakewood's Climate Action Plan, which seeks to reduce harmful air emissions from the transportation sector, among other measures;

WHEREAS, other cities nationwide, including Cleveland, Pittsburgh, Baltimore, Phoenix, and Baton Rouge, have adopted Complete Streets policies and legislation in furtherance of these guiding principles; and

WHEREAS, as set forth in Section 2.12 of the Third Amended Charter of the City of Lakewood, this Council by a vote of at least two thirds of its members determines that this ordinance is an emergency measure and that it shall take effect immediately and that it is necessary for the immediate preservation of the public property, health, and safety; now, therefore

BE IT ORDAINED BY THE CITY OF LAKEWOOD, OHIO:

Section 1. That new Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood is hereby enacted, reading as follows:

Section 1. Definitions

For purposes of this ordinance, the following terms, not defined in the Codified Ordinances of the City of Lakewood, shall mean:

- (a) "Active Transportation" means being physically active for the purpose of transportation (typically biking or walking), and is distinct from being physically active for recreation.
- (b) "Active Transportation Plan" shall mean the Safe Streets for Lakewood Active Transportation Plan and Safe Streets for Lakewood Safety Action Plan adopted by Lakewood City Council on April 15, 2024 pursuant to Resolution Number 2023-73. The Active Transportation Plan shall be updated at least once every 10 years.
- (c) "Complete Streets" means the City's commitment to ensure that, when possible:
 - a. Roads safely and comfortably accommodate users including pedestrians, bicyclists, mobility devise users, motorcyclists, public transit users and motorists; and
 - b. Roadway projects add to the prevalence of trees and vegetation across Lakewood, as well as best practices for stormwater management; and
 - c. Roadway projects use sustainable and recycled materials.

- (d) “Complete Streets Policy” means the guidance and procedures developed by the Director of Public Works and the Director of Planning and Development (or their respective designees) that address the inclusion of Complete Streets elements in all types of projects within in the public right-of-way, including new construction, reconstruction, rehabilitation, repair, restriping, and maintenance of transportation facilities and development projects and can include the Active Transportation Plan (and any further update to the Active Transportation Plan approved by City Council).
- (e) “Connectivity” means the level to which travel routes are safe, accessible, and convenient for road users to use across varying distances without gaps.
- (f) “Planning Commission” means the Lakewood Planning Commission as defined and authorized in Section 7.2 of the Third Amended Charter of the City of Lakewood.
- (g) “Safe design” means with the intent of protecting all road users from death or injury.
- (h) “Transportation Projects” mean any project for which the City is the project sponsor and is responsible for providing the scope of work including new construction, reconstruction, rehabilitation, repair, resurfacing, restriping and maintenance of transportation facilities and development projects.
- (i) “Vision Zero” means a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all
- (j) “Vulnerable road users” means road users at risk due to lack of external protections, including pedestrians, cyclists, scooter riders, motorcyclists, and those with mobility, vision, and/or hearing challenges.

Section 2. That the Director of Public Works and the Director of Planning and Development (or their designees) shall plan, prioritize, implement, and enforce policies and guidelines related to Complete Streets in all types of Transportation Projects within the public right-of-way. Unless plans to individually construct new Complete Streets elements exist, the implementation of Complete Street elements shall be evaluated for all types of Transportation Projects within the public right-of-way.

Section 3. That the design of capital investments and Transportation Projects shall prioritize the most vulnerable road users and follow transportation standards and guidelines as adopted by the Director of Public Works and Director of Planning and Development to align with the intent of Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood. The standards and guidelines shall be made publicly available on the City’s website and can include the current City Council approved version of the Active Transportation Plan. The City shall use the best and latest design guidelines, standards, and recommendations available when considering methods or providing development flexibility within safe design parameters and balanced design solutions between user and modal needs. A balanced approach considers aspects

such as street design and width, curb bump outs, raised crosswalks, desired operating speed, hierarchy of streets, connectivity, wayfinding signs and signal variation from a human scale for the needs and comforts of all users.

The City shall consider innovative or non-traditional design options where accepted design standards allow flexibility. Design criteria shall be based on the thoughtful application of engineering, architectural, and urban principles in addition to prescriptive guidelines. Best practices related to street design, construction, and operations can be found in, but are not limited to: Standards, including the following: The Ohio Manual of Uniform Traffic Control Devices (OMUTCD), The Policy on Geometric Design of Highways and Streets (“Green Book”), and the Americans with Disabilities Act (ADA) Standards for Accessible Design; Guidelines, including the following: Publications from ODOT, including the Location and Design Manual, Publications from the American Association of Highway Transportation Officials (AASHTO), Publications from the National Association of Transportation Officials (NACTO), including the Urban Street design guides, publications from the Transportation Research Board, including the Highway Capacity Manual, NOACA’s Street Design Guidelines and Trail Crossing Typology Guidance, Cuyahoga County Complete Streets Toolkit, and processes, policies, and guidance adopted through the Vision Zero Taskforce; and Plans adopted by the Lakewood Planning Commission, including the following: the 2019 Community Vision (updated with recommendations from the Resiliency Task Force), the Climate Action Plan, the ADA Transition Plan, and Active Transportation Plan, as well as in-progress and future planning efforts.

Section 4. That Complete Streets elements on Transportation Projects conducted by the City that do not affect sub base, curbs and sidewalks shall be limited to minimal impact elements if it has been determined through the advisory process outlined in Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood that additional elements are unnecessary or infeasible. Minimal impact elements that may be included are pavement markings and lane reconfiguration to accommodate bicycle facilities and/or public transit lanes, signage for cyclists or pedestrians and the use of sustainable materials. The Planning Commission shall be the body that oversees and provides advisory guidance on the Complete Streets Policy.

Section 5. By January 1, 2025, the Public Works Department and Planning and Development Department shall coordinate with the Planning Commission to adopt a process for capital improvement prioritization and project review based on the Vision Zero Guidelines and the Active Transportation Plan, and guided by values established in 2019 Community Vision (updated with recommendations from the Resiliency Task Force), and other road-way specific plans adopted by the City. The Planning Commission shall use said process to maintain a corridor-specific Complete Streets implementation list that identifies applicable Complete Street elements for priority corridors to transmit to the Department of Public Works to integrate into project scopes and to City Council for review prior to the final authorization of funding for said Transportation Project. This implementation list can include the current list outlined in the most current version of the Active Transportation Plan. This timeline shall be incorporated in the early stages of street design as not to hinder project timeline. Projects that are not able to accommodate the Complete

Streets elements specified by the Planning Commission shall follow the formal exemption process outlined in Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood.

The Planning Commission shall review and provide feedback on project scope and design for all Transportation Projects in the City and consider exemption requests as outlined in Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood.

The Planning Commission shall conduct a post-construction evaluation of completed Transportation Projects to assess effectiveness and collect community feedback for the annual report.

The Planning Commission shall review this Section 901.23 Complete Streets of the Codified Ordinances of the City of Lakewood regularly and propose any necessary revisions (if revisions are deemed necessary).

Section 6. That exemptions for Transportation Projects to be considered include, but are not limited to, the following:

- (a) The Transportation Project involves a roadway on which non-motorized use is prohibited by law. In this case, an effort shall be made to accommodate active transportation users elsewhere;
- (b) Where the cost of accommodation is excessively disproportionate to the need or probable use. Financial hardship exists when compliance with Complete Streets policies and guidelines constitutes a minimum of twenty (20) percent of the total project cost;
- (c) Severe topographic or natural resource constraints;
- (d) There is documentation that there is an absence of use by all except motorized users now and in the future even if the street were a Complete Street;
- (e) Public transit enhancements when the street is not on a public transit route; and
- (f) The project scope and/or design does not meet the Complete Streets elements identified as relevant by the Planning Commission in the Complete Streets implementation list.

The Director of Public Works and Director of Planning and Development shall provide notice of all exemption requests to the Planning Commission and City Council. The Public Works and Planning and Development Departments must submit documentation to the Planning Commission indicating why the Transportation Project should be exempt. The documentation shall include how the Transportation Project will accommodate roadway users who will be adversely impacted by the exemption request.

Within 60 days of receiving an exemption request, the Planning Commission will review the exemption request, and provide comments to the Director of Public Works and Director of Planning and Development for determination, and the exemption request shall be made publicly available on the City's website. The Planning Commission shall hold at least one public hearing to receive and consider public input, which public hearing may be held as part of a regular monthly

Planning Commission meeting. If the Planning Commission rejects the exemption request, it shall go to City Council with 30 days for a final determination. If the Planning Commission accepts the exemption request by a majority vote of the present members, it is formally accepted.

Section 8. That all Transportation Projects approved under the Complete Streets Policy include provisions for an ongoing maintenance plan of the improvements. Alternative maintenance arrangements may be utilized to reduce the costs to the City for ongoing maintenance, such as maintenance agreements with adjacent property owners.

Section 9. That the Director of Public Works, and the Director of Planning and Development, with the advice and input from the Planning Commission shall provide an annual progress report to City Council, made readily available to the public, on the implementation of the Complete Streets Policy. The initial annual progress report shall be presented before Council on or about June 30, 2026. Thereafter, the annual report shall be prepared by the end of the second quarter of the following year and outline the previous year's accomplishments and list expected projects for the upcoming year. The annual report shall also serve to evaluate the performance and execution of the Complete Streets Policy. Evaluation of performance may be described by and shall include the following performance measures, if available:

- (a) Use data by transportation mode;
- (b) Pre- and post-project speed/crash data;
- (c) Feedback from the community;
- (d) Linear feet of sidewalks built and repaired;
- (e) Number of ADA accessible curb ramps built;
- (f) Miles of bicycle facilities built;
- (g) Number of bicycle amenities built by type;
- (h) Number of public transit accessibility accommodations built by type;
- (i) Number of curb bump outs installed;
- (j) Number and type of crosswalk and intersections improvements;
- (k) Number of public hearings held for Complete Streets projects;
- (l) Number of exemptions from Complete Streets Policy approved and for what reason;
and
- (m) Other relevant information from the Planning Commission's post-construction evaluation of completed Transportation Projects.

These measures must be compiled in partnership with relevant departments, including Public Works and Planning and Development, and reported to City Council and made available to the public on an annual basis.

Section 10. That this ordinance shall take effect and be in force from and after the earliest period allowed by law.

Adopted: _____

Sarah Kepple, President of Council

Maureen M. Bach, Clerk of Council

Approved: _____

Meghan F. George, Mayor

A RESOLUTION to take effect immediately provided it receives the affirmative vote of at least two thirds of the members of Council to support the Complete Streets Initiative and to address the livability and safety needs of Lakewood by building upon efforts to promote an equitable multimodal transportation system;

WHEREAS, the City of Lakewood has long been a proponent of accommodating all modes of transportation within the public right-of-way, including but not limited to travel by pedestrians, bicyclists, transit users, motorists, emergency and commercial vehicle operators, and includes people of all ages and abilities; and

WHEREAS, the City of Lakewood recognizes the importance of meeting the transportation needs of all its citizens by providing street networks that safely connect to all properties, creating a more livable and welcoming community to all citizens, regardless of age or ability; and

WHEREAS, the City of Lakewood was planned as a dense, walkable, streetcar community whereby public rights-of-way were designed with tree-lined streets, sidewalks, and other amenities to support public transit, vehicular, and active modes of transportation;

WHEREAS, the City of Lakewood is committed to the preserving and enhancing a network of streets that will continue to encourage economic growth, increase property values, eliminate serious and fatal crashes through safety improvements, improve public health and fitness, reduce harmful emissions, and reduce the overall demand on or roadways by allowing people to replace motor vehicle trips with sustainable transportation options while also improving the environmental and social well-being of citizens;

WHEREAS, the City of Lakewood adopted a Safe Streets for Lakewood Active Transportation Plan and Safety Action Plan on April 15, 2024, by Resolution 2023-73, provides guidance and direction consistent and compatible with Complete Streets principles, and

WHEREAS, continued support of Complete Streets principles enhances and increases the overall capacity of the City's transportation network for all users; and

WHEREAS, the City of Lakewood recognizes that non-motorized transportation options are an important means of transportation, with significant benefits for the environment and public health; and

WHEREAS, the goals of Complete Streets are to preserve and enhance a comprehensive, integrated, and connected transportation network that supports dense, sustainable development and provides livable communities; to ensure safety, ease of use, and ease of transfer between modes for all users of the transportation system; and to provide context sensitive design flexibility for different types of streets, areas and users;

WHEREAS, the incorporation of Complete Streets is critical to achieving the goals of the Safe Streets for All commitment, which seeks to eliminate deaths and serious injuries from traffic crashes;

WHEREAS, integrating sidewalks, low stress bicycle facilities, public transit amenities, and safe crossings in the initial design of a project spares the expense and complications of retrofits later;

WHEREAS, Complete Streets may include facilities and amenities, including but not limited to: sidewalks and pedestrian safety improvements such as medians, curb extensions and crosswalks; ADA (Americans with Disabilities Act) accessible curb ramps and accessible pedestrian signals; transit shelters and signs and improved pedestrian and bicycle access to transit stops and stations; bicycle detection at intersections and wide travel lanes, bike lanes, or shared use lanes; bicycle parking facilities; street trees, landscaping, street lighting, street furniture; pavement markings and signs; and adequate drainage facilities, including opportunities for storm water quality treatment facilities.

WHEREAS, as set forth in Section 2.12 of the Third Amended Charter of the City of Lakewood, this Council by a vote of at least two thirds of its members determines that this resolution is an emergency measure and that it shall take effect immediately and that it is necessary for the immediate preservation of the public property, health, and safety; now, therefore,

BE IT ORDAINED BY THE CITY OF LAKEWOOD, OHIO:

Section 1. That the City of Lakewood supports Complete Streets principles.

Section 2. That the City of Lakewood Departments will consider Complete Streets principles in the transportation planning process for the design, construction, operation, and maintenance of new and reconstruction transportation projects in the public right-of-way. Specifically, the design and development of the transportation project should improve conditions for all users by:

- Considering accommodations for users of all ages and abilities and be sensitive to the context of the project setting. Complete streets are not a one size fits all; every project may look different.
- Designing context-appropriate facilities in accordance with available standards and guidance that best ensures safety and efficient operation for all users. The design of facilities for bicyclists, pedestrians and transit facilities should follow recognized design guidelines and standards, such as the Ohio Department of Transportation (ODOT) Multi Modal Design Guide, American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities, AASHTO's Policy on Geometric Design of Highways and Streets, the Institute of Transportation Engineers (ITE) Context Solutions Guide, Americans with Disabilities Act Accessibility Guidelines, Public Right-of-Way Accessibility Guidelines (PROWAG), Federal Highway Administration (FHWA) Separated Bike Lane Design Guide, National Association of Transportation City Officials (NACTO) Design Guides and other recognized and acceptable design publications.

- Prioritizing safety equally for all modes of transportation. Safety improvements for any one mode will not be minimized to achieve an improved level of service for any one mode.
- Coordinating with adjacent jurisdictions to ensure consistency of facilities.
- Including the transit agency (if applicable) in the project development process to ensure that sufficient accommodation of transit vehicles and access to transit facilities is provided.
- Demonstrating how the project advances multimodal connectivity and access to adjacent land uses and destinations within the corridor.
- Anticipating likely future demand for all modes and not preclude the provision of future improvements.
- Utilizing design criteria based on the thoughtful application of engineering, architectural and urban design principles such that all projects shall make the Region a more appealing, enjoyable, and sustainable place in which to live and work.
- Recognizing that street trees are a critical component of public infrastructure and shall be considered for all projects. Priority shall be given to native species and must be appropriate for the site.

Projects must consider bicycle, pedestrian and transit access improvements in the planning and design of their proposed project. In particular, sidewalks, bike facilities, street crossings, pedestrian signals, signs, street furniture, transit stops and facilities, and all connecting pathways should be designed, constructed, operated and maintained so that all modes and pedestrians, including people with disabilities, can travel safely and independently. Projects may not warrant consideration for complete streets elements if one or more of the following conditions are met:

- The project is limited exclusively to resurfacing or other maintenance type activities. In these cases pavement striping for bike lanes, crosswalks, signage or other low cost bicycle and pedestrian countermeasures should still be recommended.
- Bicyclists and pedestrians are prohibited by law from using the transportation corridor – or the proposed infrastructure is not covered by established Ohio Department of Transportation design guidance. In these instances, a greater effort may be necessary to accommodate bicyclists and pedestrians as an alternate to the transportation corridor.
- The cost of establishing bikeways or walkways that meet applicable standards would exceed 20% of the cost of the transportation components of the larger project or impart delays in project implementation that would cause a breach of existing consent decree or other timebound requirements. The cost percentage is not a target for expenditure; it is a benchmark for assessing when provision of bicycle or pedestrian facilities is too costly for consideration.
- There are extreme topographic or natural resource constraints.
- The project is located on a low-volume roadway (ADT is less than 1000) that is not projected to carry significant bicycle or pedestrian usage, or that does not carry or provide access to fixed route transit service.
- Existing infrastructure, major utility conflicts, and/or roadway alignment does not allow such improvements.
- Improvements are beyond the existing Right-of-Way.
- Improvements are not eligible under project funding requirements.

Exceptions to the Complete Streets Policy shall be documented in a manner deemed appropriate by the appropriate Department with supporting data which indicates the basis for the request.

Section 3. It is hereby found and determined that all formal actions of this Council concerning and relating to the adoption of this Resolution were passed in an open meeting of this Council, and that all deliberations of this Council and of any of its committees that resulted in such formal action, were in meetings open to the public, in compliance with all legal requirements including R.C. Section 121.22.

Section 4. This resolution is hereby declared to be an emergency measure necessary for the immediate preservation of the public peace, property, health, safety and welfare in the City and for the usual daily operation of the City for the reasons set forth and defined in the preamble to this ordinance, and provided it receives the affirmative vote of at least two thirds of the members of Council this resolution shall take effect and be in force immediately upon its adoption by the Council and approval by the Mayor, or otherwise it shall take effect and be in force after the earliest period allowed by law.

Adopted: _____

Sarah Kepple, President of Council

Maureen M. Bach, Clerk of Council

Approved: _____

Meghan F. George, Mayor