MEMORANDUM

TO: Mayor Chris Beutler
Pedestrian and Bicycle Advisory Committee
StarTran Advisory Board

CC: Thomas Shafer, Acting Director of Public Works and Utilities
David Cary, Director of Planning
Chad Blahak, Director of Building and Safety
Judy Halstead, Director of Health
Lynn Johnson, Director of Parks and Recreation
David Landis, Director of Urban Development
City of Lincoln, City Council
Lincoln-Lancaster County Planning Commission

FROM: Kellee Van Bruggen, Transportation Planner

SUBJECT: Complete Streets – 2015 Annual Report

DATE: March 1, 2016

Purpose and Background

On September 12, 2013, Mayor Beutler signed Executive Order (EO) No. 086476 and Administrative Regulation (AR) No. 35 establishing a policy for the development of Complete Streets. This EO/AR was also endorsed by the Urban Development Department, Public Works and Utilities Department, Planning Department, Parks and Recreation Department, Health Department and the Building and Safety Department.

According to the EO/AR, the Planning Department, in conjunction with other departments, is responsible to provide Mayor Beutler, the Pedestrian and Bicycle Advisory Committee (PBAC) and the StarTran Advisory Board with an annual report. Specifically, the EO/AR states:

> *The Planning Department, in conjunction with all City departments, shall provide an Annual Report to the Mayor, Pedestrian and Bicycle Advisory Committee and StarTran Advisory Board which outlines the progress made toward implementing this policy. The Annual Report may include the review of all current street standard plans, guides, regulations and standard drawings, and the identification of barriers to the development of Complete Streets.*

The purpose of the annual report is to update the Mayor, PBAC and the StarTran Advisory Board as to the work Staff is doing to implement the EO/AR. This annual report covers the efforts undertaken by the Implementation Team during 2015.

Complete Streets are public and private streets that include some combination of appropriate infrastructure as determined by the surrounding context, that accommodate all modes of transportation, including private vehicles, public transportation, walking, and bicycling.

Implementation Team

Coordinator:	*Kellee Van Bruggen (Planning Dept.)*
Public Works and Utilities:	Thomas Shafer/Kris Humphrey, Lonnie Burklund
Parks and Recreation:	Terry Genrich/Sara Hartzell
StarTran:	Brian Praeuner
Planning:	David Cary, Steve Henrichsen
Urban Development:	Wynn Hjermstad
Health:	Mike Heyl, Chris Schroeder
Building and Safety:	Terry Kathe

Work Tasks / Accomplishments

Complete Streets Implementation Team Meetings

During 2015, the Complete Streets Committee held a total of 10 meetings to discuss current and ongoing projects which have been outlined in this annual report. An agenda is determined based on upcoming projects from various city departments and other issues that have a complete streets component that warrant a discussion. Meeting were held on the following days during 2015:

- Thursday, January 29th
- Wednesday, February 25th
- Monday, April 4th
- Thursday, May 7th
- Thursday, June 11th
- Thursday, July 16th
- Friday, August 21st (site visit of sidewalk connection projects)
- Tuesday, September 1st
- Tuesday, October 27th
- Tuesday, December 15th

Discussions regarding possible ordinance change to the Prohibited Use of Skates, Skateboards, Coasters, and Toy Vehicle Ordinance

The Complete Streets Committee reviewed the proposed update to Ordinance 10.24.010 which was seeking to expand the prohibited use boundary in the downtown/West Haymarket district. A Peer City review, which was completed in 2014, compared Ordinance 10.24.010 to similar ordinances in eight other communities including: Denver, CO; Omaha, NE; Minneapolis, MN; Madison, WI; Kansas City, MO; Iowa City, IA; Des Moines, IA; and Ann Arbor, MI. Given that skateboarding has become a popular transportation option, it was determined that it may no longer be reasonable to ban skates, skateboards, coasters, and toy vehicles from areas near campus, especially where new off-campus housing is currently being constructed. After a discussion with the City Attorney and the Lincoln Police Department, the committee requested changing the ordinance to reflect the ban of certain behaviors that lend to property damage over an outright ban. This discussion is ongoing and the committee will continue to discuss the ordinance once a draft is shared.

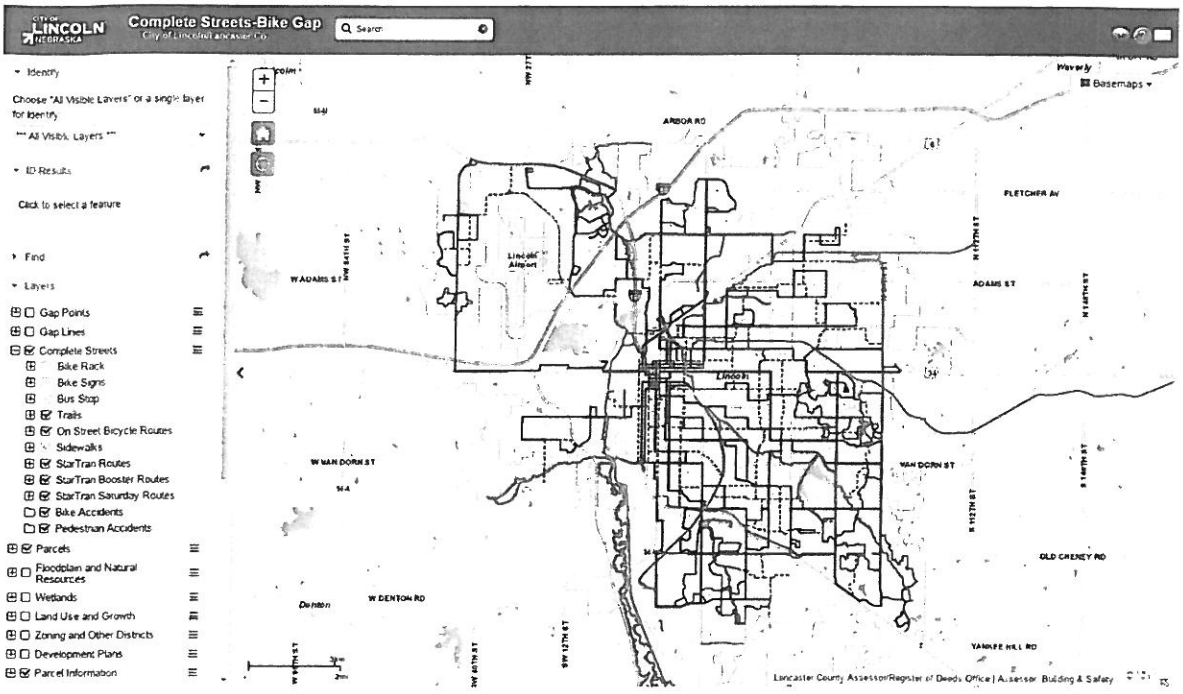
Bicycle Parking

The Complete Streets Committee provided $3,000 to fund bicycle parking with the budgeted Pedestrian and Bicycle Capital Program funding in the FY 15 and FY 16 budget years. Discussions were held at the committee level to determine where the bicycle parking should be located. A sub-committee was formed with representatives from Planning, Public Works and Utilities, Urban Development, and Downtown Lincoln Association to discuss possible on-street parking or other right-of-way bike parking options. The sub-committee proposed an on-street bike parking location in the Haymarket in front of Bread and Cup and additional bike parking along the N Street corridor in available sidewalk space. Final decision-making for this process is ongoing with project implementation occurring in 2016.

Gap Analysis

A Gap Analysis Study was completed in January 2015 in order to understand available information affecting the implementation of Complete Streets. A copy of this Gap Analysis Study can be found on the City of Lincoln's website at: http://lincoln.ne.gov/city/plan/reports/GapAnalysis.pdf. The gap analysis is a snapshot of the current transportation network and outlines where gaps (i.e. gaps in sidewalks, trails, transit, etc.) in the system are currently located. In conjunction with developing the written study, an online and interactive map was launched. The map is a tool for the committee as it can be updated as projects are completed, new data becomes available, or new gaps are identified. As an example of this, a sidewalk connection project was identified as a need in the Wedgewood Manor neighborhood and was evaluated by the committee. The sidewalk connection was added to the online analysis tool and will be discussed as future funding is available. The map will continue to be updated with various projects and needs that come through the committee and used in future project discussions.

Online Gap Analysis Tool



Trail Counters

The group A Partnership for a Healthy Lincoln (PHL) approached the city about additional funding that could be used for an equipment purchase. The city partnered with PHL and Great Plains Trails Network (GPTN) to purchase one mobile counter and four permanent counters. The mobile counter has been purchased and received. City staff tested the mobile counter for two weeks in fall 2015. The mobile trail counter is intended to be used for special events (i.e. Streets Alive, etc.) and weeklong counts along the trails network that are not currently served by permanent counters. The four permanent counters will go out for bid in early 2016 with installation occurring in 2016. The addition of four permanent counters and the availability of the mobile counter will allow for the development of a fully functional counting system on the trails network.

Long Range Transportation Plan and Comprehensive Plan Updates

The Planning Department has started the process of updating the Long Range Transportation Plan (LRTP) and Comprehensive Plan. Both plans have a 20 year horizon and evaluate how the transportation network will need to function based on the projected growth in the 20 year timeframe. Elements of Complete Streets play a role in the development of these plans. Complete Streets offers multi-modal travel options throughout the city that assist with congestion management. Updates with the Complete Streets Implementation Team will be ongoing throughout the LRTP and Comprehensive Plan update process.

Project Selection

The Fiscal Year 2014/15 – 2019/20 Capital Improvement Program (CIP) included for the first time a budget item for Pedestrian and Bicycle Capital Program. In each programmed year, $50,000 has been appropriated for "Complete Streets" type projects bringing the six year total to $300,000 for projects that fit within the Complete Streets scope. The projects initially selected by the committee included:

- Trail/Neighborhood Connections:
  - Arlington Street (north side) connection to the Rock Island Trail – estimated cost $16,000
  - Dunn Avenue (west side) ADA and connection to Helen Boosalis Trail – estimated cost $11,000
  - 29th Street (north side) connection to the MoPac Trail – estimated cost $34,000
  - 52nd Street (east side) connection to the MoPac Trail – estimated cost of $20,000
- Bike Route Signage along priority routes - $10,000 allocated
  - 8th St, 14th St, J St, Y St, Idylwild Dr, 40th St, and Sheridan Blvd
- Bike Racks - $3,000 allocated
  - Bread and Cup on-street location and N Street corridor

Initially these projects were selected to be completed in the first year of the CIP (2015); unfortunately, the costs of project implementation were more expensive than the budget allowed. Each of the project costs were higher than the initial estimate listed above. The 29th Street connection to the MoPac Trail presented additional drainage difficulties. Before moving forward with the project, a Hydrology Study will need to be conducted. The committee chose to move forward with the study but the construction of the 29th Street connection is on hold pending the outcome of the study.

The remaining selected and funded projects will be completed in 2016 and have gone out to bid resulting in costs that fit within the available budget.

StarTran Transportation Development Plan

StarTran briefed members of the Complete Streets Committee on the status of the Transit Development Plan (TDP) throughout its development and will continue to do so until the plan has been approved. Members of the Implementation Team also served on the TDP staff and guidance committees throughout the process.

N Street Cycle Track

Regular updates and discussion on the N Street Cycle Track project were held during Complete Streets meetings. Now that the project has been completed and has opened for use, the committee will discuss any adjustments needed. There will be a grand opening/ribbon cutting event in April 2016 that the committee will receive updates on.

Bike Share

In September 2014, the Lincoln/Lancaster County Planning Department hosted a Bike Share workshop for local stakeholders. Since the workshop, efforts to fund a bike share program, including submitting a Congestion Mitigation and Air Quality (CMAQ) funding request through the Nebraska Department of Roads and meetings with possible stakeholders have taken place. The Planning Department was awarded the CMAQ funds of $600,000 in March 2015 and have worked with various city staff and the Nebraska Department of Roads on moving forward with the project. Planning staff has worked with local groups and businesses to provide the matching funds for the CMAQ grant as well as future operational and maintenance costs through sponsorship of the program. All of the matching funds have been acquired and the first year of operational/maintenance funds have been acquired (total of $373,334). The city anticipates a bike share program in place in 2016. Regular updates and discussion on the status of the bike share project have been held and will continue to be held at Complete Streets Committee meetings.

Project Review

Each representative on the Implementation Team is responsible for identifying projects within their department and in the development stages that should be reviewed by the Complete Streets team. This review identifies Complete Streets applications which had been applied to Public Works and Utilities, StarTran, and Parks and Recreation 2015 projects. To note, outside of the Complete Streets Committee, Public Works and Utilities invites departmental review of projects through their monthly coordination meetings and site plans are made available electronically for comment and review. Many of these projects, while not formally reviewed by the Complete Streets Implementation Team, did receive review by staff that included Complete Streets considerations and applications in the final design.

2015 Formal Project Review

Project	Location	Complete Streets Application
Bike Racks	Downtown/Haymarket area	Complete Streets funded project
Bike Route Signage	8th Street, 14th Street, J Street, Randolph Street, Sheridan Boulevard, 40th Street, Y Street, and Idylwild Drive	Complete Streets funded project
Billy Wolff Trail Project	Randolph to 27th Street	Fix to trail that had numerous problems due to initial construction. Trees planted in anticipation of trees that would be cut down along this section of the trail.
Arterial Street Surge Construction Projects	City-wide	Inquired if there would be an opportunity to fix sidewalks and crossings with this project. Most of the work was to be done within the curb lines but some sidewalk work would be done where it made sense or was warranted.
Dunn Avenue Sidewalk Connection Project	Dunn Avenue and Helen Boosalis Trail	Complete Streets funded project.
Arlington Avenue Sidewalk Connection Project	Arlington Avenue and Rock Island Trail	Complete Streets funded project.
29th Street Sidewalk Connection Project	29th Street and MoPac Trail	Complete Streets funded project. (Delayed due to funding and hydrology constraints)
52nd Street Sidewalk Connection Project	52nd Street and MoPac Trail	Complete Streets funded project.
Bike Share	City-wide program	CMAQ funds received to install a 15 station/100 bike system in Lincoln. Added transportation option.
StarTran Transit Development Plan	City-wide transit program	Transit Route updates; public involvement; policy updates.
Municipal Code Review of Status of Bicyclists in Crosswalks	City-wide	On hold pending State Legislation LB 716

2016 Priority Work Items

The following items are expected to be addressed by the Complete Streets Committee in 2016:

- Review applicable 2016 design year infrastructure projects for Complete Streets opportunities as well as review what was built in the past construction year. Continue to identify projects under design and at an appropriate stage to review as well as to create a record of review. Such identification will include the Complete Streets concepts applied to the specific project, those which are not applied and why.

- Project implementation and evaluation of the Complete Streets funded projects.

- Continue to refine the project identification and review process based on experience. The goal is further refinement of the Gap Analysis to increase efficiency and effectiveness of the process as well as to promote Complete Streets projects and concepts. All updates should be reflected in the maintenance of the Gap Analysis tool.

- Continue to examine plans, City policies and other guidance for Complete Streets conformance, including the Lincoln Standard Plans.

- Continue to review Ordinance 10.48.170 "Riding on Sidewalk and Sidewalk Space Regulated" in similar manner that Ordinance 10.24.010 "Skates, Skateboards, Coasters and Toy Vehicles" was undertaken for bicycle use on sidewalks and move forward with potential changes to both ordinances.

- Continue to coordinate with Parking Services on status of bicycle parking in public garages and continue discussions regarding on-street bike parking using available funds of $3,000 designated by the Complete Streets Committee.

- Track implementation of projects using Complete Streets funding in CIP process.

- Discuss need for additional funds for Complete Streets projects and research how additional funding may allow for additional or larger scale projects in advance of next Capital Improvement Program budget cycle.

- For remaining funds from the FY 15/16 budget year, if available, identify and evaluate additional projects from project selection cycle.

- Track state level legislative efforts applicable to Complete Streets.

- Track LB 716 which considers the repealing of the mandatory side path law and updating the legal status of bicyclists in crosswalks where bicycle facilities cross streets at signalized intersections.

- Hold discussions on updates to the Long Range Transportation Plan (LRTP) and Comprehensive Plan related to Complete Streets in relation to prioritization of projects with Complete Streets elements.