

# MEMORANDUM

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

**CC:** Miki Esposito, 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  
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**SUBJECT:** Complete Streets – 2016 Annual Report

**DATE:** March 6, 2017

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## 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 2016.

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**

<i>Coordinator:</i>	<i>Kellee Van Bruggen (Planning Dept.)</i>
Public Works and Utilities:	Thomas Shafer, Lonnie Burklund
Parks and Recreation:	Sara Hartzell
StarTran:	Brian Praeuner
Planning:	David Cary/Paul Barnes, Steve Henrichsen
Urban Development:	Wynn Hjermsstad
Health:	Mike Heyl, Chris Schroeder
Building and Safety:	Terry Kathe
Lincoln Police Department:	Captain Jason Stille

## **Work Tasks / Accomplishments**

### Complete Streets Implementation Team Meetings

During 2016, the Complete Streets Committee held a total of seven 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. Meetings were held on the following days during 2016:

- Tuesday, January 12<sup>th</sup>
- Thursday, February 11<sup>th</sup>
- Tuesday, April 5<sup>th</sup>
- Tuesday, May 3<sup>rd</sup>
- Thursday, June 16<sup>th</sup>
- Tuesday, August 16<sup>th</sup>
- Tuesday, December 13<sup>th</sup>

### Ordinance change to the Prohibited Use of Skates, Skateboards, Coasters, and Toy Vehicle Ordinance

The Complete Streets Committee worked with the City Attorney on revising Ordinance 10.24.010 which worked toward removing the prohibition of skates, skateboards, and coasters on sidewalks while adding language prohibiting reckless, dangerous, and damaging behavior. The Ordinance was presented to City Council in late 2016 and formally passed in January 2017.

## Ordinance changes related to bicycling in Lincoln

The Complete Streets Committee worked with the City Attorney on revising several ordinances related to bicycling to bring the City Ordinances in line with existing state law. The changes included: amending Title 10 of the Lincoln Municipal Code relating to the Right-of-Way for bicycle riders by amending the definition of “Bicycle” in Section 10.02.050; amending the definition of “Crosswalk” in Section 10.02.090; adding a new Section numbered 10.02.335 for the definition of “Shared-Use Path”; adding a new Section numbered 10.14.135 entitled “Clearance When Overtaking Bicycles”; amending Section 10.14.180 to include more specific instructions for turn right hand signal to be used by any person operating a bicycle; adding a new Section numbered 10.30.055 entitled “Drivers to Exercise Due Care with Pedestrians”; amending Section 10.48.150 entitled “Left Turns”; adding a new Section numbered 10.48.165 entitled “Overtaking and Passing Rules”; amending Section 10.48.170 entitled “Riding on Sidewalk and Sidewalk Space Regulated”; amending Section 10.54.070 entitled “Operation on Freeway or Sidewalks Prohibited”; and repealing Sections 10.02.050, 10.02.090, 10.14.180, 10.48.130, 10.48.140, 10.48.150, 10.48.170, and 10.54.070 of the Lincoln Municipal Code. These changes were approved by City Council at the end of 2016.

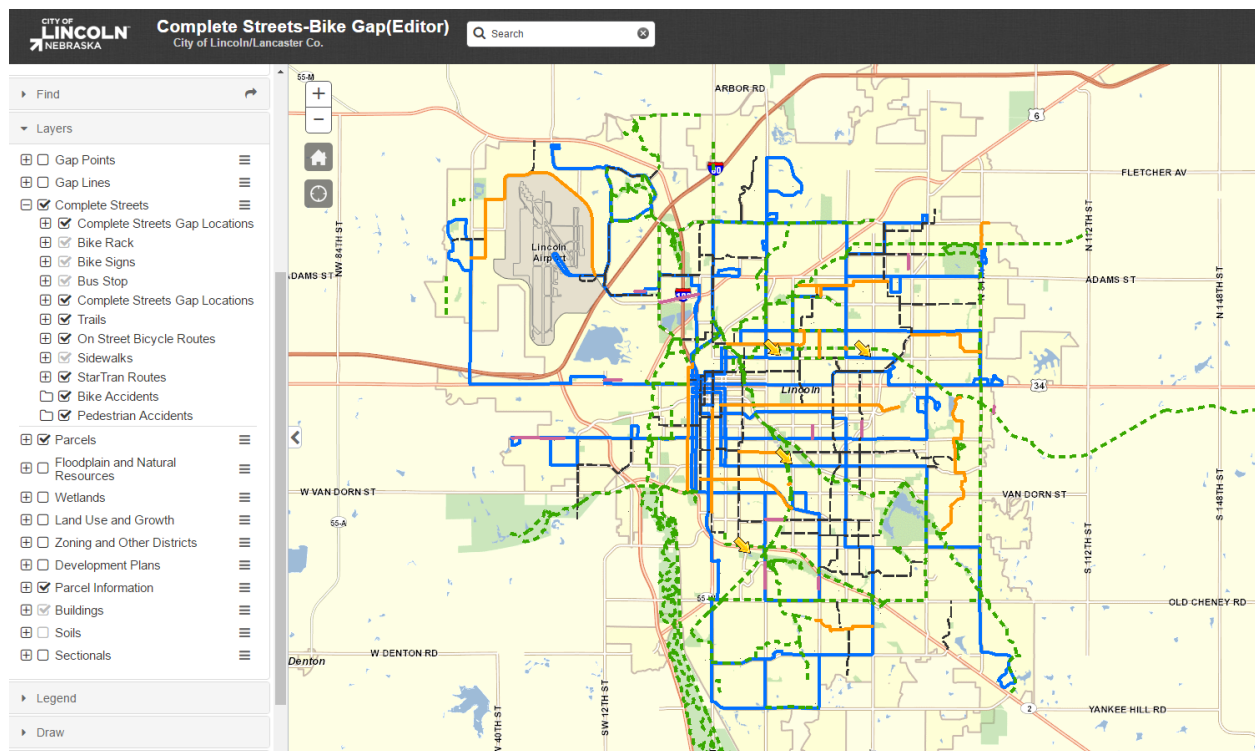
## Bicycle Parking

The Complete Streets Committee provided \$5,000 to fund bicycle parking with the budgeted Pedestrian and Bicycle Capital Program funding in the FY 15 and FY 16 budget years. Partnership for a Healthy Lincoln (PHL) had available funds at the end of their grant year and provided an additional \$10,000 to be allocated for bike parking. The new bike racks will be installed in city right-of-way and on-street in the downtown area. City staff is working with Downtown Lincoln Association to install the new inverted-U bike racks in spring 2017.

## 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, two additional sidewalk connection projects were identified as a need and were evaluated by the committee. These sidewalk connections were added to the online analysis tool and will be discussed as future funding is available. The map has been updated with the new StarTran routes that were implemented in November 2016. 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

Partnership for a Healthy Lincoln (PHL) approached the City about additional funding that could be used for an equipment purchase. Parks and Recreation partnered with PHL and Great Plains Trails Network (GPTN) to purchase one mobile counter and four permanent counters at a total cost of \$21,920. The mobile counter was purchased in the fall of 2015 and was placed in six locations around the city in 2016. 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 were purchased in the fall of 2016 and will be installed once the ground has thawed in spring 2017. 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.

The City of Lincoln publishes trail counts, including the N Street Cycle Track, on the Bike Lincoln webpage at: <http://lincoln.ne.gov/city/plan/bike/trailcountmap.htm>

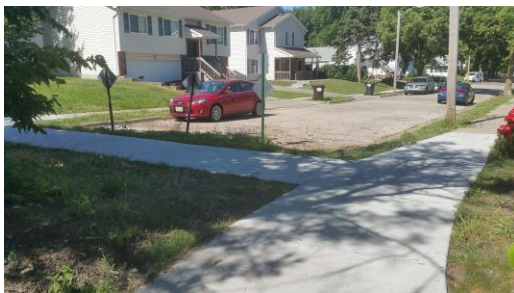
## Long Range Transportation Plan and Comprehensive Plan Updates

The Planning Department and the MPO updated the Long Range Transportation Plan (LRTP) and Comprehensive Plan in 2016. Both plans have a 24 year horizon and evaluate how the transportation network will need to function based on the projected growth in the 24 year timeframe. Elements of Complete Streets play a role in the development of these plans. Complete Streets offer multi-modal travel options throughout the city that assist with congestion management and air quality. Updates with the Complete Streets Implementation Team were 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 selected by the committee included:

- Trail/Neighborhood Connections - \$87,143 spent (completed)
  - o Arlington Street (north side) connection to the Rock Island Trail (completed)
  - o Dunn Avenue (west side) ADA and connection to Helen Boosalis Trail (completed)
  - o 52<sup>nd</sup> Street (east side) connection to the MoPac Trail (completed)
- Bike Route Signage along priority routes - \$10,000 allocated (completed)
  - o 8<sup>th</sup> St, 14<sup>th</sup> St, J St, Y St, Idylwild Dr, 40<sup>th</sup> St, and Sheridan Blvd
- Bike Racks - \$5,000 allocated (in progress)
  - o Bread and Cup on-street location and N Street corridor



*Arlington Street Connection*



*Dunn Avenue Connection*



*52<sup>nd</sup> Street Connection*

Partnership for a Healthy Lincoln provided additional \$10,000 towards bike route signage along:

- J Street, Sumner Street, S. 28<sup>th</sup> Street, Holdrege Street, Adams Street, Manatt Street, N. 20<sup>th</sup> Street, S. 37<sup>th</sup> Street, and S. Cotner Boulevard

The Complete Streets Committee received updates concerning the project status and will continue to receive updates as the projects are completed.

### StarTran Transportation Development Plan

StarTran briefed members of the Complete Streets Committee on the status of the Transit Development Plan (TDP) throughout its development. The TDP was completed in April 2016. Members of the Implementation Team 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 and continue to monitor its usage with daily counts. A grand opening/ribbon cutting event was held in April 2016 with several committee members assisting in the planning of the event.

### Big Jump Project Application

The Big Jump Project is a three-year effort to help 10 places achieve a big jump in biking by building a network of safe and comfortable places to ride and engaging the community. Members of the Complete Streets Committee assisted in preparing the application. While the City of Lincoln was not selected for this project, the goals and objectives of the program fit within the scope of Complete Streets and the committee may want to move forward with evaluating the bike network in further detail.

### Bike Friendly Community Application

The Bicycle Friendly Community Program provides a roadmap to improve conditions for bicycling. Several members of the Complete Streets Committee prepared the application for the Bicycle Friendly Community application. The City of Lincoln received notice of the renewed designation at a Bronze level. The City of Lincoln will evaluate the suggestions from the League of American Bicyclists and continue to enhance the bikeability of the community.



## Bike Share

The Lincoln/Lancaster County Planning Department was awarded the Congestion Mitigation and Air Quality (CMAQ) funds of \$600,000 in March 2015 and has 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 and the first year of operational/maintenance funds have been acquired (total of \$373,334). The City anticipates having a bike share program in place in 2017. 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 2016 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.

## 2016 Formal Project Review

Project	Location	Complete Streets Application
Bike Racks	Downtown/Haymarket area	Complete Streets funded project
Bike Route Signage	8 <sup>th</sup> Street, 14 <sup>th</sup> Street, J Street, Randolph Street, Sheridan Boulevard, 40 <sup>th</sup> Street, Y Street, and Idylwild Drive	Complete Streets funded project
84 <sup>th</sup> Street and Northern Lights	Intersection and City-wide	Discuss pedestrian activated button locations in regard to accessibility and snow removal clearance.
10 <sup>th</sup> Street Bridge	South of Charleston Street to Stadium Drive	Pedestrian concerns with bicycles moving too fast on bridge.
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.
52 <sup>nd</sup> Street Sidewalk Connection Project	52 <sup>nd</sup> 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; sidewalk/trail connections from bus stops to destinations.
State Legislation LB 716	City-wide and State-wide	Review and discussed State Legislation LB 716 provisions regarding pedestrians and bicyclists
Municipal Code Review of Status of Bicyclists in Crosswalks	City-wide	Reviewed and discussed proposed changes to bicycle ordinance.
Municipal Code Review of Skate, Skateboards, Coasters and Toy Vehicles	City-wide	Reviewed and discussed proposed changes to skates, skateboards, coasters, and toy vehicle ordinance.
Long Range Transportation Plan (LRTP) and Comprehensive Plan	City-wide	Performance Measures and on-street bicycle facilities discussion.
16 <sup>th</sup> /17 <sup>th</sup> Street Concept	N. 16 <sup>th</sup> Street between Q to W; N. 17 <sup>th</sup> Street between Q to X; Vine between N. 16 <sup>th</sup> and Antelope Valley Parkway	Possible addition of on-street bike facilities with right-of-way changes.



## 2017 Priority Work Items

The following items are expected to be addressed by the Complete Streets Committee in 2017:

- Review applicable 2017 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 coordinate with Parking Services on status of bicycle parking in public garages and continue discussions regarding on-street bike parking using available funds designated by the Complete Streets Committee.
- Track implementation of projects using Complete Streets funding in CIP process on the Bike Lincoln website.
- 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.
- Track state level legislative efforts applicable to Complete Streets.
- Project selection for 16/17 and 17/18 Complete Streets funds.
- Update the Bicycle and Pedestrian Capital Plan with an emphasis on On-Street Bicycle Facilities.
- Implement bike share and track usage.
- Install four new permanent bike counters and implement a city-wide counting program.