

# MEMORANDUM

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**TO:** Mayor Leirion Gaylor Baird  
Pedestrian and Bicycle Advisory Committee  
StarTran Advisory Board

**CC:** Elizabeth Elliott, Director of Lincoln Transportation and Utilities  
David Cary, Director of Planning  
Chad Blahak, Director of Building and Safety  
Patricia Lopez, Director of Lincoln-Lancaster County Health  
Lynn Johnson, Director of Parks and Recreation  
Dan Marvin, Director of Urban Development  
City of Lincoln, City Council  
Lincoln-Lancaster County Planning Commission

**FROM:** Stephanie Rouse, Transportation Planner

**SUBJECT:** Complete Streets – 2021 Annual Report

**DATE:** February 22, 2022

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## Purpose and Background

The Complete Streets Policy has been in place since September 12, 2013, when then Mayor Beutler signed Executive Order (EO) No. 086476 and Administrative Regulation (AR) No. 35. The goal of this action was to put an emphasis on the design of all public and private streets in Lincoln to incorporate not just private vehicles, but public transportation, walking, bicycling, and ADA accessibility. Support from the Urban Development Department, Lincoln Transportation and Utilities Department, Planning Department, Parks and Recreation Department, Lincoln-Lancaster County Health Department and the Building and Safety Department is instrumental to achieving this goal.

According to the EO/AR, the Planning Department, in conjunction with other departments, is responsible to provide the Mayor, 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 2021.

### Committee Representation

The project coordinator is Stephanie Rouse from the Planning Department. Below are the representatives from each department that serve on the Complete Streets Committee.

Department	Staff Member
Lincoln Transportation and Utilities	Thomas Shafer, Dan Carpenter, Roberto Partida
Lincoln Parks and Recreation	Sara Hartzell, Bobby Bartja
StarTran	Brian Praeuner
Lincoln-Lancaster County Planning Department	Paul Barnes, Steve Henrichsen
Urban Development	Wynn Hjermstad
Lincoln-Lancaster County Health	Mike Heyl, Chris Schroeder
Building and Safety	Terry Kathe
Lincoln Police Department	Captain Donald Scheinost

### 2021 Accomplishments

#### Complete Streets Meetings

During 2021, the full Complete Streets Committee held a total of three meetings to discuss current and ongoing projects which have been outlined in this annual report. New in 2021 was the creation of two subcommittees to focus on policy and funding. The policy subcommittee met three times in 2021, while the funding subcommittee met four times.

Agendas are 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 2021:

Full Committee	Funding Subcommittee	Policy Subcommittee
March 30, 2021	June 2, 2021	May 27, 2021
June 28, 2021	October 13, 2021	June 7, 2021
November 12, 2021	October 27, 2021	December 14, 2021
	December 8, 2021	

### L RTP and Complete Streets Policy

The L RTP was adopted in December of 2021 and included several sections related to Complete Streets. The Complete Streets policy in the L RTP states, “Plan, design, build, and maintain streets to provide travel mode choice and to accommodate people of all ages and abilities.” Nine action steps accompany this policy which is expanded upon on page 8-5 of the L RTP. Many of these action steps are included in the 2022 priority work items at the end of this report. The full L RTP is available at <https://www.lincoln.ne.gov/City/Departments/Planning-Department/MPO/L RTP>.

### Complete Streets

**POLICY:** Plan, design, build, and maintain streets to provide travel mode choice and to accommodate people of all ages and abilities.

The City of Lincoln adopted a [Complete Streets Policy](#) through an Executive Order/Administrative Regulation in 2013. Complete Streets are public and private streets that include some combination of appropriate infrastructure, as determined by the surrounding context, to accommodate all modes of transportation, including private vehicles, public transportation, walking, and bicycling. An interdepartmental steering committee continues to encourage design and operation of a transportation system that reflects this transportation policy. The group coordinates projects relating to design, planning, construction, reconstruction or rehabilitation of public and private streets, or development projects that would substantially impact or cause construction of public or private streets between City departments. Funding has been directed to the Complete Streets Policy initiative to address known gaps and to demonstrate the potential outcomes of implementing the policy. As part of this effort, streets are identified as best candidates for improvements that accommodate multiple travel mode choices to develop a network of complete streets for the community. Not all streets need to be built as complete streets to accomplish this.



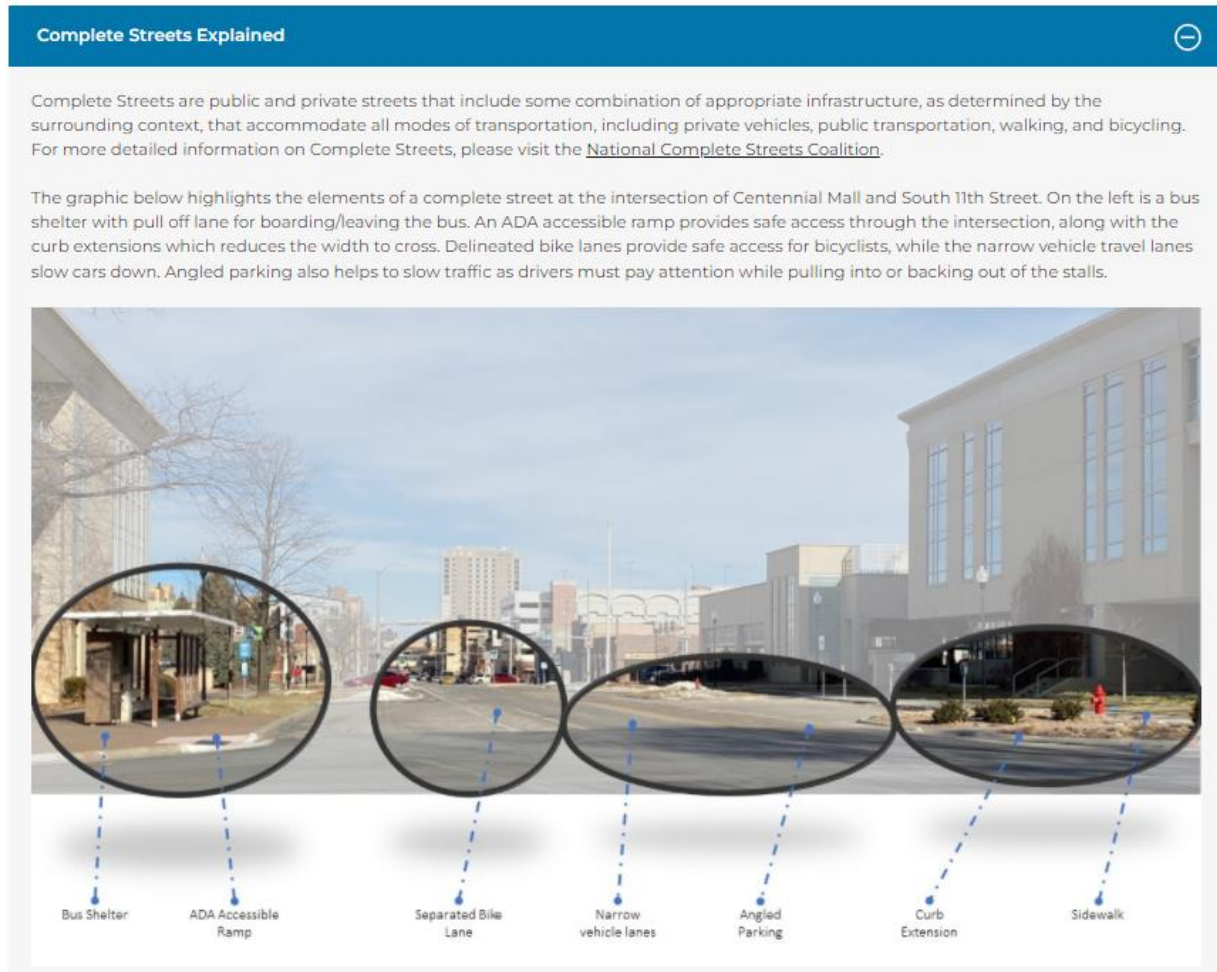
### Bicycle Parking

In 2020 the Complete Streets Committee had set aside funds to fund a bike rack request program and began to work on a request form and process. This program did not advance in 2021 and instead work began on a mobile app to map all bicycle rack locations in Lincoln. All downtown and Business Improvement District locations had previously been mapped. Mapping bicycle racks throughout Lincoln is a priority work item at this time and while it may not be feasible to map every rack in Lincoln, the goal is to have most of the racks mapped by the end of the year. The committee will then determine how to move forward with the bike rack program.

## Complete Streets Website

The Committee reviewed the Bike Lincoln site in 2020 and agreed that it would make sense to create a Complete Streets page that was separate but interacted with Bike Lincoln and the LTU Active Transportation pages. In 2021 the page (<https://www.lincoln.ne.gov/City/Departments/Planning-Department/MPO/Complete-Streets>) was updated with additional information and graphics describing what comprises a complete street as well as previous annual reports. In 2022, an interactive map will be added to make it easy to see the work funded and completed by the committee.

**Figure 1:** Section on the updated Complete Streets website

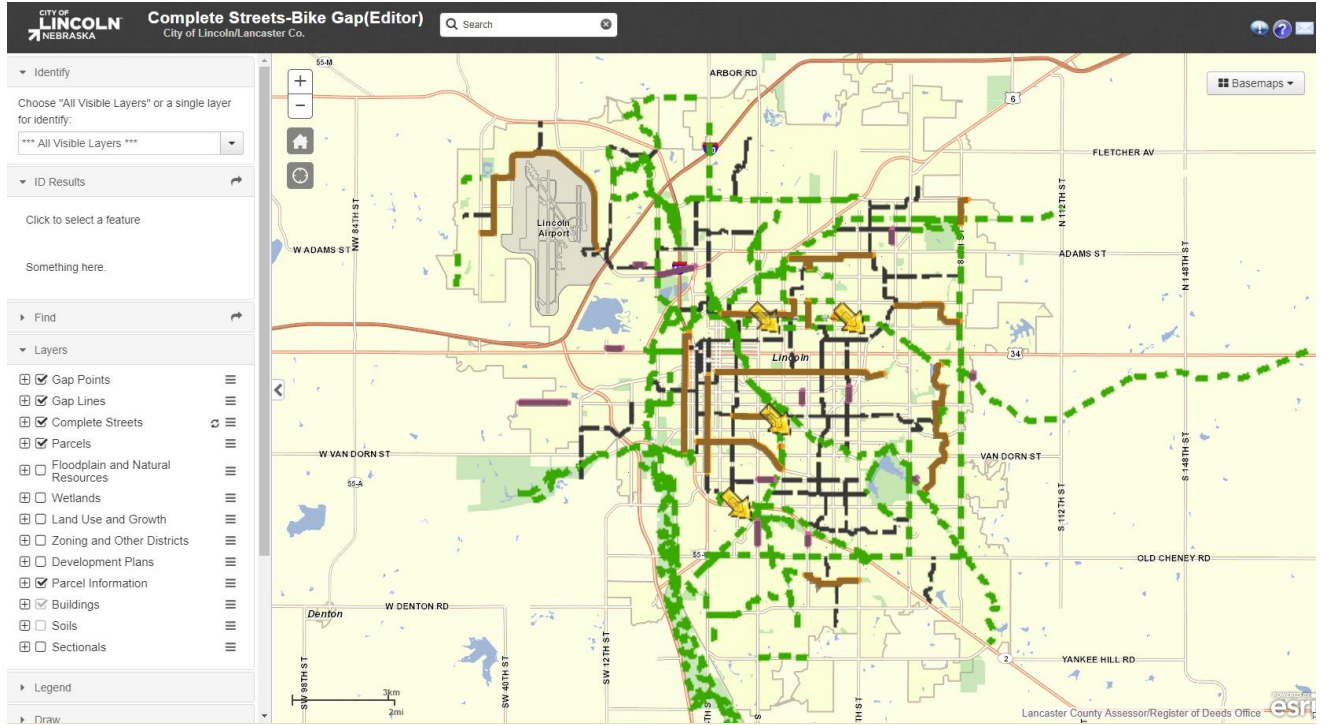


## Gap Analysis

A Gap Analysis Study was completed in January 2015 to understand available information affecting the implementation of Complete Streets. The report is on the Complete Streets page at <https://www.lincoln.ne.gov/City/Departments/Planning-Department/MPO/Complete-Streets>. 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. This map has not been updated in several

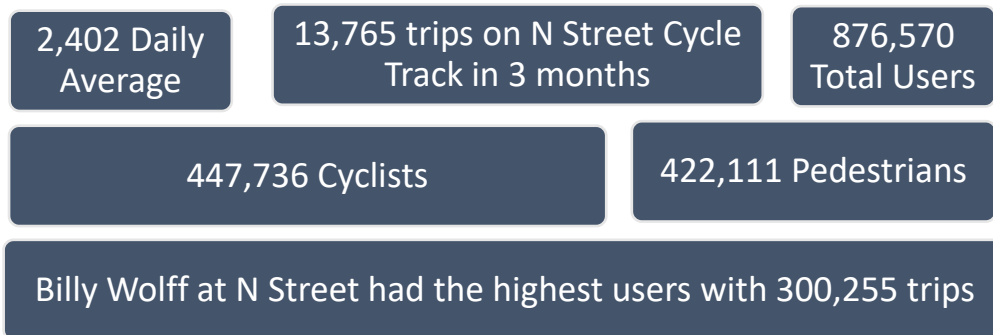
years and is on an outdated platform. A priority of the committee for 2022 is to utilize the updated gap analysis tool to identify potential projects and prioritize funding.

Figure 2: 2015 Online Gap Analysis Tool



### Trail Counters

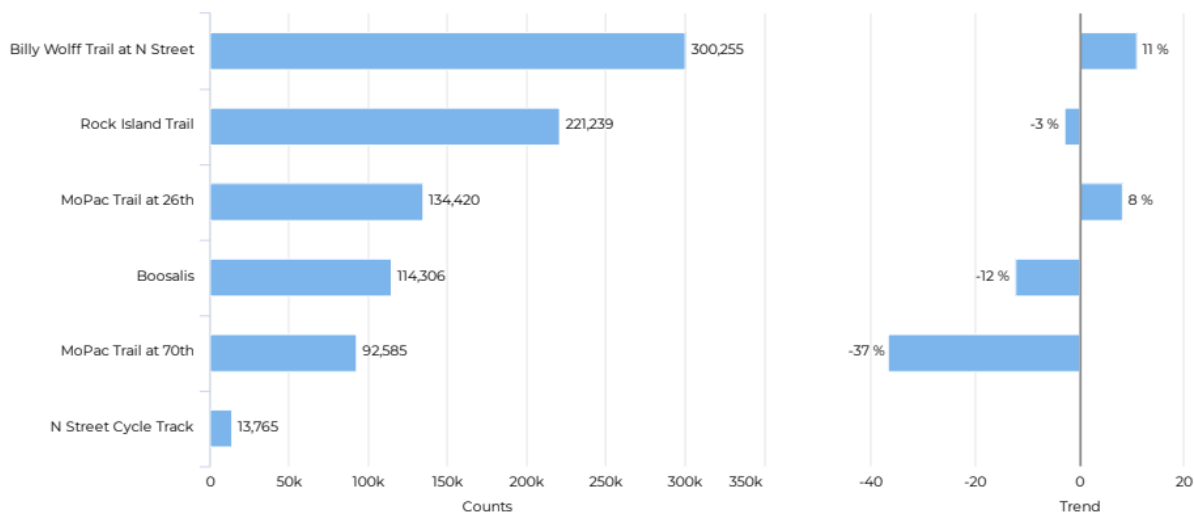
In 2014 the first permanent trail counter (located on the Rock Island Trail) was purchased with grant funding provided by Partnership for a Healthy Lincoln (PHL) and Great Plains Trails Network (GPTN). In 2015, the first mobile counter was purchase with the intention of using it for special events (i.e. Streets Alive, etc.) and weeklong counts along the trail network not served by permanent counters. Four additional permanent counters were added to the system in 2017, and the final counter was added in September 2021 (N Street Cycle Track) bringing the total count to six permanent counters. During this time, two additional mobile counters were purchased bringing the count to three mobile counters. The Complete Streets Committee funds the annual fees for the counter data collection. The following graphic highlights the statistics from 2021 as reported by the trail counters.



**Figure 3: 2021 Trail Use with Percent Change From 2020**

(N Street Cycle Track counter wasn't installed until September 2021 and therefore has limited data)

**Annual Trail Use with Percent Change from Previous Year**



The drastic decline in trail usage on the MoPac Trail at 70<sup>th</sup> Street is due to a rotten post that removed pedestrian counts from October to December. With an additional 10,000 users, approximately the same counts from 2020 during those months, the decline would have been 30% instead of 37%. What appears to be a significant drop in activity is actually a return to usage similar to pre-pandemic levels. In 2020 trail use on the two more recreational trails (Rock Island and Boosalis) rose significantly as residents turned to bicycling and walking/running as safe outdoor activities but appears to have leveled out some with lower rates of COVID in the summer of 2021 spurring more travel and activity.

Projects Funded

The Fiscal Year 2018/19 – 2023/24 Capital Improvement Program (CIP) included a budget item for Pedestrian and Bicycle Capital Program. In each programmed year since, \$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 considered by the committee in 2021 included:

- Additional funding for the Old Cheney sidewalk connection to Jamaica North Trail
- New N Street Trail Counter
- Conversion of the Rock Island Trail Counter to wi-fi enabled
- Annual Trail Counter Data Transmission

In 2020, funding for the Old Cheney sidewalk connection was agreed upon by the committee in the amount of \$38,000, as a part of an RTSD led project. After receiving bids, the prices were significantly higher than the original estimates. To compensate for some of the shortage, the Complete Streets Committee voted to increase funding by \$12,000.

The former ‘puc’ counters on the N Street Cycle Track were not as reliable at transmitting accurate data, therefore a new infrared counter with zelt loop, like the existing permanent counters on the trail system, was installed. The Committee agreed to dedicate \$5,975 to fund the purchase and installation.

Five of the six existing trail counters are wi-fi enabled, allowing for the automatic transmission of count data daily. To get data from the Rock Island Trail counter, staff had to visit the counter and manually pull the data and upload when back at the office. To streamline this process and to have data available daily, the committee agreed to fund the conversion of the counter to wi-fi enabled for a one-time fee of \$648.

As in past years, funding for the Trail Counter Data was agreed upon by the committee for one year. The amount in 2021 increased from \$1,680 to \$1,855 with the addition of the new N Street Cycle Track trail counter. This total will increase by an additional \$420 in 2022 with the addition of the Rock Island Trail Counter as Wi-Fi enabled, bringing the future total for managing the trail counter data to \$2,275.

Towards the end of 2021, \$105,527 in funds was available to be spent on Complete Streets projects. Given the available balance, the funding subcommittee recommended, and the full committee voted to fund the installation in 2022 of an improved crossing with a Rectangular Rapid Flashing Beacon (RRFB) of the Tierra Park-Williamsburg Trail at Old Cheney (approximately 31<sup>st</sup> Street). The estimated cost is \$75,000.

### 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 process identified Complete Streets applications to Lincoln Transportation and Utilities, StarTran, and Parks and Recreation 2020 projects. To note, outside of the Complete Streets Committee, Lincoln Transportation 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.

## 2022 Priority Work Items

The following items will be discussed and implemented by the Complete Streets Committee in 2022. While specific subcommittees are designated to review and work on each item, the full committee will receive an update on the items during the quarterly full committee meetings.

ID	Work Item	Responsible Committee	Start Date (Calendar Year)
1	Review the existing Complete Streets Policy and update or consider creating an ordinance.	Policy	Quarter 1
2	Review Transit Development Plan Update.	Policy	Quarter 1
3	Update the Gap Analysis Tool and include a focus on equity within the transportation network.	Funding	Quarter 1
4	Develop a Complete Streets Guide with more clarity and direction for all departments to follow.	Policy	Quarter 2
5	Develop a checklist for reviewing LTU infrastructure project	Policy	Quarter 2

6	Develop and implement bicycle parking standards including requirements for bike racks with multi-family projects.	Policy	Quarter 3
7	Continue enhancements to Complete Streets page to make more educational.	Policy	Quarter 3
8	Discuss alternative funding options for Complete Streets projects such as grants or state/federal funding streams to leverage current funding.	Funding	Quarter 3
9	Review bus stop improvements and opportunity for multi-modal access to stops.	Policy	Quarter 3
10	Discuss how Complete Streets can be implemented to support the Climate Action Plan.	Policy	Quarter 3
11	Develop a public engagement policy for funded projects.	Policy	Quarter 4
12	Educate newly elected officials and the public about Complete Streets and the committee's work using distributable materials available on the website for wider education campaign and offer the opportunity to express concerns.	Policy	Quarter 4
13	Launch a bike rack program after determining whether the committee should choose sites based on gaps or whether a request program should be launched.	Policy/Funding	Quarter 4
14	Support a potential Vision Zero policy	Policy	TBD
15	Track state level legislative efforts applicable to Complete Streets.	Policy	Continuous
16	Continue to examine plans, City policies and other guidance for Complete Streets conformance, including the Lincoln Standard Plans.	Policy	Continuous
17	Review applicable 2022-2023 infrastructure projects for Complete Streets opportunities as well as review what was built in the past construction year.	Funding	Continuous
18	Review, score, and select projects for funding by the full Complete Streets Committee.	Funding	Continuous
19	Track implementation of projects using Complete Streets funding in interactive map.	Funding	Continuous