

Introduction



The Transportation Improvement Program (TIP) for the Lincoln Metropolitan Planning Area is a four-year schedule of transportation improvements that are using (or expected to use) Federal Highway Administration (FHWA) or Federal Transit Administration (FTA) funding, state funds, and other projects that have significant impacts on the transportation system. The TIP is developed cooperatively by the Metropolitan Planning Organization (MPO) Technical Committee and other agencies within the Lincoln Metropolitan Planning Area of Lancaster County, which include the Lincoln-Lancaster Planning Department, City of Lincoln Transportation & Utilities Department – Transportation and StarTran, Lancaster County Engineering, Nebraska Department of Transportation (NDOT), Lincoln Airport Authority, Lincoln Parks & Recreation Department, Lower Platte South Natural Resource District, and other agencies.

Federal regulations require that each urbanized area have a continuing, cooperative, and comprehensive (3-C) transportation planning process in order to receive federal capital or operating funds. The MPO is the organization designated to carry out the 3-C process for Lincoln and Lancaster County. The 3-C process results in transportation plans and programs that are consistent with the comprehensively planned development of the urbanized area. The TIP, along with the Long Range Transportation Plan, are key elements of this process. The Infrastructure Investment and Jobs Act (IIJA) (also known as the “Bipartisan Infrastructure Law”), became law in 2021 and continues the Metropolitan Planning programs and authorization of surface transportation programs. To remain eligible for federal transportation funding, the planning process must demonstrate that the Lincoln Metropolitan Planning Area is in compliance with all federal requirements for metropolitan transportation planning. The MPO is jointly overseen by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

Purpose of the TIP

The TIP is directly related to the City’s, County’s, and State’s Capital Improvement Programs which are brought forward at this time each year. The TIP follows the federal fiscal year which runs from October 1st to September 30th. It identifies projects by source of funding, jurisdictional responsibility, type of project, and year of funding. This program is a listing of priority projects which are to be carried out within the next four fiscal years which include FYs 2024-2025, 2025-2026, 2026-2027 and 2027-2028. Projects planned for implementation beyond this time frame are not listed in this program since local funding may be tentative and federal funds for these projects cannot be obligated.

The TIP reflects the priorities and direction of the region and its state and federal partners in the transportation planning process. Projects identified in the TIP must be consistent with the goals and objectives identified in the current *Long Range Transportation Plan* for Lincoln and Lancaster County. This program of projects depicts the MPO’s priorities for the expenditure of federal funds for all transportation funding categories by federal fiscal year including highway, public transportation, bicycle, pedestrian and transportation enhancement projects. The TIP document may also include, for informational purposes, non-federally funded projects occurring in the planning area.

The geographic location and extents of projects in the TIP that are location-specific are available via an [online interactive map](#) that contains links to the

applicable section of the TIP document.

The TIP and the process of developing it provides the following information to the FHWA, FTA, NDOT, transportation agencies and citizens:

- a. Depicts the Lincoln MPO's priorities for expenditure of federal funds for all transportation funding categories by federal fiscal year including highway, public transportation, bicycle, pedestrian and transportation enhancement projects;
- b. Provides assurance to the FHWA that the project selection process has been carried out in accordance with federal requirements in Section 134 of Title 23, United States Code (USC), as amended; and
- c. Demonstrates that the TIP is financially feasible.

Federal Requirements for TIPs

The planning and programming regulations referenced above include specific requirements for development and content of TIPs which are summarized below and addressed within this document.

- **Time Period** – *The TIP must cover at least a four-year period and be updated at least every four years.* The financial and project tables included in this document cover FYs 2025-2028. NDOT and the MPO have established an annual update cycle.
- **Public Comment** – *The TIP process must provide opportunity for public review and comment.* The MPO transportation planning process allows for public involvement at various points within transportation plan and program development. The public participation process is summarized below in this section.
- **Specific Project Information** – *The TIP must list capital and non-capital surface transportation projects that will use federal funds and/or regionally significant projects requiring FHWA or FTA action. For each project or project phase, the TIP must include sufficient descriptions including the type of work, project termini and length, total cost, amount of federal funds, and responsible agency. Groupings may be used for projects that are not considered to be of appropriate scale for individual identification.* A complete detailed project listing is included in this TIP and organized by agency/project type.
- **Consistency with the Transportation Plan** – *Each project or project phase in the TIP must be consistent with the Long Range Transportation Plan.* For each new project included in the detailed project listing, an explanation of transportation plan conformity is provided in the associated staff report.
- **Financial Plan** – *The TIP must include a financial plan including system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways and public transportation.* Each section summarizes the expected financial resources over the program period and the last section summarizes all TIP finances shown.
- **Prioritization Process** – *The TIP should identify the criteria and process for prioritizing projects from the Transportation Plan for inclusion in the TIP.* Major projects are drawn from the priority project listings in the Long Range Transportation Plan, which are prioritized based on the goals of the LRTP. Other projects identified through the Congestion Management Process, safety planning, operational maintenance or enhancement project programming and a number of other sources may be considered within this process and supported for funding through the TIP.

- **Status of Projects from the previous TIP** – *The TIP should list major projects from the previous TIP that were implemented or delayed.* Each section lists projects under contract for construction or completed. As projects move out of the current programming period, they are removed from the TIP.
- **Transportation Control Measures (TCMs)** – *The TIP should describe the process of implementing TCMs.* The Lincoln Metropolitan Planning Area is in conformance for air quality and does not specifically address TCMs for the purpose of reducing emissions.
- **Air Quality** – *The TIP is to document conformity with the State Implementation Plan.* The Lincoln Metropolitan Planning Area is in conformance for air quality and the state does not require a State Implementation Plan for meeting Clean Air Act requirements.

The Metropolitan Planning Organization

The governor designates the MPOs for urban areas in their state that will be responsible for carrying out the urban transportation planning process. The City of Lincoln is the designated MPO for the Metropolitan Planning Area which includes the City of Lincoln and Lancaster County. The MPO is staffed by the Lincoln Planning Department and its committees are composed of elected and appointed officials representing local, state and federal governments and agencies having interest or responsibility in land use planning, the quality and the location of transportation facilities, transportation safety issues on all roads, and better planning and designs.

The Mayor of the City of Lincoln is the “Executive Officer” of the Lincoln MPO. Under the Mayor, the MPO functions through a committee structure consisting of an Officials Committee, a Technical Committee, a number of subcommittees, and MPO administrative staff. Together, they establish and approve the Metropolitan Transportation Plan (Long Range Transportation Plan), the TIP and other work of the MPO. The MPO Officials Committee is composed of elected and appointed officials representing local, state and federal governments or agencies having interest or responsibility in the comprehensive transportation planning process. These include the Mayor of Lincoln, and representatives from the Lincoln City Council, Lancaster County Board of Commissioners, NDOT, FHWA and FTA.

Planning Commission

The Lincoln/Lancaster County Planning Commission plays an important role in the MPO transportation planning process. Advertised public hearings before the Planning Commission are part of the formal adoption of the Long Range Transportation Plan, TIP, and City and County Comprehensive Plans. The Planning Commission reviews the TIP for conformance with the Long Range Transportation Plan. After public hearings are held, the Planning Commission forwards its recommendation to the Officials Committee for approval.

Geographic Area of the TIP

The Metropolitan Planning Area (MPA) is the geographic area in which the metropolitan transportation planning process must be carried out. The boundaries of the MPA are determined by agreement between the Governor and the MPO. The Lincoln MPO Metropolitan Planning Area encompasses

the entirety of Lancaster County.

Statewide Transportation Improvement Program (STIP)

The TIP becomes part of the State Transportation Improvement Program (STIP) by reference. The frequency and cycle for updating the TIP is compatible with the development and approval process for the STIP. The STIP begins as a compilation of the regional TIPs that have been adopted by the MPOs and develops into a comprehensive list of all highways (state or local) and all transit (capital or operating) projects in urban and rural areas that propose to use federal funds. All federally funded projects proposed to begin between October 1st and September 30th from all of the regional TIPs across the state are included in the STIP, including federally funded projects in rural areas. The STIP is updated every year and includes a minimum four-year listing of federal-aid projects for approval by the FHWA and FTA.

Conformance with Long Range Transportation Plan

All projects are drawn from, or consistent with, the MPO's *2050 Long Range Transportation Plan*, the *Lincoln and Lancaster County Comprehensive Plan*, the Transit Development Plan, the Lincoln Area Trails Master Plan, the Railroad Transportation Safety District (RTSD) Railroad transportation studies, State transportation plans and studies, and the recommendations of local governments and citizens. The projects reflect community goals and objectives and are assigned to the appropriate staging period based on the area's priorities, the individual project urgency, and the anticipated funding capabilities of the participating governments.

The TIP document was developed in conformance with the *Long Range Transportation Plan* for the Lincoln MPO as coordinated with the *Lincoln and Lancaster County Comprehensive Plan*. To ensure that improvements are programmed in accord with the transportation plan priorities, a review was undertaken and the TIP was found to be consistent with the current *Long Range Transportation Plan*.

The current *2050 Long Range Transportation Plan* was adopted by the Lincoln MPO on December 15, 2021 and the supporting *Lincoln-Lancaster 2050 Comprehensive Plan* was approved by the City of Lincoln and Lancaster County on November 12, 2021. The development of the *2050 Long Range Transportation Plan* included a needs assessment and financial analysis and included the identification of the social, economic, and environmental impacts for the fiscally constrained roadway and trail projects.

Types of Projects Included in the TIP

Federal regulations require that any transportation project that will be funded with U.S. Department of Transportation funds must be included in the TIP. The types of projects listed below are eligible for federal funding.

- Projects on the federal aid system (road and bridge construction, reconstruction, resurfacing, restoration, rehabilitation, etc.).
- Public transportation (vehicle maintenance and operations, capital improvement projects, mass transit system construction, etc.).
- Projects that are not on the federal aid system, but may be eligible for federal funding for other reasons (e.g., bridge projects, bicycle and

- pedestrian facilities, etc.). The projects, however, must be linked to the transportation network.
- Regional projects requiring FHWA or FTA action or projects having significant system impacts.

Project Selection

The TIP is developed cooperatively by the MPO and agencies in the metropolitan planning area. Major projects in the TIP are drawn from the priority project listings in the Long Range Transportation Plan. Implementing agencies carry out the transportation plan's specific elements through the programming process. As a result, the TIP serves as a strategic management tool to accomplish the objectives of the transportation plan.

Project prioritization is important, especially since the demand for Federal-aid transportation projects usually exceeds the level of Federal funds available for use. The project prioritization process reflected and completed as part of the process of updating Long Range Transportation Plan. In compliance with federal requirements for performance-based planning, the project prioritization process is structured to identify those projects that will provide the greatest contribution toward meeting the plan goals and associated performance targets. Evaluation criteria are developed and used to compare projects and are directly related to the goals. The Fiscally Constrained Plan includes the top ranked roadway capital projects, trail projects, and a pool of funding for the various other transportation programs and project categories, which are prioritized outside the Long Range Transportation Plan by the managing agencies. Other projects may be dependent on the availability of funding such as federal Surface Transportation Block Grant Program (STBG), Highway Safety Improvement Program (HSIP), Transportation Alternatives Set-Aside Program (TAP), Carbon Reduction Program (CRP), and FTA funds. The Long Range Transportation Plan update process forms various sub-committees who work to prioritize projects. In addition, the annual TIP is overseen and recommended by the MPO Programming and Funding Committee, a staff committee with representatives from the Planning Department, Lincoln Transportation and Utilities, Parks and Recreation Department, Urban Development Department, Lancaster County Engineering, and NDOT.

Beginning with the FY 2024-2027 TIP, two review elements for equity and congestion management were added to the TIP review process. Their inclusion was in response to recommendations received from the FHWA and FTA at the MPO's four-year certification review in 2021. These reviews are intended to formalize consideration of these key aspects of transportation planning and would be applicable to new projects added to the TIP for all programs except NDOT, Lincoln Airport, and FTA. The equity and congestion management review elements will integrate project-level information from the 2050 LRTP and MPO Congestion Management Process with proposed projects to better inform decision-making. Standard questions were developed for each review element with responses provided by the applicant agency/department and analysis included in the Technical and Officials Committee staff reports.

Equity. Equity is addressed through one of the eight goals of the LRTP, which is defined as, "Transportation investments developed through an inclusive process that promotes equitable outcomes." Areas with Underserved and Overburdened Communities were mapped based during development of the LRTP based on socioeconomic inputs including low income, minorities, single heads of household, limited English proficiency, age 65+, disabilities, and zero vehicle households. Project scoring from the LRTP for certain project types also included a score for the equity goal.

- *Is the project located in an area with high or moderate to high Overburdened and Underserved Communities?*
- *If yes, explain how the project creates a benefit or burden to these communities and ways the project could be modified to better consider their needs (if there is an anticipated neutral or negative impact of the project).*

- Provide the project’s Equity Score and Total Score from the LRTP, if applicable.

Congestion Management. Congestion is addressed based on the Lincoln MPO Congestion Management Process (CMP) adopted in May 2020. The CMP provides a systematic approach for managing congestion by defining a CMP network and identifying strategies to reduce trips and vehicle miles traveled, shift automobile trips to other modes, improve roadway operations, improve infrastructure, and add capacity.

- Is the project in the Lincoln MPO CMP network?
- Is the project on a high-congestion segment as identified in the 2050 LRTP? (Existing, 2035, or 2050 model years).
- Identify which CMP strategies the project supports.

These standard questions and methods of review will be refined over time as needed to better achieve the goal of formally integrating other MPO planning documents with TIP project reviews with respect to equity and congestion management.

National Performance Management Measures

The Infrastructure Investment and Jobs Act (IIJA) (also known as the “Bipartisan Infrastructure Law”) requires that all state departments of transportation and metropolitan planning organizations use a performance-based planning and programming approach known as Transportation Performance Management (TPM). TPM uses system information to make investment and policy decisions to achieve national performance goals.

As part of TPM, the U.S. Department of Transportation established performance measure targets to strive for related to safety, state of good repair and system performance. The MPO has agreed to support the NDOT targets for all Performance Measure targets and have identified them in the Long Range Transportation Plan (LRTP) [23 CFR § 490]. The applicable National Performance Management Measures include the following:

Safety (PM-1). Highway Safety Improvement Program/Safety Performance Management Measures [23 CFR §924, 23 CFR § 490]. In the LRTP, performance measures are used to aid in making informed decisions about strategic investments and to evaluate projects included in the Needs Plan for Cost Feasible analysis.

Infrastructure (PM-2). Assessing Pavement Condition for the National Highway Performance Program and Bridge Condition for the National Highway Performance Program [23 CFR § 490] is identified in the LRTP to assist in evaluating the pavement and bridge conditions on the National Highway System (NHS).

System Performance (PM-3). Assessing Performance of the National Highway System, Freight Movement on the Interstate System, and Congestion Mitigation and Air Quality Improvement Program [23 CFR § 490] is identified in the LRTP to evaluate to ensure that coordination will be an ongoing activity between NDOT and the Lincoln MPO.

Transit Asset Management (TAM) [49 CFR § 625, 630] is established to evaluate the “state of good repair of transit agency vehicles, facilities, and equipment” for transportation safety and operations. The Lincoln MPO references all StarTran plans and performance reports in order to better coordinate and consider these during the LRTP planning and programming process.

Transit Safety [49 CFR § 673] is established to focus on improving transit safety performance for all modes of public transportation through the reduction of safety events, fatalities and injuries. The Lincoln MPO references all StarTran plans and performance reports in order to better coordinate and consider these during the LRTP planning and programming process.

The targets for the below performance measures are identified in Section K of the TIP.

Maintenance and Operation of Current Transportation Systems

The highest priority in the selection of projects for the TIP is to ensure the adequate reconstruction, maintenance and operation of the current transportation system. The State is programming two (2) bridge replacement/repair projects, five (5) bridge replacement/repair/ resurfacing projects, two (2) roadway widening/resurfacing projects, three (3) mill/resurface projects, one (1) culvert project, one (1) high mast tower replacement project, seven (7) joint seal/concrete repair projects, one (1) cable median barrier project, and two (2) dynamic message sign projects. Lancaster County has five (5) safety projects, four (4) roadway capital projects, and one (1) bridge replacement project. The City of Lincoln has eleven (11) system preservation projects, seven (7) system optimization projects, two (2) capital roadway projects, along with maintaining the traffic, along with maintaining the traffic optimization and ITS programs, ongoing street rehab and repairs, and the sidewalk maintenance program. This program of street and highway projects ensures the investment in our existing transportation infrastructure is preserved while advancing new road projects in the developing areas. The responsibility for the daily maintenance and operation of the local infrastructure continues to lie with the custodian of the road or local jurisdiction (City, County or State). The Railroad Safety District (RTSD) has completed a Transportation Planning and Environmental Linkages Study (PEL) for a project to be located at the 33rd Street, Adams Street, Cornhusker Highway/BNSF RR crossing at Cornhusker Highway (US-6) for grade separation.

Public Transportation Project Prioritization

Public transportation projects are typically funded through the Federal Transit Administration (FTA). The public transportation element of the TIP includes the capital improvement and operations programs of the City of Lincoln. The prioritization process of transit projects originates from LTU-StarTran’s Vehicle Replacement Program and project analysis of future needs and recommendations from the Transit Development Plan (TDP). The TDP includes a list of major findings and recommendations based on analyses of route performance, employment growth, ridership trends, and peer comparison.

Financial Plan Statement

The projects identified in the TIP are financially constrained, meaning they can be implemented using current and proposed revenue sources. The anticipated revenue sources are, therefore, reasonably expected to be in place when needed. Revenues for federally funded projects during each year

are shown in the Long Range Transportation Plan.

Public Involvement Process

The transportation planning process allows for public involvement at various points within the transportation plan and program development. This involves a series of steps from the adoption of the MPO *2050 Long Range Transportation Plan* that is coordinated with the programming of projects and again for the actual construction of the transportation facilities. The critical decision points in the transportation planning process are: 1) the development of a 30 year Long Range Transportation Plan, 2) the street improvement program which identifies priorities for planned projects, 3) the development of capital improvement programs for a period of four to six years, and 4) project design and construction. The first two steps are included in the long range planning process, the third step refers to the capital improvement programs of the City, County and State, and the last step is the specific project design and development conducted by the managing agency.

The City and the County each have an established procedure for adopting improvement programs. Both City and County processes include review by the City-County Planning Commission for compliance with the Comprehensive Plan and formal advertised Public Hearings before the Planning Commission and City Council or County Board. The RTSD also allows for public input within open advertised public meetings.

Annual Listing of Obligated Projects

Pursuant to the provisions of 23 U.S.C. 134(j)(7)(B) and 49 U.S.C. 5303(c)(5)(B), the MPO has published an annual listing of projects for which Federal funds have been obligated in the preceding year. These are listed in the TIP by jurisdiction within each section.

Congestion Mitigation and Air Quality (CMAQ)

Federal legislation provides funds to be utilized for non-attainment and maintenance areas under the Clean Air Act for transportation programs and projects that contribute to attainment of National Ambient Air Quality Standards. Since the Lincoln MPA is compliant with the latest air quality standards, the MPO does not specifically program for CMAQ funding.

Amendment Process

The TIP may be modified according to the [Lincoln MPO Guidelines for Modifying the Transportation Improvement Program](#). TIP revisions are either in the form of formal amendments requiring appropriate public involvement or in minor revisions/administrative modifications which do not require public involvement. The TIP and any revisions must be approved by the MPO and the Governor of the State of Nebraska. A conformity determination must also be made by the FHWA and the FTA. Once approved, the TIP then becomes, without modification, a part of the Statewide TIP. NDOT and the Nebraska MPOs have established an annual update cycle to coincide with the federal fiscal year.

FY 2025-2028

Self-Certification Statement

Lincoln Metropolitan Planning Organization

**JOINT NDOT-MPO CERTIFICATION STATEMENT
ON THE
METROPOLITAN TRANSPORTATION PLANNING PROCESS**

In accordance with 23 U.S.C. Sec. 134 - Metropolitan transportation planning, 23 CFR Part 450.336 (a), the Nebraska Department of Transportation and Lincoln Metropolitan Planning Organization certify that the transportation planning process is addressing the major issues in the Metropolitan Planning Area and is being conducted in accordance with all applicable requirements of:

(1) 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart;

The Lincoln MPO collaborates with local, state and public transportation agencies to carry out a continuous, cooperative, and comprehensive (3-C) metropolitan planning process for the Lincoln Metropolitan Planning Area through its Long Range Transportation Plan (LRTP), Transportation Improvement Program (TIP), Unified Planning Work Program (UPWP), and other transportation planning activities.

(2) In nonattainment and maintenance areas, sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 U.S.C. 7504, 7506 (c) and (d)) and 40 CFR part 93;

Since February of 1989, Lincoln has been designated by U.S. EPA as being in attainment for all the National Ambient Air Quality Standards (NAAQS). An on-going ambient air quality monitoring program for particulate matter (PM2.5) and ozone is in place to monitor transportation related air emissions.

**(3) Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR part 21;
and**

(4) 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;

The Lincoln MPO's Public Participation Plan together with the MPO Management Plan, Unified Planning Work Program, Environmental Justice Action Strategy, Title VI Policy, and LEP Program/Plan ensures that no person will be excluded from participation in the planning process and in the development of plans and programs.

(5) Section 11101(e) of the Infrastructure Investment and Jobs Act (Pub. L. 117-58) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in USDOT funded projects;

The City of Lincoln-StarTran maintains the Disadvantaged Business Enterprise Program that was submitted to FTA in 2014 that includes the Small Business Utilization elements and continues to meet the requirements of the Federal Transit Administration.

- (6) **23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;**

Selection of private consultants for transportation planning related contractual projects utilizing FHWA and State PL funds is coordinated by and adheres to NDOT and City of Lincoln Purchasing guidelines; reviews of all proposals are conducted by the City EEO Officer to assure compliance with applicable Title VI regulations. Per Federal guidelines under Title VI, a plan has been developed to provide meaningful access to Limited English Proficient individuals.

- (7) **The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.) and 49 CFR parts 27, 37, and 38;**

- (8) **The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;**

- (9) **Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender;**
and

- (10) **Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities.**

The City of Lincoln has an Equal Employment Policy (Lincoln City Municipal Code: Chapter 11.08) that prohibits discrimination on the basis of race, color, creed, or national origin, and prohibits discrimination of age, non-job related physical or mental disability and gender. This policy along with the MPO Public Participation Plan and Environmental Justice Action Strategy ensures that "particular attention will be given to impacts upon specific identifiable minority groups in relationship to Title VI of the Civil Rights Act 1964, and Title VIII of the Civil Rights Act of 1968, and ensures that no person will be excluded from participation in the planning process and the development of plans and programs.

Based on a joint review and evaluation, the Nebraska Department of Transportation and the Lincoln Metropolitan Planning Organization recommend that the Metropolitan Planning Process for the Lincoln Metropolitan Planning Organization be certified with conditions as identified in the *Action Plan for Addressing the Quadrennial Certification Review*.

Lincoln Metropolitan Planning Organization

Nebraska Department of Transportation

Mayor Leirion Gaylor Baird, Executive Officer

*Ryan Huff, Strategic Planning Division
Nebraska Department of Transportation*

Date

Date