

Introduction

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

Federal regulations require that each urbanized area, as a condition to receive federal capital or operating assistance, have a continuing, cooperative and comprehensive (3-C) transportation planning process. The MPO is the organization designated to carry out the 3-C process which results in 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 a key elements of this process. The Moving Ahead for Progress in the 21st Century Act (MAP-21) became law in 2012 which authorizes surface transportation programs and continues the basic planning requirements. The *Fixing America's Surface Transportation Act* or "FAST Act", became law in 2015 and continues the Metropolitan Planning programs. These programs continue the requirement for a cooperative, continuous, and comprehensive framework for making transportation investment decisions in metropolitan areas and the joint oversight by the FHWA and FTA. 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.

Purpose of the TIP

The primary purpose of this document is to provide information to the Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Nebraska Department of Transportation (NDOT), transportation agencies and citizens regarding the Transportation Improvement Program (TIP) development process which:

- a. Depicts the Lincoln 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;
- b. Provides assurance to the FHWA that the project selection process has been carried out in accordance with federal requirements, Section 134 of Title 23, United States Code (USC), as amended; and
- c. Demonstrates that the TIP is financially feasible. The [*Project Prioritization and Selection Process*](#) is the mean by which projects move from the current *Long Range Transportation Plan* (LRTP) into the TIP for implementation. The annual review of projects for the purpose of coordinating priorities and programming projects is documented and posted on the MPO web page.

Federal Requirements for Transportation Improvement Programs

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

- **Time Period** – *The TIP is to 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 FY's 2022-2025. NDOT and the MPOs have established an annual update cycle.
- **Public Comment** – *The TIP process is to provide opportunity for public review and comment on the TIP.* The Lincoln-Lancaster transportation planning process allows for public involvement at various points within the transportation plan and program development. The public participation process is summarized below in this section.
- **Specific Project Information** – *The TIP is to list capital and non-capital surface transportation projects to use a variety of federal funds or regionally significant projects requiring FHWA or FTA action. For each project or project phase the TIP shall include sufficient descriptive material including type of work, termini, length, total cost, amount of federal funds, and responsible agency. Line items may be used for projects that are not considered to be of appropriate scale for individual identification. A complete detailed project listing is organized by planning agency, funding sources or project type for each project.*
- **Consistency with the Transportation Plan** – *Each project or project phase in the TIP is to be consistent with the Transportation Plan.* For each project included in the detailed project listing, a Transportation Plan conformity is provided.
- **Financial Plan** – *The TIP is to 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 agency summarizes the expected financial resources and the last section summarizes the TIP financial resources.
- **Prioritization Process** – *The TIP should identify the criteria and process for prioritizing projects from the Transportation Plan for inclusion in the TIP.* The [Project Prioritization and Selection Process](#) annually reviews of projects for the purpose of coordinating priorities and programming projects and is posted on the MPO web page.
- **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 construction, completed, delayed, or moved out of the current programming period.
- **Transportation Control Measures** – *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 the state to be responsible for carrying out the urban transportation planning process, through the development of a Transportation Plan and TIP. 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 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 to establish and approve the Metropolitan 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 MPO Transportation Plan and the City and County Comprehensive Plans. In addition, the Planning Commission reviews the TIP for conformance with the Transportation Plan. After public hearings are held, the Planning Commission forwards the MPO documents to the Officials Committee for approval.

Geographic Area the TIP Covers

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 entire County of Lancaster.

Transportation Improvement Program (TIP)

The TIP is a programming document that identifies the timing and funding of all highway, bridge, transit, bicycle and pedestrian transportation projects scheduled for implementation in the MPO planning area over a four-year period using federal transportation funds and annually coordinated with the State-TIP process. According to federal regulations governing transportation planning, the transportation improvement program is to be a staged multi-year program of transportation improvement projects that *"shall cover a period of not less than four years and be consistent with the urban area transportation plan."*

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 identifies funding amounts by source of funding, jurisdictional responsibility, type of project, and year of funding for these projects. This program is a listing of priority projects which are to be carried out within the next four fiscal years which include FYs 2021-2022, 2022-2023, 2023-2024 and 2024-2025. 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. The TIP is part of the MPO's effort to establish and maintain the planning process required by the federal government as a condition for receipt of federal transportation funding. 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 federal government regulations require the TIP to be updated and adopted by the local MPO at least every four years.

Statewide Transportation Improvement Program (STIP)

The TIP becomes part of the State Transportation Improvement Program (STIP) by reference and the frequency and cycle for updating the TIP is compatible with STIP development and approval process. NDOT and the Nebraska MPOs have established an annual update cycle.

The STIP begins as a compilation of the regional TIP's 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 TIP's across the state are included in this STIP including federally funded projects in rural areas. The STIP is updated every year and is to include a minimum four-year listing of federal-aid projects for approval by the Federal Highway Administration and Federal Transit Administration.

Conformance with Long Range Transportation Plan

All projects are drawn from, or consistent with, the MPO's *2040 Transportation Plan*, the *Lincoln and Lancaster County Comprehensive Plans*, Transit Development Plan, Lincoln Area Trails Master Plan, the Railroad Transportation Safety District (RTSD) Railroad Transportation Studies, State Transportation Plans and Needs 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 Plans*. Included in the *Transportation Plan* are specific long-range plans for the Lincoln Area Pedestrian, Bicycle and Trails facilities; Future Urban Street and Road Network Plans which include the Functional Street and Road Classifications, Urban Area Street Improvements, and County Road Improvements; a Goods and Freight Movement Plan; Congestion Management Planning Activities; and generalized

plans for Public Transportation, Railroads, and Airports and Airfields. To see that system improvements are programmed as transportation projects and continues to work in accord with the transportation plan, a review was undertaken and was found to be consistent with the current *Long Range Transportation Plan* system improvements.

The current *2040 Transportation Plan – 2016 Update* was adopted by the Lincoln MPO on January 13, 2017 and the supporting *Lincoln-Lancaster Comprehensive Plan – 2016 Update* was approved by the City of Lincoln and Lancaster County on December 12, 2016. The development of the *2040 Transportation Plan – 2016 Update* included a needs assessment and financial analysis and included the identification of the social, economic, and environmental impacts for alternative sketch transportation plans. The Transportation Plan was transmitted to the State Department of Transportation and to the Federal Highway Administration and the Federal Transit Administration.

Types of Projects Included in the TIP

Federal regulations require that any transportation project within the metropolitan planning area that is to 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 *Project Prioritization and Selection Process* is the mean by which projects move from the current *Long Range Transportation Plan* (LRTP) into the TIP for implementation. The annual review of projects for the purpose of coordinating priorities and programming projects is documented and posted on the MPO web page. Projects listed in the TIP typically originate in the LRTP developed by the MPO in cooperation with the respective implementing agencies involved in the planning process. 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 an important element of the TIP, especially since the demand for Federal-aid transportation projects usually exceeds the level of Federal funds available for use. State highway projects in the TIP have been prioritized by the Nebraska Department of Transportation. Local Federal-aid highway improvement projects programmed by the City of Lincoln, Lancaster County and coordinating agencies have been prioritized according to resource availability. And other projects may be dependent on the availability of competitive funding using federal Surface Transportation Program (STP), Highway Safety program, Transportation Alternatives Program, and FTA funds. Other selected projects are accomplished through a coordinated effort among all parties to advance projects which preserve the existing system, relieve congestion, improve air quality and preserve the quality of life and promote economic development. Readiness to proceed and financial capacity was also considered in project selection.

National Performance Management Measures

The Moving Ahead for Progress in the 21st Century Act (MAP-21) and Fixing America's Surface Transportation Act (FAST Act) requires that all state departments of transportation and metropolitan planning organizations use a performance based planning and programming approach as part of the Transportation Performance Management (TPM) program. TPM is defined as a strategic approach that uses system information to make investment and policy decisions to achieve national performance goals.

As part of the TPM the Nebraska Department of Transportation (NDOT) has established performance measure targets to strive for within the planning and programming process related to safety, state of good repair and system performance. The Lincoln MPO has agreed to support the Nebraska Department of Transportation targets for all Performance Measure targets and have identified these in the Long Range Transportation Plan (LRTP) [23 CFR § 490]. The applicable National Performance Management Measures to MPOs 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 above performance measures are identified in Section J 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 three (3) resurfacing and bridge repair or replacement projects, three (3) mill and/or overlay projects, one (1) maintenance project, two (2) bridge replacement projects, one (1) culvert project, and one (1) bridge repair/overlay project. Lancaster County has two (2) safety improvement projects and three (3) roadway capital projects. The City of Lincoln has nine (9) system preservation projects, six (6) system optimization projects, four (4) capital roadway projects, along with maintaining the traffic optimization and ITS programs, ongoing street rehab and repairs, and the sidewalk maintenance program. The County is programming two (2) safety improvement projects, one (1) bridge replacement project, and four (4) capital roadway projects. 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 Process

Public Transportation projects are typically funded through the Federal Transit Administration (FTA). The Public Transportation Element of the TIP includes the capital improvement programs of City of Lincoln. The prioritization process of transit projects originates from StarTran's Vehicle Replacement Program, project analysis of future needs and recommendations from the Transit Development Plan (TDP). The TDP includes a list of major findings and prescribed service delivery enhancements that are based on analyses of route performance, employment growth and ridership trends. The TDP provides an assessment of current StarTran services, peer comparison analysis, as well as recommendations over the planning period.

Financial Plan Statement

The projects identified in the TIP are financially constrained, meaning they can be implemented using current and proposed revenue sources based on the programs contained in the TIP. The expected and 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 Financial 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 2040 Long Range Transportation Plan -2016 Update* 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 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, 4) Project Design and Project Construction. The first two steps are included in the long range planning process, the third step consolidates the capital improvement programs of the City, County and State with the MPO Transportation Improvement Program and the last step is the specific project design and development.

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 Railroad Transportation Safety District (RTSD) also allows for public input within open advertised public meeting. The consolidation of these improvement programs are coordinated in the TIP as reviewed by the Technical Committee before it is referred to a formal hearing by the Planning Commission. The Planning Commission forwards their comments and recommendations to Technical Committee before the MPO Officials Committee review, execution and transmittal to the State for inclusion in the STIP.

Annual Listing of 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 in Clean Air Act for non-attainment and maintenance areas for transportation programs and projects that contribute to attainment of National Ambient Air Quality Standards. Since the Lincoln Metropolitan Planning Area is compliance 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, part of the Statewide Transportation Improvement Program (STIP). The frequency and cycle for updating the TIP are to be compatible with that of the STIP. The NDOT and the Nebraska MPOs have established an annual update cycle to coincide with the federal fiscal year.

**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 1101(b) of the FAST Act (Pub. L. 114-357) 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


 Mayor Leirion Gaylor Baird, Executive Officer

May 17, 2021
 Date

Nebraska Department of Transportation


 Ryan Huff, Intermodal Planning Division
 Nebraska Department of Transportation

May 17, 2021
 Date