

**Fiscal Year 2021-22  
Unified Planning Work Program**

**(July 1, 2021 - June 30, 2022)**

*Adopted by the Officials Committee on  
May 17, 2021*

*ONE DOT Approval - June 21, 2021*



**Lincoln  
Metropolitan Planning  
Organization**

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County-City Building  
555 South 10<sup>th</sup> Street - Suite 213  
Lincoln, Nebraska 68508  
(402) 441-7491



**UNIFIED PLANNING WORK PROGRAM**  
(PL-059-59)

**Lincoln Metropolitan Planning Organization**

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**Fiscal Year 2021-22**  
(July 1, 2021 - June 30, 2022)

*Submitted by*  
**Lincoln-Lancaster Planning Department**  
for the Lincoln Metropolitan Planning Organization  
555 South 10<sup>th</sup> Street  
Lincoln, Nebraska 68508

Technical Committee Approval

*April 19, 2021*

Officials Committee Approval

*May 17, 2021*

Metropolitan Planning Organization Endorsement

*May 17, 2021*

FHWA/FTA Approval

*June 21, 2021*

**May 2021**



U.S. Department of Transportation  
**Federal Highway Administration**

**Required Credit / Disclaimer Statement**

*“The preparation of the document was financed in part with funding from the United States Department of Transportation (USDOT), and administered by the Nebraska Department of Transportation (NDOT). The opinions, findings, and conclusions expressed in this publication are those of the authors and do not necessarily represent USDOT, or NDOT.”*

**Lincoln Metropolitan Planning Organization**  
**UNIFIED PLANNING WORK PROGRAM**  
**Fiscal Year 2021-22**

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**Lincoln Metropolitan Planning Organization**  
**UNIFIED PLANNING WORK PROGRAM**  
**Fiscal Year 2021-22**

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## **Introduction**

### **Purpose**

The **FY 2021-22 Unified Planning Work Program (UPWP) for Transportation Planning for the Lincoln Metropolitan Planning Organization (MPO)** incorporates in one document all federally assisted state, regional, and local transportation planning activities proposed to be undertaken in the region from July 1, 2021 through June 30, 2022. The UPWP provides a mechanism for the coordination of transportation planning activities in the metropolitan planning area, and is required as a basis and condition for all federal funding assistance for transportation planning by the joint planning regulations of the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA).

This work program describes all transportation planning activities utilizing federal funding. This program is funded primarily with PL funds; however, an MPO may use other eligible funds provided the guidelines for use of these funds are met. Other funds include Surface Transportation Block Grant Program (STPG) funds, FTA funds, Federal Aviation Administration (FAA) Airport Planning funds when they apply and State and Local funds. State and local funds are used to provide the non-federal match for federal planning programs.

### **Planning Requirements**

The 1962 Federal Aid Highway Act required states and local governments to conduct cooperative, comprehensive, and continuing (“3-C”) transportation planning in order to receive federal funds for highway and transit improvements. Subsequently in 1973, an amendment to this act further required the governor of each state, with local concurrence, to designate a Metropolitan Planning Organization (MPO) for every urbanized area to coordinate area wide transportation planning. On March 22, 1974, the City of Lincoln was recognized as the Metropolitan Planning Organization (MPO) for the Lincoln Metropolitan Area serving Lincoln and Lancaster County to carry out transportation planning and decision-making for the Lincoln metropolitan planning area. The “Memorandum of Understanding” between the City, County and State agreeing to cooperate in carrying out this task, was adopted on November 23, 1977.

Lincoln MPO is the designated Transportation Management Agency (TMA) and carries out its responsibilities in accordance with the pertinent federal regulations. The MPO Management Plan was updated and adopted on September 24, 2009 and the Memorandum of Agreement (MOA) for Transportation Planning and Programming by and between the Lincoln Metropolitan Planning Organization and the Nebraska Department of Transportation (NDOT) was approved by the MPO and the State on April 10, 2013. The MOA was updated May 16, 2017 to a three party agreement to include the Lincoln MPO, StarTran and NDOT. The MOA states that it is the intent of the Lincoln MPO, StarTran and NDOT to cooperatively fulfill the federal requirements.

Planning activities in this work program respond to a variety of regulatory requirements. The *Safe, Accountable, Flexible, and Efficient Transportation Equity Act - A Legacy for Users* (SAFETEA-LU) of 2005 defines the structure of the metropolitan planning process. On February 14, 2007, the FHWA and FTA issued final regulations regarding metropolitan planning in response to SAFETEA-LU. The *Moving Ahead for Progress in the 21st Century* (MAP-21) Act, which became law on July 6, 2012, made important modifications to the metropolitan planning process, primarily requiring MPOs to establish a performance-based approach to transportation decision making and development of transportation plans.

The *Fixing America's Surface Transportation Act* or "FAST Act", became law on December 4, 2015, and continues the Metropolitan Planning program. This Program continues the requirement for a cooperative, continuous, and comprehensive framework for making transportation investment decisions in metropolitan areas and has joint oversight by the FHWA and FTA. The FAST Act continues the MAP-21 approach to formula program funding, authorizing a lump sum total instead of individual authorizations for each program. Once each State's combined total apportionment is calculated, funding is set aside for the State's Metropolitan Planning program. This work program has been developed to comply with the federal regulatory requirements regarding metropolitan planning. Some key provisions are listed below.

**Project Delivery:** The FAST Act adopted a number of Administration proposals to further speed the project permitting processes.

**Freight:** The FAST Act recognizes the needs of freight transportation providers and dedicate Federal funds for critical transportation projects that would benefit freight movements.

**Innovative Finance:** The FAST Act improves the coordination within the DOT to promote innovative finance mechanisms and assist in promoting efficiencies in the permitting process.

**TIFIA:** This is a new loan program that provides financing options for large projects and public-private partnerships that will accelerate the delivery of innovative finance projects.

**Safety:** The FAST Act increases the Department's oversight in vehicle and transit safety and streamlines the Federal truck and bus safety grant programs

**Transit:** The FAST Act includes a number of positive provisions, including reinstating the bus discretionary grant program and strengthening the Buy America requirements.

**Ladders of Opportunity:** The Act strengthen workforce training and improves regional planning by providing more formula funds to local decision makers and planners with additional design flexibilities to shore up transit ridership and promote walkable, sustainable land use.

The MPO provides a forum for cooperative decision-making among responsible state and local officials, public and private transit operators, and the general public. The MPO coordinates the planning activities of all transportation-related agencies and adopt long range plans to guide transportation investment decisions. On January 13, 2017 the Lincoln MPO approved the Financially Constrained *2040 Long Range Transportation Plan* (LRTP) for the Lincoln Metropolitan Planning Area. The MPO is also responsible for capital programming through an annually-updated multi-year *Transportation Improvement Program* (TIP), which contains all federal and state funding for surface transportation projects and programs. Plans and programs are to consider all transportation modes and support community development and social goals.

Each year, the Lincoln MPO prepares a *Unified Planning Work Program* (UPWP), in cooperation with other transportation agencies, to describe all metropolitan transportation and transportation-related planning activities anticipated within the area during the year. It is an integrated document that includes the work of participating transportation-related agencies, consultants and work done directly by the MPO Staff. Since the UPWP essentially serves as the master regional transportation planning funding application, it emphasizes documentation of planning activities to be performed with federal funds provided to the MPO for transportation related and transit planning activities and requires approval by both the FHWA and FTA.



## Certification Action

The federal Quadrennial Certification Review of the Lincoln MPO was conducted by the FHWA and FTA in May of 2017. The Certification Review concluded there was no corrective actions. An Action Plan was developed to address the four (4) programmatic recommendations to improve the current transportation planning process. In accordance with 23 CFR 450.334, the FHWA and FTA review team found that transportation planning activities in the Lincoln metropolitan area are being carried out in accordance with governing Federal regulations, policies, and procedures and jointly certified the transportation planning process in the Lincoln metropolitan area through September 2021.

## MPO Study Area

The Lincoln MPO Metropolitan Planning Area includes the Lincoln urbanized area and all of Lancaster County. Lancaster County contains approximately 839 square miles of land, and according to Census 2010 had a population of 285,407. The City of Lincoln is located at the geographical center of the county and currently covers approximately 90.48 square miles of land with a 2010 population of 258,379. The population of the City of Lincoln makes up approximately 90 percent of the population of Lancaster County. There are eleven other incorporated communities containing approximately 2.8 percent of the population and one second-class city, Waverly, in Lancaster County. The other villages and cities ranged in population between 142 and 1,657 and there are nine unincorporated communities in the county.

## Metropolitan Planning Program

Metropolitan Planning Funds (PL Funds) authorized under 23 U.S.C. 104(f)(3) are apportioned to States and are to be made available to the metropolitan planning organizations responsible for carrying out the provisions of 23 U.S.C. 134. Each State develops an allocation formula for the combined apportionment to distribute PL Funds to MPOs representing urbanized areas within the State. There are four MPOs located within the state of Nebraska (Omaha, Lincoln, South Sioux City and Grand Island). The estimated distribution of new PL Funds for FY 2021-2022 is based upon the current State distribution formula based upon the Census 2010 Urban Area population.

MAPA (656,462)	Lincoln (258,719)	SIMPCO (16,576)	Grand Island (50,440)	Total
\$1,008,794	\$596,815*	\$64,467	\$114,432	\$1,784,508

\* Includes a carryover of \$175,000 in PL Funds from the FY 2020-21 UPWP.

## Transportation Planning Goals

In 2017, the Lincoln MPO adopted policy goals developed by the Transportation Planning Committees and general public to provide direction in the transportation planning and programming process.

1. **Maintenance** – A well-maintained transportation system.
2. **Mobility and System Reliability** – An efficient, reliable, and well connected transportation system for moving people and freight.
3. **Livability and Travel Choice** – A multimodal system that provides travel options to support a more compact, livable urban environment.
4. **Safety and Security** – A safe and secure transportation system.
5. **Economic Vitality** – A transportation system that supports economic vitality for residents and businesses.
6. **Environmental Sustainability** – A transportation system that enhances the natural, cultural, and built environment.

7. **Funding and Cost Effectiveness** – Collaboration in funding transportation projects that maximizes user benefits.

These goals are broad in scope and also encompass a variety of strategies and objectives. Together, these goals along with the associated strategies and objectives in the LRTP provide a framework for setting out core principles for regional transportation planning. Federal regulatory requirements also require the planning process to consider projects and strategies that address ten (10) specific planning factors. These factors are expressed in one or more of the MPO policy goals, objectives and strategies and are considered when developing the LRTP.

## **Federal Requirements**

The FAST Act continues support for transportation planning activities that maximize mobility and accessibility, and protect the human and natural environments. This is achieved through a continuing, cooperative, and comprehensive transportation planning process that results in a long range transportation plan that is implemented in a short range program of projects.

The five major components feed into the development of the long range plan and short range programs.

1. **Public Involvement** – Significant emphasis is placed on broadening participation in transportation planning to include key stakeholders who have not traditionally been involved, including the business community, members of the public, community groups, and other governmental agencies. Effective public involvement will result in opportunities for the public to participate in the planning process.
2. **Metropolitan Planning Factors** – The metropolitan planning process must explicitly consider and analyze, as appropriate, ten (10) planning factors defined in federal regulations that reflect sound planning principles.
  - (1) *Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;*
  - (2) *Increase the safety of transportation system for motorized and nonmotorized users;*
  - (3) *Increase the security of transportation system for motorized and nonmotorized users;*
  - (4) *Increase the accessibility and mobility options available to people and for freight;*
  - (5) *Protect and enhance the environment, promote energy conservation, and improve quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;*
  - (6) *Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;*
  - (7) *Promote efficient system management and operation;*
  - (8) *Emphasize the preservation of the existing transportation system;*
  - (9) *Improve resiliency & reliability of the transportation system and reduce or mitigate storm water impacts (new with FAST Act); and*
  - (10) *Enhance travel and tourism (new with FAST Act).*
3. **Congestion Management Process** – Federal regulations requires MPOs to establish and implement a process that provides for effective management and operation of the transportation system which addresses congestion within a metropolitan planning area serving a Transportation Management Area (TMA). The Congestion Management Process (CMP) is to be a systematic process that provides information on transportation system performance and is to serve as a practical tool for the transportation planning staff and

decision-makers in identifying and implementing strategies that enhance the mobility of people and goods in the metropolitan area.

4. **Air Quality Conformity Process** – The linkage of transportation planning with the transportation conformity requirements of the Clean Air Act Amendments of 1990 (CAAA) remains a critical factor. The essence of transportation conformity is that, in areas failing to meet federal standards for air quality, transportation plans and programs are required to be in conformance with the transportation provisions of the state’s air quality plan (the State Implementation Plan or SIP), which demonstrates how the state will meet the standards.
5. **Financial Plan** – Current federal regulations (FAST Act) continues the requirement established in MAP-21 and SAFETEA-LU that financial planning needs to be fully integrated into the transportation plan and program development process. This requirement is to encourage good financial planning and to prevent transportation plans and programs from becoming “wish-lists” of projects with no realistic chance of implementation. Regulations continue to allow the inclusion of an “illustrative” listing in the long range plan for potential projects that could be implemented should additional funding become available.

### **Performance Management**

The FAST Act continues MAP-21’s overall performance management requirement for metropolitan planning organizations, public transportation providers and states **to establish and use a performance-based approach to transportation decision making to support the seven national goals for the federal-aid highway system**. The goal areas include: safety, infrastructure, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays. The goal areas for public transportation address transit safety and transit asset management.

After the performance measure targets are set, the metropolitan transportation plan and the transportation improvement program (TIP) will use these in assessing the performance of the transportation system. The metropolitan transportation plan will include these as an in system performance reporting to evaluate the condition and performance of the transportation system with respect to the established targets. The TIP will use this system in program development process to evaluate the anticipated effect of projects toward achieving the performance targets set in the plan.

### **FHWA-FTA Planning Emphasis Areas**

The FHWA and FTA have jointly issued Planning Emphasis Areas (PEAs) for Federal fiscal year 2016 that are planning areas the Metropolitan Planning Organizations (MPOs) and State Departments of Transportation are to address as they develop their planning work programs. Listed here are the three strategic objectives for surface transportation that highlight current transportation planning regulations.

*Transition to Performance Based Planning and Programming* – This is the implementation of a performance management approach to transportation planning and programming.

*Promote Cooperation and Coordination across Transit Agency, MPO and State Jurisdictions* – This is to be a coordinated approach with State DOTs, MPOs, and providers of public planning to improve the effectiveness of transportation decision making that better support common goals.

*Access to Essential Services* – The transportation planning process is to develop and implement analytical methods to identify gaps in the connectivity of the transportation system and develop infrastructure and operational solutions to provide adequate access to essential services.

## **MPO Planning Issues and Emphasis**

In addition to the changing federal context, other factors that influence activities in this work plan are identified by the MPO planning advisory committee as key planning issues to be addressed over the next fiscal year. Among the key issues being addressed during this planning period include the following:

✓ **Long Range Transportation Plan Update**

The Long Range Transportation Plan (LRTP) update planning process began in the spring of 2020 and will continue in 2021 with an anticipated adoption by the Lincoln MPO Officials Committee in December 2021. The update includes the development of existing and new data sources and updating/development of planning tools. The land use development process for the Lincoln and Lancaster County area identifies shifts in land use types, levels of development, and patterns of growth that are critical in preparing future transportation plans. This provides the foundation for projecting future directions and policies which become the basis for assessing future transportation needs, possible facility improvements, multi-modal strategies, and performance based planning and programming.

The Lincoln MPO, in cooperation with the City of Lincoln, Lancaster County, NDOT, and other local and regional public and private entities, has completed the first phases of this planning process over the past year to which has resulted in building the foundations for the updated *Long Range Transportation Plan*. Planning efforts included collecting current land use data and proposed development scenarios, and transportation system centerline data to refresh and update the MPO travel model used to project future mobility. Additional work also involved updating/developing the information base and analysis tools for Performance Based Planning and Programming that supports the development and implementation of a performance management approach to transportation planning and programming. The LRTP update planning process has incorporated resiliency and equity which will be reflected in the LRTP document. For example, Transportation Equity has been added as a transportation goal.

✓ **Transit Development Plan Update**

Update the Transit Development Plan by framing the necessary transit issues upon input received during the planning process for the update to the Lincoln-Lancaster County Comprehensive Plan and the Long Range Transportation Plan. The Transit Development Plan provides a framework for monitoring and modifying transit services in response to changes in development patterns and user needs, and is based on adopted standards and policies. This Transit Development Plan Update will explore how transit services should be delivered in the planning period.

✓ **Performance-Based Planning and Management**

MPO is to coordinate with State and public transit provider planning activities in updating or developing performance data and measures that will support a performance based planning approach for states and MPOs in support of national goals and to develop plans and projects that will help achieve the stated targets.

✓ **Comprehensive Review of Key MPO Documents and Policies**

Continue a comprehensive review of the key Lincoln MPO Planning Documents and Policies in carrying out the federally-mandated transportation planning process in the Lincoln Planning Area.

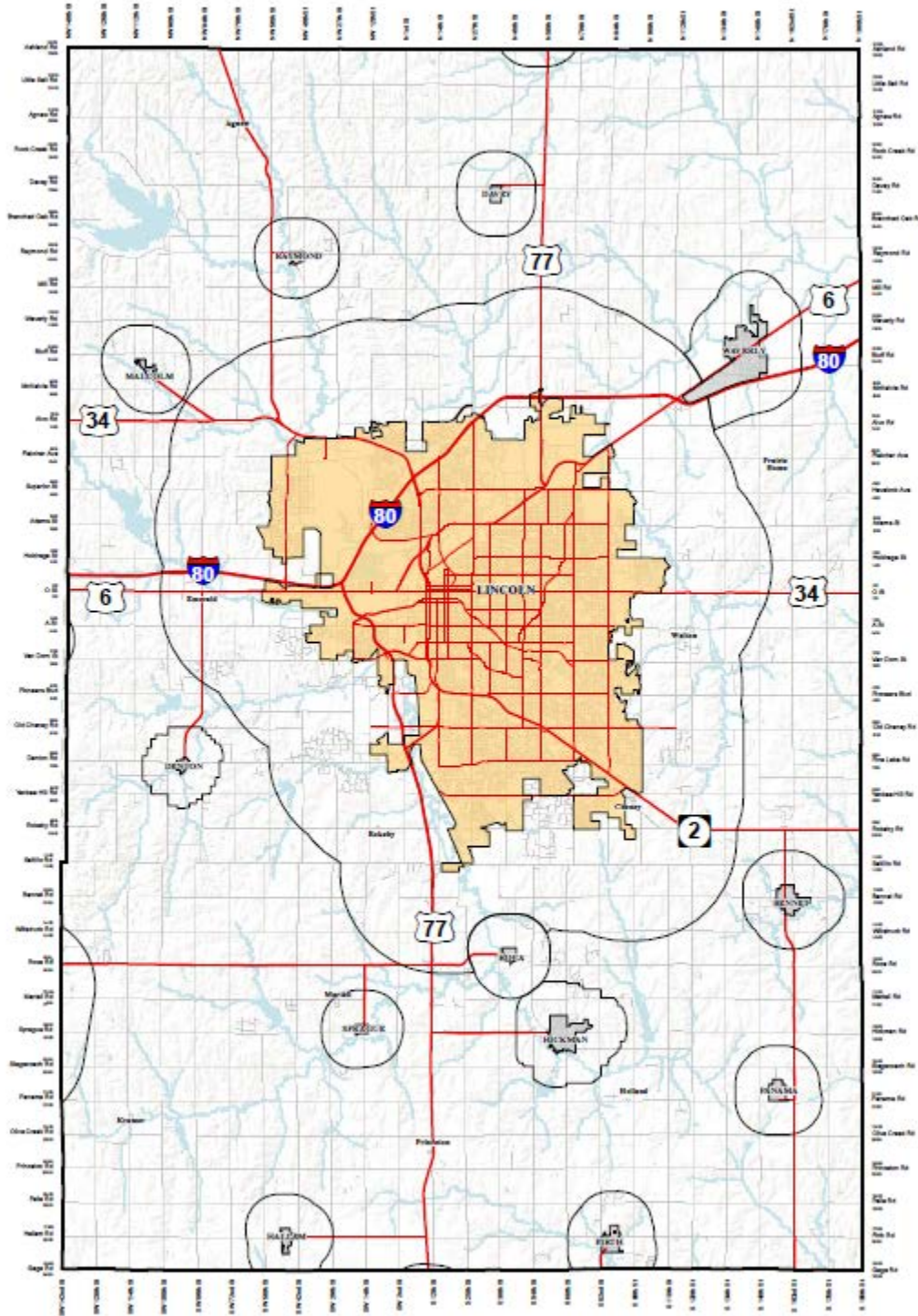
✓ **Update Data and Develop New Data Sources**

Update existing transportation system data and develop new data sources as needed for monitoring, maintaining, and enhancing the performance of public roadways. Fresh data is an important component of several planning tasks, such as regular updates to the Transportation Plan, the annual update of transportation improvement program for prioritizing and programming transportation projects, for engineering and safety projects and other planning studies. The availability of

complete and accurate data is required for monitoring the physical state of transportation infrastructure, system congestion, maintaining aspects of roadway condition and performance.



# Lancaster County, Nebraska



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## **CONTINUING TRANSPORTATION PLANNING PROCESS**

### **TRANSPORTATION PLANNING WORK PROGRAM**

#### **OBJECTIVE**

The purpose of the Unified Planning Work Program (UPWP) for the Lincoln Metropolitan Planning Organization (MPO) is to carry out the transportation planning process for the Lincoln Metropolitan Planning Area that will encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development within the planning area. The multi-modal transportation planning responsibilities include guiding decisions that will support the goals and objectives of the *2040 Lincoln MPO Long Range Transportation Plan* resulting in the development of a Transportation Improvement Program (TIP) and coordination and implementation of transit services.

The overall goals identified in the Long Range Transportation Plan include:

- ❖ *Maintain the existing transportation system to maximize the value of these assets.*
  - ❖ *Improve the efficiency, performance and connectivity of a balanced transportation system.*
  - ❖ *Promote consistency between land use and transportation plans to enhance mobility and accessibility.*
  - ❖ *Provide a safe and secure transportation system.*
  - ❖ *Support economic vitality of the community.*
  - ❖ *Protect and enhance environmental sustainability, provide opportunities for active lifestyles, and conserve natural resources.*
  - ❖ *Maximize the cost effectiveness of transportation.*
- 

#### **PREVIOUS WORK AND CONTINUING WORK METHODOLOGY**

This section describes transportation planning activities expected to be completed prior to July 1, 2021 and activities that are expected to be conducted during FY 2021-2022. The general guidelines for these activities are included in the *MPO Management Plan for Continuing Transportation Planning in the Lincoln Metropolitan Area* and the *Memorandum of Agreement for Transportation Planning and Programming Between the Lincoln Metropolitan Planning Organization, City of Lincoln StarTran Bus Service, and the Nebraska Department of Transportation*. Following the text in this section is a table that shows the agency or agencies responsible for each activity and the estimated planning costs.

## **I. ADMINISTRATION AND MANAGEMENT ACTIVITIES – 6100**

### **A. General Program Administration and Coordination (6110)**

#### Objective:

Administration and management of the transportation planning, programming, and implementation tasks to ensure the compliance with administrative, financial, and legal requirements for maintaining the comprehensive, coordinated, and continuing (3-C) transportation planning process for the Lincoln Metropolitan Planning Organization (MPO). This includes coordination of MPO transportation planning activities with the Nebraska Department of Transportation (NDOT), Federal Highway Administration, Federal Transit Administration, and participating agencies in the metropolitan transportation planning process. This includes taking actions to enhance the technical capacity of the planning process and to insure a proactive public involvement process that provides full public access to key decisions in developing both short and long range plans and programs.

#### Previous Work:

Program administration and management is a continuing work activity that includes the following key activities.

- Staff support to Lincoln MPO Officials Committee, Technical Committee, and other committees for planning activities, administration and public outreach which included developing notices, agendas, materials, and minutes as needed.
- Reviewed federal/state policies and guidance regarding metropolitan transportation planning and STIP scheduling and incorporated changes as necessary.
- Maintained records and provided reports to funding agencies on the status of transportation planning activities.
- Maintained maps of street and highway functional classification and urban area boundaries.
- Monitored federal/state transportation Local Public Agency (LPA) initiatives and guidelines.
- Maintained Responsible Charge (RC) annual training to meet LPA Guidelines.

#### Products:

The MPO will maintain a transportation planning program and perform administrative activities necessary to ensure compliance with administrative, financial, and legal requirements for maintaining the transportation planning process and retain eligibility for federal and state funding for transportation planning and projects in the Lincoln Metropolitan Area.

**An area of Emphasis for the MPO this fiscal year** is to continue a comprehensive review of the key Lincoln MPO Planning Documents and Policies in carrying out the federally-mandated transportation planning process in the Lincoln Planning Area.

The Lincoln MPO staff will manage the implementation of tasks in this work program and administrative activities that will include:

- A. Preparation and review of transportation planning reports, contracts, quarterly progress reports and invoices for PL Funds, prepare meeting agendas, meeting materials and record meeting minutes.
- B. Provide staff support to Lincoln MPO Officials Committee, Technical Committee, and special committee meetings, transportation-related meetings or public outreach activities and develop notices, agendas, materials, and minutes as needed.
- C. Support operating expenses (meeting expenses, photocopying, office equipment and supplies, etc.) to conduct the administration and management of the metropolitan planning process.
  - o Purchase a replacement of a laptop computer for MPO staff. This purchase may include laptop accessories and software as needed. Total cost estimate is estimated at \$2,500.



- D. Comply with federal and state MPO certification requirements and review federal/state policies and guidance regarding metropolitan transportation planning and incorporate changes as necessary.
- E. Comply with federal/state transportation Local Public Agency (LPA) initiatives and guidelines
- F. Review and certify the transportation planning process.
- G. Update and maintain maps of street and highway functional classification within the urban area boundary and Metropolitan Planning Area (Lancaster County).
- H. Continue the evaluation on the effectiveness of the MPO's outreach efforts.
- I. Evaluate, as needed, the effectiveness of the MPO's Environmental Justice (EJ) efforts.
- J. Continue outreach to the freight community in the transportation planning process.

Funding Summary: Combined PL Fund, FTA and Local Funding

Functional Agency Responsibility: Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Preparation of transportation planning reports	On-going activity
B. Provide staff support to Lincoln MPO Committees	On-going activity
C. Work with City of Lincoln, Lancaster County and State of Nebraska	On-going activity
D. Support operating expenses to conduct general administration	On-going activity
E. Comply with federal regulations and state LPA Guidelines	On-going activity
F. Review and certify the transportation planning process	On-going activity
G. Maintain National Functional Classification and Urban Area Maps	On-going activity
H. Continue the evaluation and enhancement of outreach efforts	On-going activity
I. Evaluate and enhance the MPO's E.J. efforts	On-going activity
J. Continue coordination efforts with the freight community	On-going activity







**E. Professional Development, Education and Training (6150)**

Objective:

This activity is intended to keep the staff knowledgeable about federal and state regulations, the latest transportation planning technologies, and the best practices and activities of other MPO's. Staff capabilities will be enhanced by attending selected conferences, seminars, training workshops and courses in local universities, including continuing education in RC training.

Methodology:

- Participate in conferences, seminars, training workshops, and meetings to keep acquainted with the latest regulations and techniques in the transportation planning field.
- Develop training activities such as supporting training workshops and educational activities for planning and engineering staff and Planning Commission members or Committee members.
- Bring in speakers/educators to hold workshops with staff, Citizen Committees and the general public to better inform and build the knowledge base of on key issues.

Products:

The Lincoln MPO staff will participate in conferences, seminars, training workshops, and meetings to keep acquainted with the latest regulations and techniques in the transportation planning field or to develop general capabilities. Professional development activities may include the following:

- A. Continued internal training in the program development and in the application of TransCAD transportation modeling software.
- B. Other professional development possibilities include attending workshops and conferences sponsored by NDOT, FHWA, FTA, APA, ITE, TRB, AMPO, ITS, and other organizations.
- C. With the anticipated renewal of the Surface Transportation Act, changes to planning emphasis areas and regulations are expected to result which will require staff to be informed and educated in order to maintain a responsive transportation planning program.

Funding Summary:

- Direct charges include registration fees, travel, lodging and related expenses to attend or host conferences, seminars, workshops, and meetings that are for professional planning activities.
- Costs are to be reimbursed with a combination of Federal PL Funds (80%) and Local (20%).

Functional Agency Responsibility:                      Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Continuing LPA education and RC training	On-going activity
B. Professional Transportation Planning training	As available
C. Workshops & training for the new Surface Transportation Act	As available

## II. INTERAGENCY AND PUBLIC OUTREACH ACTIVITIES – 6200

### A. Transportation Planning-Related Committees (6210)

Objective:

To facilitate the decision-making process for transportation planning with key policy-making bodies that are comprised of representatives from local government and transportation authorities. These bodies consider transportation issues and develop plans and programs for the metropolitan area.

Officials Committee

The Lincoln MPO Officials Committee membership consists of elected officials representing the City of Lincoln, Lancaster County and the State of Nebraska. The Officials Committee acts upon transportation programs and studies and reviews the MPO Technical Committee’s actions.

Technical Committee and Technical Committee Subcommittees

The Technical Advisory Committee serves to review the effects of transportation plans and programs in conformance to appropriate federal regulations. This committee serves as the administrative and technical staff to implement the transportation plan and makes recommendations to the Officials Committee on proposed programs, studies and plans.

Lincoln-Lancaster Planning Commission

The Lincoln-Lancaster Planning Commission holds public reviews and considers proposed land use and transportation plans and related programs in relation to community goals and forwards recommendations to the MPO Officials Committee.

Citizen Task Forces and Advisory Committees

Key citizen advisory committees include the Pedestrian and Bicycle Advisory Committee, Neighborhood Round Table, Community Services Initiatives, as well as other project specific advisory committees and task forces.

Methodology:

- Staffing Committee and Task Force meetings.
- Develop and produce agendas, planning documents, and reports for Committee review.
- Production and mailing of materials and meeting minutes

Products:

- A. Staffing of committees, citizen task forces and citizen advisory committees or groups used in the MPO planning and decision-making process.
- B. Work products include the production and mailing of materials to committees, development of planning documents, reports, and meeting minutes.
- C. Maintain and add to the general list of persons interested in the planning process.

Funding Summary:

Combination of Local and Federal PL Funds.

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Committee Staffing and Support	On-going activity
B. Development of planning documents and reports	On-going activity
C. Maintain & Update List of Persons Involved in MPO Activities	On-going activity

**B. Public Participation Program (6220)**

Objective:

Provide a public participation process and plan in order to secure public input for the metropolitan transportation planning process that will encourage early and continuing public involvement in the development of plans and programs. This process involves evaluating and updating the MPO’s Public Participation Plan to meet federal regulations and allow interested parties to comment on transportation plans, programs, and other planning documents.

Previous Work:

- The *Public Participation Plan* was updated with Lincoln MPO adoption November 2010.
- Consult with local and regional officials on developing transportation plans and programs.
- Public Notification list and web page posting maintained.
- Electronic Public Request Form developed and maintained.
- This Lincoln MPO *Public Participation Plan* was amended February of 2014 in accordance with federal regulations, to reflect the adopted *Limited English Proficiency (LEP) Program Plan* of the City of Lincoln and to clarify the MPO *Accommodations Policy* to comply with Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Americans with Disabilities Act of 1990.

Methodology:

- Organize meetings (i.e. reserve public meeting facility), prepare agenda materials, provide document translation/interpreter and complete information packets as needed.
- Provide public notice and public access to key decisions, place legal ads and required notice.
- Conduct public comment periods for MPO work products (i.e. UPWP, TIP).
- Attend public information meetings for transportation improvement projects and/or studies (as needed).
- Update mailing lists and post meeting agenda and materials on the MPO’s website.

Products:

- A. On-going *Public Participation Plan* review and update activities.
- B. Update and maintain mailing lists, web page and communication tools as needed
- C. Support operating expenses (meeting expenses, advertisement, document translation, interpreter, etc.) to conduct the public participation of the metropolitan planning process.
- D. Electronic Public Request and Notification Forms maintained.
- E. Preparation of activity newsletters and reports

Funding Source: Combined Local and PL Funding.

Functional Agency Responsibility: Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Public Participation Plan Review	On-going activity
B. Update and maintain mailing lists, web page and communication tools	On-going activity
C. Support operating expenses to conduct public participation	On-going activity
D. Electronic Public Request & Notification Forms maintained	On-going activity
E. Preparation of activity Newsletters and reports	On-going activity





**D. Transportation Reports and Newsletters (6240)**

Objective:

To provide the decision makers and the general public with graphic and written information analyzing the performance of the transportation system, and to provide status reports on transportation planning studies and engineering projects, to describe transportation issues the community is facing, and to identify priorities for future studies and projects.

Previous Work:

- Reports and Newsletters used on a project by project basis to provide status reports on transportation planning studies and engineering projects, and to describe and frame transportation issues the community is facing within the transportation planning process.

Methodology:

- Transportation Newsletters are used for transportation-related planning proposals and activities to aid decision makers and the general public in surveillance and review of information.
- The technical elements of reports presents available monitoring data which are compared with forecasts, describes the status of activities relating to implementation of the transportation plan, and describes ongoing transportation planning activities.

Products:

- A. Reports and periodic Newsletters analyzing the performance of the transportation system and discussing on the transportation issues the community is facing. This includes the Transportation Systems Management Performance Report, which is an annual report to monitor and evaluate the transportation system and assess whether the LRTP goals are being achieved.
- B. Status reports on transportation planning studies and engineering projects.
- C. Any revisions to the Long Range Transportation Plan will require additional community outreach and reports.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

**Schedule of Products**

**Completion Dates**

A. Reports and periodic Newsletters (i.e. Transportation Systems Management Performance Report)	On-going activity
B. Status Reports	Quarterly
C. Community Outreach on revisions to the LRTP	As needed

**E. Website Management and Enhancement (6250)**

Objective

To continue the development of an effective and efficient website that allows public access to transportation planning information, MPO documents and reports, and to provide a vehicle for obtaining public comment on the transportation planning process.

Previous Work

- New technologies are being used in visual imagery to display the *2050 Long Range Transportation Plan*, TIP, Public Involvement Program and other specific projects.
- Committee meeting notices, agendas and minutes are available on the website.
- The website format has been updated to improve easy accessibility for MPO documents as part of our public outreach efforts.
- Visual techniques are used to communicate a variety of levels of information including public policy issues, planning activity, engineering projects, studies and construction projects.
- The internet site also includes email functionality allowing citizens to electronically submit comments and questions to elected officials and staff regarding transportation issues.
- Expanded the website use as a mechanism for public input through on-line interactive surveys to support the planning process.
- Added a multilingual tool to the web page for the *Limited English Proficiency (LEP)* community.

Methodology:

MPO staff will continue to work with City and County departments to improve the use of visual techniques and continue to enhance its abilities as new technologies become available. The visualization techniques under consideration range from simple illustrations and charts to sophisticated simulation tools.

Products

- A. Staff will continue to post all documents and reports on the MPO website in a timely manner.
- B. Continued evaluation of the InterLinc web page to better address the needs identified in the Americans with Disabilities Act.
- C. Continue looking into techniques that will further develop the “Visualization Toolbox” to provide the most effective techniques in helping people understand events within the transportation planning process.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Post documents and reports on the MPO website	On-going activity
B. Evaluation of the web page	On-going activity
C. Continue developing the “Visualization Toolbox”	On-going activity





**C. Land Use Database Update and Maintenance (6330)**

Objective:

Transportation facility improvements in the Long Range Transportation Plan (LRTP) are derived in part from projected future development and land uses. The land use planning process for Lincoln and Lancaster County provides the foundation for projecting future dwelling units, commercial, institutional, and industrial centers which provide a basis for assessing future transportation demand.

Previous Work:

The critical link between transportation and land use activities is the focus of on-going planning and management for both systems. This task involves gathering data and monitoring the land uses with the new Development Approval Tracking System (DATS) replacing the field surveys and provides the foundation for the ongoing collection and evaluation of land use-related data bases.

**Development Approval Tracking System (DATS)** is a GIS application that tracks approved commercial floor area and residential dwelling unit applications. Developments are defined in the existing GIS land use layers which are nested within the defined Traffic Analysis Zones. This allows data to be easily aggregated for traffic modeling and reporting purposes etc. The Assessor will visit a commercial parcel at least once every six years, but they will also visit parcels that have permits issued or recent sales on an ongoing basis. For residential, the existing GIS land use layer is used to determine how many residential dwelling units exist (and by type of unit) or how many units still have not been built. Building permit data are used to populate the existing land use layer with both existing units and type of units. The existing land use is updated on a monthly basis based on a report generated by the Building and Safety Department.

Products:

- A. Vacant Lot Inventory: Residential development is one of the key factors in projecting future travel demand by traffic analysis zone. The Vacant Lot Inventory is a digital GIS database which uses administrative records to monitor the platting of land and the construction of dwelling units.
- B. Area-Wide Land Use Database: Data on all land uses within the MPO planning area is maintained on a regular basis using field surveys and administrative records. Data aids in determining shifts in land use types, levels of development, and direction of growth which are factors in preparing future transportation plans and serves as a key traffic model input.
- C. GIS Based Land Use Tracking System: Tracking of all land uses and development within the MPO planning area is being maintained within the GIS environment. This data and visual capabilities provide tools and data for ongoing transportation planning.

Funding Summary:                      Combination of Local and Federal PL Funds

Functional Agency Responsibility:                      Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Vacant Lot Inventory, Monthly Postings & Annual Summary Report	On-going / February 2022
B. Area-Wide Land Use Database	On-going
C. Update Land Use projections for the transportation planning	On-going

*Paul Barnes (2021)*

**D. Community Value Factors and Surveys (6340)**

Objective:

The objective of this task is to ensure the opportunity for meaningful involvement of all members of the public throughout the entire MPO transportation planning process. This task involves a host of outreach efforts in soliciting, documenting, understanding, and discerning community values as they relate to the transportation system and is vital to the success of the planning process.

Previous Work:

- Public Opinion Surveys of Transportation and Mobility Issues was conducted to obtain maximum input from the community.
- The Lincoln-Lancaster Planning Department conducted a “Planning and Development Survey” of residents in Lincoln and Lancaster County by telephone seeking community input.
- The Transportation Planning Update process in FY 2020-21 included a series of virtual public open houses held throughout the Planning Area with extra efforts made to reach minority and special needs communities.
- The Planning website included two on-line survey allowing the public to submit and post their comments for full review by the community, appointed officials, and elected officials.
- Language services for non-English speaking and hearing impaired will be used as needed with “Google Translate” on the MPO website.

Methodology:

To ensure the opportunity for meaningful involvement within the transportation planning process from all members of the public within the planning area, work will continue to encompass a host of outreach efforts in soliciting, documenting, understanding, and discerning community values as they relate to the transportation system is vital to the planning process.

Products:

- A. Continued use of public open houses to solicit input from the general public with additional efforts made to reach minority and special needs communities.
- B. Language services for non-English speaking and hearing impaired will be used as needed for PDF documents on the MPO website.
- C. MPO and Planning website will use on-line survey methodologies to gain input from the public.
- D. The website will provide updated information related to meetings and planning materials.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

**Schedule of Products**

**Completion Dates**

Schedule of Products	Completion Dates
A. Continued use of public open houses	Done as needed
B. Language services for non-English speaking & hearing impaired	Done as needed
C. MPO & Planning website will use on-line survey methodologies	On-going
D. MPO & Planning website will be maintained and updated	On-going

*Paul Barnes (2021)*

**E. Census Planning Activities (CTPP) (6350)**

Objective:

Provide timely and meaningful local support to the United States Bureau of the Census in gathering and geo-coding of Census information, and integrate Census data into the transportation planning process in a purposeful and supportive fashion.

Previous Work:

- The City of Lincoln and Lancaster County have a long standing partnership with the Bureau of the Census. During the Decennial Censuses, staff from Lincoln and Lancaster County were instrumental in supporting the Bureau’s work by providing labor and geographic information.
- For the Decennial Census efforts, efforts were made by local staff to promote community participation in the Census, especially among traditional undercounted demographic segments.
- Work effort involves the Census Transportation Planning Package (CTPP) Program which includes vital transportation-related data, commuting information for urban planning purposes and demographic information about workers’ place of residence and place of work.
- The MPO staff works to assist in preparing maps, coding data by geographic subareas, performing statistical analysis, developing informational reports, and document this information.

Methodology:

This task is to two-fold: 1) to provide timely and meaningful local support to the United States Bureau of the Census in gathering and geo-coding of Census information; and 2) to integrate Census data into the transportation planning process. This involves gathering and geo-coding work by local agencies prior to, during, and after the actual conduct of data collection by the Bureau of the Census.

Products:

- A. Local staff will continue to work with the U.S. Bureau of the Census and other Federal agencies in collecting, tabulating, and distributing Census data.
- B. Staff is currently providing support in setting up the managerial infrastructure for the U.S. Bureau of the Census and for the LUCA, CTPP, and CBAS programs.
- C. Local staff will also track American Communities Survey (ACS) data related to the Lincoln MPO and overall transportation planning process.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Work with the U.S. Bureau of the Census and other Federal agencies	Done as needed
B. Manage Programs for the Bureau, LUCA, CTPP, and CBAS	Done as needed
C. Track American Communities Survey Data	On-going

*Paul Barnes (2021)*



## F. Transportation System Data Monitoring and Collecting (6360)

### Objective:

The objective of this task is to collect, maintain, and monitor data on the transportation system to support on-going planning needs. This includes data regarding system performance, inventories of facilities and services, and user behavior.

### Previous Work:

Data is routinely gathered to provide information on the operation of the street network, to evaluate and manage the street and road system, and to support transportation planning programs. Information is compiled on a continuing system-wide basis and includes the following:

Safety Data on Crash Locations and Frequencies: Data are collected continuously to monitor crash activity by location and frequency, along with short-range planning activities to identify system improvements. Crash statistics on pedestrians, bicycles, and vehicles are compiled and summarized annually. A biennial *Citywide Crash Report* is developed based upon a rolling five year crash data input cycle to evaluate safety improvement opportunities. A new Crash Application tool has been developed that will allow more robust annual evaluations.

Downtown Parking Management and Planning Studies: A Comprehensive Supply and Demand Parking Study was completed on parking facilities in the Downtown area, Haymarket shared parking activity, including metered parking and time limit restriction analysis.

Traffic Counting Program: A traffic count program is maintained to provide base data for travel assessment and level of service analysis, traffic signal timing optimization and transportation-related systems planning tasks. Traffic count data includes 24-hour traffic counts and turning movements for signalized intersections and roadway segment locations. Data and maps are prepared and posted on the internet to provide public information on traffic volumes on major roadways.

Traffic Optimization Program: Traffic Engineering collects and evaluates system data on traffic control features including pavement marking, traffic signals, traffic signs, intersection channelization, and parking regulations. Data inventories are updated, expanded and evaluated as an ongoing *Traffic Optimization Program*. Traffic flow analysis is conducted as part of the Green Light Lincoln (GL2) program to evaluate major corridors and intersections with regard to travel time and other system performance measures. Phase 4 of GL2 was completed in 2020.

Performance-Based Planning and Management: MPO coordinates with State and public transit provider planning activities in developing performance data and measures that support the performance based planning in meeting national goals. Planning efforts in the development of performance measures supporting NDOT and StarTran targets include the following:

- Safety performance measures to support the Highway Safety Improvement Program (HSIP)
- National Highway System (NHS) pavement and bridge condition performance measures
- Performance of NHS, freight, and Congestion Management and Air Quality Improvement Program (CMAQ) performance measures
- Transit Asset Management (TAM) performance measures
- FTA safety performance measures

### Products:

System data is collected, organized and maintained. Activities that will continue in FY 2021-22 include:

- A. Collect safety data to monitor crash activity by type, location and frequency.
- B. Compile an annual update of City vehicular, pedestrian and bicycle crash statistics.
- C. Prioritize, evaluate and select projects based upon safety effectiveness.





## IV. SHORT RANGE PLANNING AND PROGRAMMING ACTIVITIES – 6400

### A. Transportation Improvement Program (TIP) (6410)

Objective:

Draw on priorities identified in the *2040 Long Range Transportation Plan* to program projects for the next four fiscal years. Develop, maintain and update the scheduling of improvements and ensure consistency between the MPO's Transportation Improvement Program (TIP), local Capital Improvement Programs and coordinate with the State Transportation Improvement Program (STIP).

Previous Work:

- Developed and maintained the FY 2021-2024 TIP by including amendments and administrative modifications
- Worked to improve the programming process to directly reflect the LRTP.
- Coordinated the development of the FY 2022-2025 TIP based upon the project prioritization process to ensure projects are coordinated and evaluated with the MPO Transportation Plan.
- The Transportation Alternative Program (TAP) and project selection process was developed.

Methodology:

- Draw on priorities in the *2040 Long Range Transportation Plan* to select projects for funding.
- Coordinate capital improvements to ensure consistency between the MPO's TIP and the City of Lincoln, Lancaster County and State Transportation Improvement Programs.
- Coordinate the TIP with the State Transportation Improvement Program.
- Review annual TIP for consistency and coordination with the MPO Transportation Plan.
- Develop an annual listing of obligated projects for which federal funds have been programmed.
- Annual review and selection of the TAP projects to be programed as funds become available.

Products:

- A. Coordinate the development of the FY 2022-2025 TIP.
- B. The TIP will be maintained with amendments and administrative modifications as needed.
- C. The draft FY 2023-2026 TIP will be coordinated with the 2022 self-certification as required.
- D. Listing of projects obligated with federal funds.
- E. Continue developing and documenting the prioritization and programming of transportation projects and coordinate with the Annual Review of the MPO Transportation Plan.

Funding Source:

Combined Local and PL Funding

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Coordinate development of the FY 2022-2025 TIP	October 2021
B. Maintain the current TIP through revisions as necessary	On-going activity
C. Coordinate the development of the FY 2023-2026 TIP	February - October 2022
D. Annual listing of federally obligated projects	January 2022
E. Coordinate project selection within the Annual Review of projects	April - May 2022

**B. Financial Resources Development and Program Phasing (6420)**

Objective:

As part of the annual budget and financial planning activities, staff develops budget programs for transportation planning activities, engineering projects and construction projects to be conducted within the MPO Metropolitan Planning Area (MPA) of Lancaster County.

Previous Work:

The Lincoln MPO *Project Prioritization and Selection Process* was developed and adopted which describes the local transportation planning process for selecting and programming projects in the annual TIP that are proposed to be funded with federal dollars. Financial programming for the planning period included 1) developing financial projections for the TIP, 2) prioritizing projects and strategies for programming in the financially constrained TIP.

The Lincoln MPO developed a *Transportation Alternatives Program (TAP)* competitive project selection process for the purpose of annually selecting and programming projects in the TIP. The MPO worked with the TAP Project Selection Committee to develop a fiscally constrained schedule of TA projects that are included in the FY 2018-2022 program of projects.

Methodology:

Project and financial programming activity lists all planning activities and construction work to be pursued over the planning and programming period.

- MPO staff budgets the amount of funds needed for administration, planning activities, and transportation studies to be conducted in the planning year.
- MPO staff, along with the City of Lincoln, Lancaster County, NDOT and coordinating agencies, selects and programs transportation facility improvements based upon available funding and the *MPO Project Prioritization and Selection Process*.
- Assist the City in implementing a **Transportation Plan Implementation Strategy** for the Transportation Plan.

Products:

- A. Provide technical assistance and determine financial resources for transportation planning issues with the City of Lincoln, Lancaster County, NDOT and stakeholders.
- B. Analyze funding resources and pursue revenue development.
- C. Review and program transportation facility improvements based upon available funding and the *MPO Project Prioritization and Selection Process* for updating the program of TA projects.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Technical assistance on financial resources for stakeholders	On-going activity
B. Analyze funding resources and pursue revenue development	February 2022
C. Review and program transportation facility improvements based upon <i>MPO Project Prioritization and Selection Process</i>	March - May 2022



**D. Transportation Facilities and Site Plan Review (6440)**

Objective:

Provide data and participate in transportation decision making processes and obtain feedback from other transportation planning agencies including federal, state transportation agencies, environmental and natural resource agencies on the direct and indirect potential impacts of land development and transportation projects.

Previous Work:

- Participation in the local and state-wide transportation planning and programming activities.
- Reviewed transportation planning and engineering study purpose and needs statements and data for State projects identified in the Transportation Plan.

Methodology:

- Evaluations are focused on the needs identified in the Transportation Plan and Transportation Improvement Program so that more informed decisions can be made.
- Participate, to the maximum extent possible, in the transportation decision making process and in the State transportation planning and programming activities.
- Work with appropriate agencies to identify data resources, including GIS, which is useful in evaluating the potential impacts of proposed transportation solutions.
- Coordinate with the NDOT for the collection of transportation and socio-economic-cultural data.
- Assist in developing purpose and need statements for planning and engineering projects identified in the Transportation Plan and provide support for Transportation Plan amendments.
- Review of National Environmental Policy Act (NEPA) Documents and Environmental Impact Statements (EIS) to integrate environmental values into the decision making processes.

Products:

- A. Review and provide analyses of major transportation facility design plans and Environmental Impact reports as needed.
- B. Review project plans for new land use developments and associated impacts on the transportation network.
- C. Respond to data needs by uploading socio-economic-cultural data, transportation network data, GIS files as necessary for the transportation planning process.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Review major transportation facility design plans	As needed
B. Review project plans for new land use developments	As needed
C. Respond to data needs	As needed

## V. METROPOLITAN TRANSPORTATION PLANNING – 6500

### A. Long Range Transportation Plan – Review, Evaluation and Update and Coordination with Comprehensive Planning Activities (6510)

#### Objective:

Develop and maintain the Lincoln MPO's *Long Range Transportation Plan* (LRTP) and coordinate with the *Lincoln and Lancaster County Comprehensive Plans* and the *Nebraska Long Range Transportation Plan*. Annually review planning assumptions and performance measures to identify amendments to keep the plan current, cost affordable and conforming to federal laws.

#### Previous Work:

The *2040 Long Range Transportation Plan* and *Technical Documentation* includes all modes of transportation and social, environmental and economic reviews. The **Transportation Plan** is a performance based Transportation Plan that was coordinated with the *Lincoln City* and *Lancaster County Comprehensive Plans*, had a series of Public Open House activities and Public Hearing held by the Lincoln-Lancaster Planning Commission. The *2040 Long Range Transportation Plan - 2016 Update* was adopted by the Lincoln MPO on January 13, 2017. The MPO's Long Range Transportation Plan covers a minimum forecast period of 20-years at the time of plan adoption and subject to urban area conditions and amendments, will remain valid until its five year expiration date of January 13, 2022.

**Nebraska Statewide Transportation Plan:** The MPO participated in activities relating to the process for the development of NDOT's 2040 Statewide Transportation Plan (Nebraska's Long Range Transportation Plan). NDOT began the plan in September 2019, and it is slated for completion in Spring 2021.

#### Long Range Transportation Plan Update:

The MPO is to periodically update the Metropolitan Transportation Plan for its Metropolitan Planning Area (23 U.S.C. 134 (i)). According to federal requirements, the scope of life of the Long Range Transportation Plan is to cover a 20-year minimum forecast period at the time of plan adoption. Current Federal planning provisions require the MPO to update long range transportation plans every five years based on current population and socioeconomic data in order to accurately assess existing and projected travel conditions and needed system improvements. According to federal guidelines, the five year stipulation on the life of the current MPO Transportation Plan will expire January 13, 2021.

The Lincoln MPO, in cooperation with the City of Lincoln, Lancaster County, NDOT, and other local and regional public and private entities, has completed the first phases of this planning process over the past year to which has resulted in building the foundations for the updated *Long Range Transportation Plan*. Planning efforts included collecting current land use data and proposed development scenarios, and transportation system centerline data to refresh and update the MPO travel model used to project future mobility. Additional work also involved updating/developing the information base and analysis tools for Performance Based Planning and Programming that supports the development and implementation of a performance management approach to transportation planning and programming. The LRTP update planning process has incorporated resiliency and equity which will be reflected in the LRTP document. For example, Transportation Equity has been added as a transportation goal.

The scope of the planning process for the Transportation Plan includes a review of all transportation modes and surface transportation issues that include specific plans for pedestrian, bicycle and trails facilities; future urban street and road network plans which include the functional street and road





**B. Subarea Planning and Corridor Studies (6520)**

Objective:

Subarea plans are developed in order to implement the goals and planning concepts identified in the *2040 Long Range Transportation Plan*. Studies prepared as part of this effort identify future land use and transportation relationships and coordinated with the Lincoln and Lancaster County Comprehensive Plans.

Previous Work:

- The *2040 Long Range Transportation Plan* was completed and adopted by the Lincoln MPO Officials on January 13, 2017.
- Staff support to the state, county, city and other agencies in subarea and corridor studies.
- Transportation Planning support in the NW 48<sup>th</sup> Street Study, South Lincoln Beltway Study, the North 33rd Street at BNSF RR crossing Grade Separation Project study.
- Project support for engineering and transportation planning studies.
- The *North 33<sup>rd</sup> and Cornhusker Subarea Plan and Cornhusker Highway Corridor Enhancement Plan* were adopted by reference in the LRTP. Future coordination with the RTSD may result in amendments to these plans.

Methodology:

- Studies provide details within study areas for existing and projected land uses with the transportation plan.
- Activities provide the details required for traffic analysis used in evaluating both near-term and long-term improvements.
- Activities include identifying policies and physical improvements that support multi-modal transportation systems within major corridors and sub-areas.
- Issues include planning for major investments, policy development, multi-modal transportation systems, congestion relief, safety, aesthetics, access management, adverse impacts, land use and urban design that supports the efficient provision and maintenance of the transportation system.
- Coordination with local governments, state agencies, community groups, business owners, land owners, residents and other stakeholders in developing studies.

Products:

- A. Study documents, reports, maps, presentation materials, and data files will be developed.
- B. Subarea plans will be presented to the Planning Commission, MPO Technical Committee, City Council, County Board of Commission and MPO Officials Committee for formal review and approval as amendments to the *2040 Long Range Transportation Plan*.

Funding Source:

Combined PL and Local Funding

Functional Agency Responsibility:

Local and State

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Study documents, reports, maps, and data files will be developed	Scheduled with each project
B. Subarea plans will be presented for review	Scheduled with each project





## D. Multi-modal Planning and Transit Coordination (6540)

### Objective:

Emphasize a balance in multiple transportation modes that will provide a choice in travel modes and enable the community to maintain a high level of mobility and accessibility.

### Previous Work:

- A low-income transit rider program through StarTran, and the inception of a Smart Commute program providing home ownership incentives for those who live near transit routes.
- *Transit Development Plan* was developed for a Comprehensive Operations Analysis (COA) to provide guidance for StarTran operations and management.
- Held a Community-wide Bikeshare Workshop and developed a Bikeshare implementation plan.
- Developed a local funding program and submitted a CMAQ funding application to NDOT.
- Developed a TDM program that encourages alternative of transportation options, telecommuting, cooperation of large employers, and creative solutions that will provide choice and reduce traffic.
- The *Transit Development Plan* (TDP) was updated during FY 2016 to frame community transit issues and improve how transit services will be delivered in the future.
- Implementation of Phase 1 of the Bike Share program. Additional funds were awarded to the bike share program and implementation of smaller projects have been incorporated including the addition of three stations and five new bikes.
- Implementation of the e-scooter pilot program.

### Methodology:

- Multi-Modal Transportation Planning is designed to emphasize a balance in multiple transportation modes that include walking, bicycling, public transit, paratransit and vehicles.
- A choice in travel modes enables the community to maintain a high level of mobility and accessibility while preserving community character.
- Efforts include service improvements and expansion of transit service through the implementation of potential short and long range planning elements.
- Continue meetings with Complete Streets Committee.

**Travel Demand Management Strategic Plan:** Continue to implement programs identified in the Travel Demand Management (TDM) Plan when opportunities arise and encourage the vision for a balanced, multi-modal transportation system that promotes choices for travelers, influences demand, and builds partnerships among the public and private sectors to provide mobility choices for all users and reduces demand or redistributes this demand in space or in time.

**Bike Share Program (Future Phases):** A Bike Share program was addressed within the Lincoln/MPO *Travel Options Strategy* as part of an overall travel alternatives mix for the Lincoln Planning Area. Phase 1 has been implemented. Additional funding has been awarded and smaller scale projects have been implemented. Future phases including updating to new stations iterations and possible e-bike integration will continue to be pursued.

**Transit Development Plan Implementation and Update:** The *Transit Development Plan* (TDP) update was completed during FY 2016. This Plan frames community transit issues to improve how transit services are delivered. This update provides guidance on how transit services will be delivered. New routes and bus stops were updated and implemented over the past fiscal year. The TDP is anticipated to start the update process in FY 2021-22. Assist StarTran staff with update of the TDP.

**Regional Rail Plan Study.** Monitor and provide assistance, as needed, to the Federal Railroad Administration (FRA) and the Stakeholder Planning Group (SPG) in the FRA's *Midwest Regional Rail Plan Study*. The study goal is to develop a long-term (40-year) vision for an intercity passenger

rail network that builds on the Midwest Regional Rail Initiative, state planning efforts, and other activities in the region.

**Complete Streets:** Complete Streets was formerly under Pedestrian, Bicycle, and Trails Planning (6530); however, has moved under Multi-modal Planning and Transit Coordination as it still has bike and pedestrian elements but should also align with motor vehicles, accessibility for all ages and abilities, and transit options. Previous work completed through the Complete Streets Program will still fall under 6530 and future methodology and planning products will be included in this category.

Transit Development Plan Update Products:

- Comprehensive Operations Analysis for a complete inventory of current operations, an origin and destination study, input from staff and an updated peer analysis.
- New bus stop guidelines to assist staff in implementing changes to the current bus stop policy.
- Update in service standards and policies to meet current industry operating standards.

Multi-modal Planning Products:

- A. Continue to emphasize the balance in transportation modes and the choice in travel modes for increased levels of mobility and accessibility throughout the Urban Area.
- B. Emphasize the coordination of transit service within the Urbanized Area and the involvement of transit service planning in transportation decision making process.
- C. Implement the vision of the TDM strategy for the development of a functional TDM program that will educate and promote the TDM strategies in the Lincoln area.
- D. Explore future bike-share planning opportunities.
- E. Follow-up planning activities related to the *Transit Development Plan Update*.
- F. Maintain the gap analysis online tool to identify facilities and system gaps.
- G. Update the gap analysis document.
- H. Complete Streets projects for implementation.

Funding Summary:

Combination of Local and Federal PL Funds  
 StarTran – FTA 5307 funding  
 MPO – FHWA PL funding  
 State – Transit Operating funding  
 Local funding

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Emphasize the mode choice within the planning process	On-going activity
B. Emphasize the coordination and involvement of transit planning	On-going activity
C. Implement the vision of the TDM strategy	On-going activity
D. Explore future bike-share planning opportunities	On-going activity
E. Follow-up planning on the <i>Transit Development Plan Update</i>	On-going activity
F. Maintain the gap analysis online tool	On-going activity
G. Update the gap analysis document	December 2022
H. Complete Streets projects for implementation	On-going activity

*Kellee Van Bruggen (2021)*

**E. Goods and Freight Movement Planning (6550)**

Objective:

To advance a continuing process for involving the freight hauling community in the transportation planning process and to build on the base for freight hauling community input in developing infrastructure investment strategies.

Previous Work:

- A community-wide freight carrier company survey on goods and freight movement activities was undertaken to gather information and analyze commodity movements within the planning area.
- Outreach efforts for involvement of the freight industry was initiated during the LRTP update planning process and a core group is continuing to work with the MPO in the planning process.
- Participated in the Nebraska Department of Transportation (NDOT) freight movement study to evaluate freight movement for the Statewide freight plan.

Methodology:

- Continue to engage the core group of freight hauling community and stakeholders in the transportation planning process and with their assistance identifying local transport issues.
- Railroad-related planning activities are coordinated with the Railroad Transportation Safety District (RTSD) for railroad crossings safety issues and railroad system improvements.
- Coordinate planning activities with the NDOT in examining freight issues, programming projects, and promoting a dialogue with the freight industry.

**Goods and Freight Movement Planning**

The MPO will continue to gather information, analyze commodity movements and solicit input from the freight hauling community for use in the planning and development of infrastructure investment strategies. Planning strategies include coordinate with the NDOT and the freight hauling community in support of the Statewide freight plan which addresses the State’s freight planning activities and investments.

Products:

- A. Continue an active process to gain input from and involve the freight hauling community and stakeholders for input into the transportation planning process.
- B. Coordinate with the NDOT in examining freight issues and the programming of projects.
- C. Coordination with the core group from the freight community includes local trucking and logistics firms and the Nebraska Trucking Association.

Funding Summary:

Combination of Local and Federal PL Funds

Functional Agency Responsibility:

Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Coordination with the core freight community & stakeholders in the transportation planning process	On-going activity
B. Coordinate with the Nebraska Department of Transportation	On-going activity
C. Coordination with the freight community	On-going activity



## VI. TRANSPORTATION SYSTEM PLANNING – 6600

### A. Transportation Model Development and Maintenance (6610)

#### Objective:

Implement and maintain the travel demand model for developing system-wide travel analysis for long- and short-range transportation planning purposes. Perform alternative analysis to support the Performance Based Planning and Programming process of the MPO.

#### Previous Work:

The Lincoln MPO Travel Demand Model was updated in 2015-2016. Model components were ensured to depict accurate model replication of existing travel behavior for the Transportation Plan update (2040 Long Range Transportation Plan - 2016 Update). NDOT concurred with the model validation. The *Lincoln Metropolitan Planning Organization Travel Demand Model User's Guide & Model Calibration and Validation Report* (February 2016) was accepted by the MPO Technical Advisory Committee for use in the Transportation Planning process. The Travel Demand Model was enhanced to meet the data needs for updating the Long Range Transportation Plan and for the transition to Performance Based Planning and Programming.

#### Methodology:

The model is used in the maintenance of the *Lincoln Metropolitan Transportation Plan* and in analyzing system deficiencies and transportation system improvement scenarios. The model is also used to address emerging issues, changes in growth patterns, congestion management activities, and to assess system priorities during annual reviews of project programming.

**Travel Model Improvement Program:** The transportation model maintenance and improvement program is divided into three major work areas: 1) work related to updating and maintaining the Transportation System Model to address network and land use changes; 2) work related to subarea and focus area modeling and analysis for planning and engineering studies; and 3) the application of modeling activity for various project-related transportation and traffic engineering analyses, as well as for use in Performance Based Planning and Programming activities.

#### Professional Services Travel Model Updates:

The MPO is considering contracting for on-call professional technical services in the area of transportation modeling and GIS analysis tools. Performance Based Planning and Programming involves extensive planning effort and technical skills to maintain and use the database. Professional services from a Transportation Consulting firm may be sought to assist in on-going Performance Based Planning and Programming analysis.

Funding: Consulting Fees for Technical Assistance: Up to \$75,000 per consultant

**Travel Model Update:** The Lincoln MPO Transportation Model is the primary tool to review planning assumptions and test alternative networks. The Lincoln MPO will be updating and enhancing the Travel Demand Model in FYs 2020-21 and 2021-22 to meet the data needs for updating the Long Range Transportation Plan. This will include updating the TransCAD Model Software.

Assistance is to be contracted for collecting background data, in developing travel model network/strategies, and analysis tools. This will include integrating the model network with the capabilities of Geographic Information System (GIS) technology and the street center line digital geodatabase to maintain and display travel and transportation project information. The geodatabase encompasses the MPO planning area street network which embodies pertinent facilities-based data sets and attributes (e.g., posted speeds, distance, turning movement prohibitions, etc.) for all links and intersections in the street network.

The updating and validation of the travel model will include conducting fresh checks on upstream model components to ensure that the model accurately replicates travel behavior and travel demand patterns in the Lincoln urban area. Also, the model update will include development of an improved peak hour model and a mode choice model. New system wide data tools are being looked into as possible network defining tools to improve travel pattern and screenline analysis (e.g. GPS and cell phone data tracking). Traffic count programs will be used to characterize system traffic flows and provide specific information on travel behavior. Network and travel sensitivity testing will be done to assist in evaluating alternative transportation improvements and prioritized transportation projects.

Professional Services Travel Model Updates:

Updating of the TransCAD data and network will involve extensive planning and technical effort and will involve professional services from a Transportation Consulting firm. Professional services will provide staff with assistance in updating the TransCAD model and software and developing analysis tools for preparing the planning data needed in developing the Transportation Plan. Assistance throughout the planning process is anticipated to collect background data, create travel model network/strategies and develop tools for Performance Based Planning and Programming analysis.

Funding: Consulting Fees for Technical Assistance: Up to \$25,000

TransCAD Model Software Support:

TransCAD Model Software support for the ongoing maintenance of the travel modeling software package from Caliper Corporation.

Funding: Combination local and federal PL Funds (Federal: up to 80% & Local: at least 20%)  
Current TransCAD Model Software Support Fee: \$9,000

Products:

This process is intended to maintain a travel model work program that is able to respond to the increasing information needs placed on the travel projection process. Efforts will include:

- A. Continuing to work with the Transportation Modeling Team to build staff expertise in the use of and advancement of the travel demand model. This will include training of the MPO, Planning, and Engineering staff in the use of the updated TransCAD software.
- B. Work to maintain the fully integrated travel model with the current GIS street center line digital geo-database and incorporate Performance Based Planning and Programming measures.
- C. Work with City and MPO staff to review planning assumptions and test alternative networks in updating the *Lincoln Metropolitan Transportation Plan*.
- D. Developing traffic projections which support transportation planning and engineering efforts in project-related transportation and traffic engineering analyses.

Funding Summary: Combined PL (80%) and Local Funding (at least 20%)

Functional Agency Responsibility: Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Training to advance staff skills in travel demand modeling	On-going activity
B. Integrate to maintain the travel model data with the GIS database for Performance Based Planning and Programming measures	On-going activity
C. Modeling analysis to test alternative networks in updating the <i>Lincoln Metropolitan Transportation Plan</i>	July 2021
D. Develop project-related traffic for projections for transportation planning and traffic engineering analyses	As needed



**B. Congestion Management Process (6620)**

Objective:

The Congestion Management Process (CMP) serves as a practical tool for staff and decision-makers to identify and implement strategies that enhance the mobility of people and goods in the Lincoln metropolitan area. The CMP is a feature in the metropolitan transportation planning process that includes the development and implementation of the TIP and the LRTP.

Previous Work:

- The CMP for the Lincoln Metropolitan Area was updated in accordance with 23 CFR 450.322 and adopted by the MPO on May 1, 2020.
- The CMP was incorporated into the TIP project selection and prioritization process to identify projects for implementation and funding.
- The *Traffic Management Master Plan*, completed in December of 2015 outlines the steps to maintain a safe and efficient transportation system. This plan is being updated in 2020.

Methodology:

The CMP is a systematic process that provides information on transportation system performance to provide for effective management and operation of the transportation system and to alleviate congestion and enhance mobility. The CMP identifies the key performance measures to track system performance over time that will address operations objectives and to the congestion problems facing the planning area. Information gathered in the management systems is integrated into the transportation planning process and periodically used to evaluate the effectiveness of implemented strategies.

Products:

- A. The CMP process 1) provides congestion management data, 2) identifies and evaluates congested locations, 3) compares links for potential actions, 4) monitors the effectiveness of improvements. The Traffic Optimization Program will be integrated into these steps.
- B. The CMP is applied within the transportation planning process that includes the TIP and LRTP.

Funding Source: Combined PL (80%) and Local Funding (20%)

Functional Agency Responsible: Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Review and apply Congestion Management analysis	On-going activity
B. Apply the CMP within the transportation planning process	On-going activity

**C. Intelligent Transportation System (ITS) (6630)**

Objective:

Advance the development and application of ITS within the Lincoln Metropolitan Area and across the region in order to increase highway safety, mobility, security, economic health and reduce community environmental impacts.

Previous Work:

- The *ITS Regional Architecture for SE Nebraska* identifies thirty nine projects and the Stakeholder Involvement and Outreach Plan.
- The ITS Regional Architecture Plan is a key element of the MPO Transportation Planning process.
- A system of ITS field devices (CCTV Cameras, DMS, RWIS) have been implemented in Lincoln to enhance the safety, security, operations and economic well-being of residents and the transportation system.

Methodology:

- Conduct System Engineering Analysis to comply with FHWA requirements for the thirty nine projects identified in the ITS Regional Architecture.
- Update the joint ITS Regional Architecture to ensure that ITS investment in Southeast Nebraska has established common communication protocols.
- Bring the region into compliance with the nationally established ITS standards and architecture.

Products:

- A. Conduct Regional ITS Architecture compliance assessments as required.
- B. Conduct Project Level Architecture updates as required.
- C. Encourage use of ITS strategies and field devices as a part of all transportation projects.
- D. Upgrade the City’s central traffic signal system and local intersection software.

Funding Source:

Combined Federal, State, and Local Funding

Functional Agency Responsible:

City of Lincoln, Lancaster County, Nebraska  
 Department of Transportation, local governments

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Continue working with ITS Regional Technical Work Group	On-going activity
B. Conduct Regional ITS Architecture compliance assessments	On-going activity
C. Conduct Project Level Architecture updates as required.	On-going activity
D. Encourage ITS strategies as part of roadway & infrastructure projects	On-going activity
E. Replace central traffic signal system software	2021

## D. System Management, Operations and Coordination (6640)

### Objective:

To carry out effective long-range transportation planning by integrating transportation system management and operations and system performance evaluations within the Lincoln Metropolitan Planning Area.

The metropolitan transportation planning process has implemented a transportation infrastructure that emphasizes the need to optimize the effectiveness and performance of the transportation system through improved transportation system management and operations activities. Transportation system management and operations activities have been integrated in the Lincoln transportation planning process, and assist the Lincoln MPO in meeting federal requirements that calls for system management and operations strategies to be incorporated into the metropolitan transportation plan.

### Previous Work:

- Provide decision-makers direction on key transportation policies, issues and procedures
- Provide technical assistance for public and private projects for urban, rural, and state transportation planning and engineering activities.
- Ongoing work activities include developing and maintaining programs in traffic access management, site impact review, congestion management, intersection improvements, level of service and system performance measures.
- Access Management Plan developed.
- A Pavement Management Program survey for Lincoln streets was initiated in 2005 and updates to arterials and other major streets were completed in 2012, 2015 and 2018.

### Methodology:

- System Management, Operations and Coordination is an evaluation of the need for transportation facilities and services based on travel demand. This may be accomplished on an area wide basis, within a single jurisdiction, within a specific transportation corridor or in any other geographic unit. System planning includes an evaluation of how the urban area develops and how human travel characteristics change the demand for transportation.
- System data and records are maintained to insure a consistent and proactive planning process and provide consistent up-to-date information for the transportation planning and transportation improvement programs.
- System Management, Operations and Coordination Activity maintains project data bases for the Transportation Plan which are translated into projects for input into the TIP. Data sources provide support for transportation planning and transportation related activities which include maintaining level-of-service information and functional classification for the roadway network
- Highway Functional Classification process is an on-going activity to determine the importance of all urban streets and highways in relation to one another and to urban development. This will undergo a complete review and updating to reflect the changing character of the urban environment transportation system.
- Emergency Preparedness has been established to address local disasters, both natural and man made, which are unpredictable as to time, location, nature and severity. An Emergency Plan has been developed to provide guidelines in responding to incidents and evacuation routes and emergency operations management have been developed. Lincoln Transportation & Utilities and County Engineering staff have received training through the National Incident Management System which is a unified approach to incident management with standard command and management structures and an emphasis on preparedness, mutual aid and resource management.
- Traffic Incident Management Planning (TIMP) is the process of managing multi-agency, multi-jurisdictional responses to street and highway traffic disruptions. The focus is on managing both small and large scale incidents and executing a plan with the cooperation of all of the

organizations involved. Major events require the planning and preparation from a wide scope of participants which may utilize pre-planning for the use of public transit which may become a critical component in addressing a major regional event.

- Pavement Management Program uses specially equipped vans to collect high-quality digital images in mapping each street section of the pavement surface to measure the number the defects in the street surface in the street maintenance program. Follow-up to the Lincoln pavement condition survey calls for updates of major streets about every three to four years, and full surveys of all streets about every ten years.
- Signal System Prioritization Ranking was developed in 2015. This asset management system for the City’s traffic signals to guide expenditures identified in the Capital Improvement Program and Transportation Improvement Program are spent in the most cost effective manner.

**Products:**

- A. Evaluation of the need for transportation facilities and services based on travel demand.
- B. Develop and maintain system planning data and records to be used to support the transportation planning process and related planning/engineering activities.
- C. Maintain Highway Functional Classification maps and update as needed to support community development and the growing importance of all urban streets and highways.
- D. Maintain and update as necessary the Emergency Plan and staff training to provide guidelines and preparedness in responding to incidents and evacuation routes and emergency conditions.
- E. Oversee the Traffic Incident Management pre-planning activities and the execution of traffic operation plans for incidents.
- F. Follow-up to the street pavement condition survey will be completed during FY 2021-22.
- G. Prioritized replacement of traffic signals and ITS elements.

Funding Source: Combined PL (80%) and Local Funding (20%)

Functional Agency Responsible: Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Evaluation of transportation facilities and services	On-going activity
B. Development and maintenance of system planning data and records	On-going activity
C. Maintain Highway Functional Classification maps	As needed
D. Maintain Emergency Plan and staff training to provide preparedness	As needed
E. Oversee the Traffic Incident Management planning and operations	On-going activity
F. Follow-up to the street pavement condition survey	FY 2021-22
G. Prioritized replacement of traffic signals and ITS elements	On-going activity

## VII. CONTINUING URBAN TRANSPORTATION PLANNING PROCESS

### A. Lincoln MPO Cost Allocation Plan for Fiscal Year 2021-2022

#### **Purpose**

The Transportation Planning “Cost Allocation Plan” for the Lincoln Metropolitan Planning Organization (MPO) is the basis of assigning project costs based on staff time spent on transportation planning work in carrying out the continuing transportation planning process within the Lincoln metropolitan area. The City of Lincoln has been designated as the recipient agency for the Lincoln Metropolitan Area for planning funds pursuant to 23 U.S.C. Section 134 which provides partial funding for the transportation planning process carried out by the Lincoln MPO. Overall program funding is based upon financial resources received from participating agencies which include the City of Lincoln, Lancaster County, State of Nebraska and federal government (FTA/FHWA).

The purpose of a cost allocation plan is to summarize the methods and procedures that are used to allocate costs and to establish the overhead rate for the MPO. This rate is used for the PL Funding grant which is administered through the Unified Planning Work Program (UPWP) and is the basis for the Federal Aid Highway Metropolitan Planning (PL) Funds agreement with the NDOT. This Cost Allocation Plan is submitted to the Nebraska Department of Transportation (NDOT), the Lincoln MPO cognizant for the Federal Highway Administration, for approval.

#### **General Approach**

The Transportation Planning Cost Allocation Plan, is a cost rate proposal to document and identify the cost allocations and establish overhead rates of the MPO for fiscal year 2021-2022. There are three basic factors covering project costs and used in determining the total overhead rate. These include 1) direct assignable project costs, 2) employee fringe benefits and 3) indirect common or joint purpose project costs.

Direct assignable project costs are those expenses that can be identified specifically with a particular final objective. These are the gross costs of personnel, materials, services and consultants that have direct assignment or responsibilities identifiable to specific projects identified in the UPWP. Costs charged directly to final cost objectives that do not require any further allocation or breakdown are assignable direct costs.

Direct assignable labor includes employee fringe benefits which are considered part of the direct labor costs. Fringe benefits costs are fixed expenses such as health insurance, vacation pay, employer's contribution to retirement funds, workers' compensation, and payroll taxes which are constant for each worker and so, like wages, adds directly to the cost of every job.

Indirect project costs include all job related costs other than direct labor and direct materials but are made up of indirect materials, indirect labor, and other overhead costs related to carrying out the transportation planning program for the MPO. Indirect costs are incurred for a common or joint purpose and cannot be readily identified with a particular final cost objective; therefore, a method of allocation is used to distribute the indirect costs to various direct activities that were benefitted. To distribute indirect costs equitably and consistently, a “Cost Allocation Plan” was completed by the City of Lincoln in 2017 which establishes an indirect rate for all project costs required to cover project overhead. This study was updated in FY 2020.

### **Overhead Factor**

The overhead factor employed is a fairly simple, straightforward calculation, which establishes the general overhead costs that are incorporated into the labor billing rates. Two factors went into developing this factor. First are the employee fringe benefits, estimated to average 33.4 percent of labor costs as determined by an audit of Lincoln's payroll and related expenses. Only those payroll-related expenses listed on the following page and included in Employee Fringe Benefits part 1.31.6 of the Federal Acquisition Regulation (Code of Federal Regulation 48) are included for reimbursement. For purposes of this plan, the employee fringe benefit funding level for the work program is a 33.4 percent rate applied to direct labor costs.

The "Cost Allocation Plan" (2020) computed a new special indirect rate for all direct labor costs, a rate of 20.03 percent. This was done in accordance with Office of Management and Budget (OMB) Circular A-87, "Cost Principles for State and Local Governments," and pursuant to the definitions set forth in 2 CFR 200, Appendix VII, b(5) and b(9) in a negotiated agreement between the City of Lincoln and FHWA, the cognizant federal agency.

The combined direct employee benefit rate (33.4%) and indirect overhead cost rate (20.03%) results in a total overhead cost rate of 53.43 percent to be applied to all project costs. This overhead cost rate is subject to any conditions that may be set forth in the payment section of the NDOT PL Fund agreement.

### **Cost Allocation To Projects**

Each project that is active during the fiscal year receives an allocation of costs relative to its activity or staff time spent on the project. This includes direct personnel costs for the actual time, direct non-personnel project costs, and a share of all indirect costs relative to the project activity. The share of indirect costs charged to each project is determined by the staff activity and the overhead factor applied to each respective project's direct personnel costs.

This "Cost Allocation Plan" for the Lincoln MPO is the basis of assigning project costs and project support. At the quarter end, the actual dollar amount of available programmed funds will determine the amount of support each project will receive during the requisition period. Funding will be drawn from available federal, state, and local transportation funds, and other special transportation planning funds contracted for and authorized by the MPO Executive Officer, MPO Director, or Officials Committee.

**Direct Assignable Personnel Costs.** The gross costs of personnel that have direct assignment or responsibilities identifiable to specific projects in the UPWP. This is compensation paid to employees whose time is devoted specifically to the fulfillment of a particular program objective and do not require any further allocation or breakdown and are directly assignable. If direct personnel are assigned to general administrative functions, their time will be recognized as an indirect cost.

**Employee Fringe Benefit Costs.** Fringe benefits are fixed expenses that are directly assignable to labor costs. Fringe benefits costs are fixed expenses such as health insurance, vacation pay, employer's contribution to retirement funds, workers' compensation, and payroll taxes, etc. which are constant for each worker and so, like wages, adds directly to the cost of every job.

The fringe benefit costs inflate every dollar spent on wages by an average of 33.4 percent as determined by an audit of Lincoln's payroll and related expenses. Only those payroll-related expenses shown below and included in Employee Fringe Benefits part 1.31.6 of the Federal Acquisition Regulation (Code of Federal Regulation 48) are included for reimbursement. The fringe benefit cost rate of 33.4 percent is applied for quarterly grant reimbursement claims. Benefits include the following cost categories which are subject to conditions set forth in the PL Fund agreement:

- Social Security
- Retirement
- Life Insurance
- Health Insurance
- Workmen's Compensation
- Sick Leave
- Funeral Leave
- Vacation
- Holiday Pay
- Employee Assistance Program
- Unemployment
- Jury Duty Leave
- Injury Leave
- Military Leave

When claimed for reimbursement, the rate for overhead costs will be determined by an audit of Lincoln's payroll and related expenses for the FY 2021-22 PL contractual agreement.

**Direct Non-Personnel Costs.** The cost of non-personnel items or services that are directly assignable to the work program and charged directly to a specific objective and do not require any further allocation or breakdown are assignable direct costs. Direct non-personnel costs include the costs of any materials purchased and project related items such as contract services, project report publishing and reproductions, travel, reference materials, staff development, postage, public notices, data processing, memberships, and other costs directly identifiable to the program. Costs may include of pre-approved items such as equipment, consultants and subcontractors for performance of services specifically for the program.

**Indirect Personnel Costs.** The indirect personnel costs or “central overhead costs” are the overall costs it takes to support an employee. Indirect costs are spread among general and administrative expenses that are incurred for common or joint purposes benefitting more than one cost objective and not readily assignable to a specific cost objective without effort disproportionate to the results achieved. These are gross costs of all personnel that are not directly assigned to specific projects but rather are assigned to support all project activities. If indirect costs could be distributed equitably and consistently, it would not be necessary to develop a cost allocation plan. Staff assigned as an indirect cost will not be allocated as a direct cost to any other project or circumstance for which they have been assigned as a direct cost.

**Indirect Non-Personnel Costs.** Indirect non-personnel costs are all non-personnel costs incurred for common or joint purposes benefitting more than one cost objective, and are not readily assignable to the cost objectives specifically benefitted, without effort disproportionate to the results achieved. These costs include the costs of office supplies, services, and facilities that benefit more than one project, program or department (for example, office rent, office supplies, base telephone, mail delivery, depreciation, insurance, janitorial services, utilities and other such costs similarly attributed to total agency and all project support). It is difficult to classify costs that will be indirect in all situations. However, one rule followed is that a cost is not allocated as an indirect cost if that cost or any other cost incurred in the same circumstance and for the same purpose has already been assigned to the program as a direct cost.

## **Products**

The activities included in this work program will be carried out in accordance with the MPO Prospectus. The following Activity Reference Chart reflects the activities described above, with agency responsibilities and estimated costs noted. The activity number is that assigned to each activity for purposes of the Lincoln-Lancaster Planning Department and Lincoln Transportation and Utilities Department Time Management Systems.



**B. PROGRAM FUNDING SUMMARY TABLE**

**Staff Time Estimates For FY 2021-22**

Staff (equivalent staff time)	Staff Months
Professional Staff	44
Support Staff	35

**Estimated Costs By Agency**

Agency	Estimated Costs
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**Program Funding Summary:**

**Lincoln Metropolitan Planning Organization (MPO)**

Total Program Costs (100%):	\$746,019
Federal Share (80%): PL Fund	\$596,815
City Share (20%):	\$149,204

**PL Funding Summary:**

Federal Allocation: SPR-PL-1(59)	\$421,815
Federal Allocation: SPR-PL-1(58)	\$175,000
 Total Federal PL Fund Allocation:	 \$596,815

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*April 2021*



ACTIVITY REFERENCE CHART

**WORK PROGRAM FOR CONTINUING TRANSPORTATION PLANNING  
 IN THE LINCOLN METROPOLITAN AREA: FY 2021-22**

Activity Number	Activity	Agency Primarily Responsible	Estimated Activity Costs		
			PL Fund	Local	Total
			(80%)	(20%)	(100%)
<b>Administrative and Management Activities - 6100</b>			82,576	20,644	103,220
6110	General Program Administration and Coordination	LLPD			
6120	Certification of Transportation Planning Process	LLPD, LTU, TC			
6130	Unified Planning Work Program	LLPD, LTU, TC			
6140	PL Fund Grant Administration	LLPD, LTU			
6150	Professional Development, Education and Training	LLPD, LTU			
<b>Interagency and Public Outreach Activities - 6200</b>			34,328	8,582	42,910
6210	Transportation Planning-Related Committees	LLPD, LTU			
6220	Public Participation Program	LLPD			
6230	Environmental Justice Strategies	LLPD			
6240	Transportation Reports and Newsletters	LLPD			
6250	Website Management and Enhancement	LLPD			
<b>Data Development, Monitoring &amp; Evaluation - 6300</b>			123,972	30,993	154,965
6310	Geographic Information Systems (GIS)	LLPD, LTU, TC			
6320	Demographic Database Update	LLPD			
6330	Land Use Database Update and Maintenance	LLPD, LTU, LCE			
6340	Community Value Factors and Surveys	LLPD, LTU, TC			
6350	Census Planning Activities (CTPP)	LLPD			
6360	Transportation System Data Monitoring & Collection	LLPD, LTU, LCE			
<b>Short Range Planning and Programming - 6400</b>			37,616	9,404	47,020
6410	Transportation Improvement Program (TIP)	LLPD, LTU, LCE, TC			
6420	Financial Resources Develop and Program Phasing	LLPD, LTU, LCE, TC			
6430	Enhanced Mobility FTA Grant Programs	LLPD, LTU, LCE, TC			
6440	Transportation Facilities and Site Plan Review	LLPD, LTU, LCE, TC			

ACTIVITY REFERENCE CHART

**WORK PROGRAM FOR CONTINUING TRANSPORTATION PLANNING  
 IN THE LINCOLN METROPOLITAN AREA: FY 2021-22**

Activity Number	Activity	Agency Primarily Agency	Estimated Activity Costs		
			PL Fund	Local	Total
			(80%)	(20%)	(100%)
<b>Metropolitan Transportation Planning - 6500</b>			254,695	63,674	318,369
6510	Long Range Transportation Plan Review, Evaluation and Update and Coordination with Comprehensive Planning Activities	LLPD, LTU, LCE, TC			
6520	Subarea Planning and Corridor Studies	LLPD, LTU, LCE, TC			
6530	Pedestrian, Bicycle and Trails Planning	LLPD, LTU, LCE, TC			
6540	Multi-modal Planning and Transit Coordination	LLPD, LTU, LCE, TC			
6550	Goods and Freight Movement Planning	LLPD, LTU, LCE, TC			
6560	Policy Studies and Regulation Review	LLPD, LTU, LCE, TC			
<b>Transportation System Planning - 6600</b>			63,628	15,907	79,535
6610	Transportation Model Development & Maintenance	LLPD, LTU, LCE, TC			
6620	Congestion Management Process (CMP)	LLPD, LTU, LCE, TC			
6630	Intelligent Transportation System (ITS)	LLPD, LTU, LCE, TC			
6640	System Management, Operations and Coordination	LLPD, LTU, LCE, TC			
<b>MPO PROGRAM TOTALS</b>			<b>\$596,815</b>	<b>\$149,204</b>	<b>\$746,019</b>
			(80%)	(20%)	(100%)

April 2021

## **VIII. TRANSIT PLANNING WORK PROGRAM – 6700**

### **A. Transit Planning Program**

The following describes transit planning activities expected to be conducted in FY 2022. The task budget categories are per Federal Transit Administration (FTA) guidance circulars to be utilized for reporting and auditing purposes. Tables follow this information describing the level-of-effort and budget of each indicated task.

#### 44.21.00 Program Support and Administration:

Various administrative activities will continue in FY 2022 in coordination with planning carried out by other agencies, including:

- Staff supervision and administration
- Professional development
- Coordination and development of planning activities
- Policy review and development
- Budget development and coordination
- Activities associated with procurement of StarTran capital items.

#### 44.22.00 General Development/Comprehensive Planning:

Evaluation and update of Transit Portion of Lincoln MPO Long Range Transportation Plan (LRTP) and the Lincoln/Lancaster County Comprehensive Plan.

#### 44.23.02 Long Range Transportation Planning:

Appropriate review and update of the Long Range Transportation Plan.

#### 44.24.00 Short-Range Transportation Planning:

Activities specifically related to short range transportation system/project planning and analysis will continue in FY 2022, to include:

- Management analysis of and planning related to internal operations
- Public Transit Agency Safety Plan
- Transit-related system and project planning
- Transit-related performance monitoring
- Monitor results of Passenger Counting System for route performance and service effectiveness
- Activities associated with StarTran bus stop improvement program
- Environmental work for Multimodal Transit Facility Project
- Planning activities for the Transit Development Plan update
- Bus facility design activities

#### 44.25.00 Transportation Improvement Program:

In FY 2021, the transit portion of the 2021/22-2024/25 Transportation Improvement Program (TIP) will be developed and maintained and ensure consistency with the Capital Improvement Program. Use sound financial planning to accurately estimate available funds for system expansion, operations, and maintenance costs.

44.26.14 Planning Emphasis Areas:

In FY 2022 support will be given to the FTA Planning Emphasis Areas which includes:

- Safety and Security in Transportation Planning
- Participation of Transit Operators in Metropolitan and Statewide Planning
- Coordination of Non-Emergency Human Service Transportation
- Transit Systems Management/Operations to Increase Ridership
- Transit Capital Investment Decisions through Effective Systems Planning
- Transit Access Management Plan

44.27.00 Other Activities:

Transit-related portions of the following such transportation administrative programs will continue to be developed in FY 2022:

- Unified Planning Work Program.
- Planning Process Certification Report
- National Transit Database Reporting
- Disadvantaged Business Enterprise Triennial Goal Development
- Equal Employment Plan Development

Appropriate planning activities will be conducted in FY 2022 which give early consideration of the natural environment and effects of transportation planning and project activities. Such planning activities will address, as appropriate, equitable distribution of mobility benefits and possible adverse environmental/health impacts of federally-funded transportation investments and activities.

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Surveillance Activities	Fall 2022
B. Transportation Improvement Plan	Fall 2021
C. Unified Planning Work Program	March 2021
D. Planning Process Certification Report	July 2021
E. Program Support Activities	On-going activity
F. Short Range Transportation Planning Activities	On-going activity
G. Planning Emphasis Activities	On-going activity
H. National Transit Database Reporting	On-going activity
I. Transit Development Plan update	July 2021
J. StarTran bus stop improvement program	May 2021
K. Environmental work for Multimodal Transit Facility Project	July 2021
L. Bus Facility Design	June 2021

*Brian Praeuner (2021)*

**B. PROGRAM FUNDING SUMMARY TABLE**

**TRANSIT PLANNING PROGRAM  
FUNDING SUMMARY  
F.Y. 2021-22**

	<b>FTA Section 5303</b>	<b>FTA Section 5307</b>	<b>City of Lincoln</b>	<b>TOTALS</b>
Section 5303	\$157,718	\$0	\$39,430	\$197,148
Section 5307	\$0	\$68,581	\$17,145	\$85,726
<b>TOTALS</b>	<b>\$157,718</b>	<b>\$68,581</b>	<b>\$56,575</b>	<b>\$282,874</b>

**TRANSIT PLANNING PROGRAM  
 FUNDING BY TASK  
 F.Y. 2021-22**

Task	FEDERAL DOLLARS		CITY MATCH		Total
	Section 5303	Section 5307	Section 5303	Section 5307	
44.21.00 Program Support & Administration	47,315	20,574	12,024	5,143	85,056
44.22.00 General Development/Comprehensive Planning	4,258	1,852	1,065	463	7,638
44.23.02 Long Range Transportation Planning	7,886	3,429	1,971	857	14,143
44.24.00 Short Range Transportation Planning	54,624	24,003	13,606	6,001	98,234
44.25.00 Transportation Improvement Program	4,258	1,852	1,065	463	7,638
44.26.14 Planning Emphasis Areas	20,924	8,847	5,086	2,212	37,069
44.27.00 Other Activities	18,453	8,024	4,613	2,006	33,096
<b>TOTALS</b>	<b>\$157,718</b>	<b>\$68,581</b>	<b>\$39,430</b>	<b>\$17,145</b>	<b>\$282,874</b>

Brian Praeuner (2021)

**IX. ENVIRONMENTAL STUDIES, PROGRAMS AND COORDINATION – 6800**

**A. Environmental Planning (6810)**

Objective:

Continue a dialogue with City, County and Statewide agency partners regarding ways all agencies can become involved in important environmental issues resulting in enhanced programs and maintain an emphasis on the integration of environmental values in the decision making processes.

Previous Work:

- *Wilderness Park Study* integrates the findings of a number of studies of Wilderness Park and makes recommendations for a park management plan and considerations planning process.
- *Natural Resources - Geographic Information System (NRGIS) Interpretive Summary* brings together importation natural resources information in digital form about Lancaster County for use in the community’s on-going planning process.
- A *Greenprint Challenge* was undertaken in approach to planning urban and rural developments.

Methodology:

The *Long Range Transportation Plan* and the *Lincoln and Lancaster Comprehensive Plans* are a local resource of environmental principals and strategies for long term planning activities. The MPO will continue to work with local and state agencies building on planning activities and in developing environmental action plans to target environmental issues.

Products:

- A. Further develop the transportation and environmental planning linkages with local, regional, state and federal environmental agencies.
- B. Integration of environmental and transportation plans with planning activities of local, regional and state agencies to identify possible programs that can address local environmental issues.
- C. Strengthen the emphasis of environmental values by further incorporating environmental planning in the transportation planning process.

Funding Summary:

- Combination of Local and Federal PL Funds

Functional Agency Responsibility:

- Local, 100%

<b>Schedule of Products</b>	<b>Completion Dates</b>
A. Further develop planning linkages with environmental agencies	On-going activity
B. Integration of environmental and transportation planning activities	On-going activity
C. Emphasize environmental values in transportation planning process	On-going activity

**B. Urban Air Quality Planning (6820)**

Objective: The minimization of air pollution such that the public’s health is protected.

Ongoing Work:

The Lincoln metropolitan area has been designated by U.S. EPA as being in attainment or unclassifiable for all of the National Ambient Air Quality Standards (NAAQS), which are established by the U.S. Environmental Protection Agency (U.S. EPA) to be protective of the public’s health. An ambient air quality monitoring program, operated by the Lincoln-Lancaster County Health Department’s (LLCHD) Air Quality Program monitors fine particulate matter ( $\leq 2.5$  microns in diameter, referred to a  $PM_{2.5}$ ), and ground-level ozone ( $O_3$ ).

Monitoring Activities:

Funding for purchasing monitoring equipment has been provided through local funds and also, in part, by the Nebraska Department of Environment and Energy (NDEE). Since July of 2010, a continuous  $PM_{2.5}$  monitor has been operating on the roof of the Health Department at 3131 O Street in Lincoln. The LLCHD has monitored ozone concentrations in Davey, Nebraska since 1985. Data from the  $PM_{2.5}$  and ozone monitors is used to calculate the Air Quality Index (AQI), which is available on the LLCHD’s website. In 2016, the LLCHD received funding from the NDEQ to purchase and install sulfur dioxide ( $SO_2$ ) monitoring equipment near Hallam, NE. The LLCHD has discontinued operation of the  $SO_2$  monitoring site, as monitoring data collected from January 1, 2017 through December 31, 2019 showed compliance with the  $SO_2$  NAAQS. Emissions from cars and trucks account for the majority of  $PM_{2.5}$  and ozone-forming pollution in Lancaster County. Recent studies conducted by the Health Effects Institute and other research groups indicate that exposures to traffic-related pollution are likely to be of public health concern and deserve public attention. Additional research is needed to fill key gaps in our understanding of emissions, exposure, and health.

Ongoing Activities: Emission Inventory, Modeling, and Air Monitoring:

- A. The LLCHD will continue to monitor ambient air for  $PM_{2.5}$  and ozone. Data is recorded in 1-hour, 8-hour, and 24-hour increments and annual averages are computed. In order to assess the impact of emissions from mobile sources, a comprehensive emission inventory is conducted on a regular basis using EPA-approved models and emission calculation methods.
- B. The LLCHD will continue to cooperate with the Lincoln-Lancaster County Planning Department, the Transportation and Utilities Department, the MPO and Nebraska Department of Transportation (NDOT) to understand and quantify emissions related to the transportation system.

Funding source:

- Local funding
- \$117,000 from NDEQ grants (Federal pass-through grant funds)
- \$64,860 in grant match funding from the Health Fund

Functional Agency Responsibility:

- Local, 100%

**Schedule of Products**

**Completion Dates**

A. Comprehensive emission inventory is conducted	On-going activity
B. Continue to cooperative planning efforts with the MPO	On-going activity

*Gary Bergstrom (2021)*



**C. Flood Plain Management Program Coordination (6830)**

Objective:

This program is to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions by sound management of flood hazard areas. To accomplish this, an integrated watershed management program is to be developed and maintained that will take a comprehensive, proactive approach to floodplain and stormwater management. This also enables the City and County to maintain status in the National Flood Insurance Program.

Previous Work:

- Completed the South Basins Watershed Master Plans for South Salt Creek, Middle Creek and Haines Branch (January 2015).
- Stormwater quality standards (Lincoln Municipal Code 28.03) became effective February 1, 2016.
- Obtained a Community Rating System rating of five in October 2015 which provides a 25% reduction in flood insurance premiums for properties in the floodplain that have flood insurance.
- Approved the Wagon Train Master Plan and flood prone area (July 2017).
- Completed the North Basins Watershed Master Plan (May 2018).
- Completed the Salt Creek Floodplain Resiliency Study (January 2021).

Methodology:

- Develop a comprehensive Stormwater Master Plan and Floodplain Master Plan for the City to address stream stability, flood issues and water quality.
- Disseminate floodplain and stormwater information to the public, utilizing web technology and GIS to increase the range of information available.
- Ongoing stormwater education program.

Products:

- A. Develop a comprehensive Stormwater master plan encompassing the city and the area within the City’s 3-mile jurisdiction. Planned to be included in Comprehensive Stormwater Master Plan is a map of all the minimum corridors. Study started November 2020.
- B. Develop a Floodplain Master Plan. Study is planned to start March 2021.

Funding Source:

- Stormwater Master Plan funded by a combination of local and NRD funds. Cost is \$450,000.
- The Floodplain Master Plan funded by a combination of city, NRD, and federal funds. Estimated cost is \$100,000.

Functional Agency Responsibility:

- 50%/50% funding for City/NRD for the Comprehensive Stormwater Master Plan.
- 75% Federal funds and 12.5% local funds each from the City and NRD for the Floodplain Master Plan Study.

**Schedule of Products**

**Completion Dates**

A. Comprehensive Stormwater Master Plan	Spring 2021
B. The Salt Creek Floodplain Resiliency Study	Fall 2021

*Ben Higgins (2021)*

## **X. LINCOLN MUNICIPAL AIRPORT PLANNING – 6900**

### **A. Airport Master Plan Study (6910)**

Objective:

The Lincoln Airport Authority is to undertake an Airport Master Planning effort in FY 2022 with the primary objective of developing a long term program that will yield a safe, efficient, economical, and environmentally acceptable air transportation facility. This comprehensive study will provide an analysis of airport needs, a definition of the airport’s role within the regional airport system and evaluate alternatives with the purpose of providing direction for the future development of the facility.

Previous Work:

The previous *Lincoln Airport Master Plan* completed in August of 2007 was sponsored by the Lincoln Airport Authority, funded with assistance of the Federal Aviation Administration (FAA) and Lincoln Airport Authority.

Methodology:

To accomplish the objectives of the study, the Airport Master Planning effort analyzes and supplies the following information:

- **Inventory of Existing Conditions** – Assemble and organize relevant information and data for the Lincoln Airport, the City of Lincoln and Lancaster County.
- **Forecasts** – Develop detailed projections of future aviation activity by quantity and type.
- **Facility Requirements** – Estimate the current and future levels of airfield capacity and delay. Identify the facility requirements needed to meet projected demand for existing, short, intermediate and long term time frames.
- **Airport Alternatives** – Evaluate concepts of the various alternatives for airport development as determined by current and future facility requirements.
- **Recommended Master Plan Concept and Airport Layout Plan** – Refine the recommended airport development concepts into the airport final plans for development.
- **Capital Improvement Plan** – Prepare a capital improvement program to assist in the implementation of the recommended development plan. Establish development priorities and schedule proposed development items and estimate development costs.
- **Obstacle Identification Surveys** – Provide obstruction surveys of airport approach and departure surfaces meeting FAA accuracy requirements.

Products:

- A. The Study provides an *Airport Master Plan* which will consist of the *Airport Master Plan* document and an updated *Airport Layout Plan* showing the planned development described in the planning document.

Funding Source:

- Lincoln Airport Authority: \$0 (0%)
- Federal Aviation Administration: \$835,130 (100%)

Functional Agency Responsible:

- Local (100%)

**Schedule of Products**

**Completion Dates**

A. <i>Airport Master Plan</i> and updated <i>Airport Layout Plan</i>	FY 2022-2023
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**END**



**Metropolitan Planning Organization**  
555 South 10<sup>th</sup> Street, Suite 213  
Lincoln, NE 68508  
402-441-7491  
[lincoln.ne.gov](http://lincoln.ne.gov) (keyword: mpo)