



Lincoln Metropolitan Planning Organization

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Lincoln MPO Officials Committee

Endorsement of the Updated 2040 Long Range Transportation Plan

Recommendation: Endorsement of the draft updated 2040 Long Range Transportation Plan with the proposed revisions. MPO Technical Advisory Committee recommendations are for adoption by Lincoln MPO resolution.

Long Range Transportation Plan Requirements

Metropolitan Planning Organizations (MPOs) are responsible for developing, implementing and managing the MPO's Long-Range Transportation Plan (LRTP) as required by federal and state laws and regulations.

The MPO is responsible for developing an LRTP that addresses no less than a 20-year planning horizon from the date of the plan update adoption. The LRTP is to be updated at least every five years and be fiscally constrained. The intent and purpose of the LRTP is to encourage and promote the safe and efficient management, operation, and development of a cost feasible intermodal transportation system that will serve the mobility needs of people and freight within and through urbanized areas of the state, while minimizing transportation-related fuel consumption and air pollution. The LRTP is to include long-range and short-range strategies consistent with state and local goals and objectives.

Federal Requirements

A rule issued by the Federal Highway Administration (FHWA), Federal Transit Administration (FTA); and U.S. Department of Transportation (DOT) updated the regulations governing the development of long-range transportation plans and programs for urbanized areas, as well as revisions related to the use of and reliance on planning products developed during the planning process for project development and the environmental review process. The changes reflect the passage of the Moving Ahead for Progress in the 21st Century Act (MAP-21) and the Fixing America's Surface Transportation (FAST) Act. The MAP-21 continues many provisions related to transportation planning; however, changes included a new mandate for State departments of transportation (States) and metropolitan planning organizations (MPOs) to take a performance-based approach to planning and programming and a new process for the integration of the planning and environmental review processes. [23 United States Code (U.S.C.) 134 (h) and (l)]

Development of Long-Range Plans and TIPs. To accomplish the objectives in MAP-21, MPOs, in cooperation with the States and public transportation operators, are to develop LRTPs and transportation improvement programs through a performance-driven, outcome-based approach to planning for metropolitan areas.

Contents. The LRTPs and TIPs for each metropolitan area are to provide for the development and integrated management and operation of transportation systems and facilities (including accessible pedestrian walkways and bicycle transportation facilities) that will function as an intermodal transportation system for the metropolitan planning area and as an integral part of an intermodal transportation system for the State and the United States.

Process of development. The process for developing the LRTPs and TIPs are to provide for consideration of all modes of transportation and is to be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems to be addressed.

State of Nebraska Requirements

The *Nebraska Department of Roads (NDOR) Operating Manual for MPO Transportation Planning* requires each MPO to update multi-modal Long Range Transportation Plans (LRTPs) with a minimum 20-year planning horizon (23 CFR 450.322). The LRTPs are to be updated at least every five years and contain a fiscally constrained component.

NDOR requirements for MPO LRTPs are that they incorporate the eight MAP-21 planning factors into its goals and objectives, develop performance measures and targets, and be based upon the demand for movement of persons and goods. Capital investments are to include pedestrian and bicycle transportation elements and measures necessary to preserve the existing transportation system as well as project cost estimates in year of expenditure. The LRTP is to include a financial plan with projected sources of revenue and the consideration of the socioeconomic and environmental impacts. The NDOR Operating Manual for MPO Transportation Planning states:

“Before final adoption of the LRTP by an MPO, the NDOR MPO & Long Range Planning Unit, NDOR Local Projects and Program Management Divisions review the draft LRTP to determine it has met the requirements of fiscal constraint (23 CFR 450.322) and is consistent with NDOR policies.” (page 30)

Approval and Distribution

The MPO Officials Committee (the policy setting body of the MPO) must approve the final long-range transportation plan by a recorded roll call vote of the majority of the membership. Although the LRTP does not require approval by the FHWA or the FTA, these agencies have been involved during the development of the plan and have been provided an opportunity to comment during MPO Project Oversight Committee meetings, Technical Committee meetings and Officials Committee meetings. The plan is also reviewed by FHWA and FTA during the quadrennial Transportation Management Area (TMA) certification. Copies of any final adopted LRTP are to be provided to each participating agency, the NDOR, the FHWA, and the FTA.

Relationship of the Plan to the Transportation Improvement Program (TIP)/ State Transportation Improvement Program (STIP)

There must be an approved LRTP or a properly amended LRTP at the time the MPO submits the annual TIP (or amendments) to the NDOR, FHWA and FTA for approval. The TIP must be incorporated into the STIP to ensure continued federal funding for the metropolitan area. The NDOR cannot approve a TIP for inclusion in the STIP that does not come from a currently approved LRTP or a TIP that includes projects that have not been properly amended into the LRTP and approved by the MPO. At the time of this writing, the letting date for two Lincoln MPO TIP projects has been delayed due to the LRTP not being current. Thus an updated and approved LRTP is needed at this time.

Publication and Distribution of the Plan

Federal regulation requires that the MPO publish its long range transportation plan and make it available to the public for review including, to the maximum extent practicable, in electronically accessible formats and means, such as the World Wide Web.

Proposed Revisions to the *draft* Lincoln MPO 2040 Long Range Transportation Plan

Lincoln City Council and Lancaster County Board of Commissioners held a joint public hearing on December 12, 2016 and continued hearings on December 19 and 20, 2016. Each body adopted the updated *Lincoln City-Lancaster County 2040 Comprehensive Plan* with specific revisions to the Transportation section (Chapter 10) of the Plan.

Amendments to the Transportation section do not compromise the underlying assumptions or technical support of the LRTP. The stated reason for the City Council and Lancaster County Board request was “To make it clear that the priority of the LRTP is to maintain our roads, and to make it clear that fiscally constrained means the City Council is not attempting in any way to compel future city leaders to act in a certain way with regard to funding sources or amounts.” (City of Lincoln Bill No. 16R-262)

The Lincoln City Council and Lancaster County Board of Commissioners made the following five revisions to Chapter 10 – Transportation in the updated *Lincoln City-Lancaster County 2040 Comprehensive Plan*:

revision # 1

Page 10.2 – Vision for Transportation

Add new text on **page 10.2** at the end of the text on the **Planning as a Process** to read as follows:

“ ‘While this plan is intended to guide future decisions regarding the city’s transportation system’s development, it is merely a guide and is subject to changes to meet future community needs.’ ”

revision # 2

Page 10.4 – Existing Conditions

Amend the text on **page 10.4** to read as follows:

~~“As fuel costs continue to rise, the need for more transportation options, as well as lifestyle options becomes more urgent.~~ It is likely that the personal vehicle will continue to be the dominant form of transportation for the foreseeable future. However, ~~as if~~ fuel costs rise, the option of using alternate modes such as transit, bicycles and walking for some trips may become more important to ~~everyone~~ some.”

revision # 3

Page 10.25 – The 2040 Needs Based Plan

Amend the text on **page 10.25** to read as follows:

~~“The primary A major~~ responsibility of the Long Range Transportation Plan is the operation and maintenance of the new and existing roadway system.”

revision # 4

Page 10.35 and 10.36 – Alternative Transportation Modes and Complete Streets

Amend the text on **pages 10.35 and 10.36** to read as follows:

“Increased trips using alternative transportation modes, such as bicycles and transit, may theoretically reduce the number of single occupant vehicles on the road and so might, therefore, reduce congestion. The streets of our City and County are important parts of the livability of our community. It makes sense in select areas of the City to develop roadways that can serve ~~Most streets should be designed and maintained for~~ all users, not just vehicular traffic. Complete ~~S~~streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities should be able to safely move along and across a Complete Street. However, Complete Streets do not make sense in all cases. The city should selectively develop Complete Streets only in those areas where such development is both cost effective and likely to provide direct benefit to users who frequent the area where the Complete Street will be built.”

revision # 5

Page 10.50 – Fiscally Constrained Transportation Plan

Amend the text on **page 10.50** to add the following text at the end of that Section:

“Expectations contained within the LRTP Technical Report do not in any way compel members of future city government to raise revenues to meet said expectations.”

MPO Staff Recommendation on Proposed LRTP Revisions

Coordination and consistency are hallmarks of the Lincoln MPO planning process and it is recommended that the updated *Lincoln MPO 2040 Long Range Transportation Plan* reflect the specific wording revisions the Lincoln City Council and Lancaster County Board of Commissioners made to the Transportation section of the *Lincoln City-Lancaster County 2040 Comprehensive Plan*.

MPO Staff Conclusion. The Lincoln MPO LRTP covers the multi-modal transportation systems of the Lincoln Metropolitan Planning Area, encompassing all of Lancaster County, and substantially addresses the vision for the transportation system in Lincoln and Lancaster County

that is a safe, efficient, sustainable, and enhances the quality of life, livability, and economic vitality of the community.

The proposed Lincoln MPO LRTP is a 24-year multi-modal transportation plan with a base year of 2016 and a planning horizon year of 2040. The 2040 LRTP lists roadway, transit, bikeway/pedestrian, and transportation enhancement projects that reflect the community's shared values from stakeholders, including local elected officials, planners, engineers, the business community, special interest groups, and the general public. The Plan also reflects current and projected land uses, demographics, economic conditions, traffic conditions, and Local/State/Federal priorities.

The proposed Lincoln MPO LRTP follows the federal requirements for preparing a long range transportation plan which is important because compliance with federal requirements must be met for the region to receive federal transportation funding. The long range transportation plan sets a vision for the transportation system and establishes funding priorities.

This Plan updates the previous LRTP and adds analysis of system-level performance measures that are linked directly to the goals and supporting objectives. The performance measures support the planning effort and the prioritizing of transportation investments. Each performance measure demonstrates the current system performance and the trajectory of historic trends which provide insight into the value of projects, strategies, and policies for the Lincoln City-Lancaster County planning area through 2040.

MPO Technical Committee Recommendation. Approve the updated *Lincoln MPO 2040 Long Range Transportation Plan* including the five (5) proposed amendments and the supporting MPO Technical Documentation (September 2016), as posted on the MPO web page and recommended by the Lincoln-Lancaster Planning Commission. The recommendation includes a finding that the LRTP meets the federal transportation requirements for the Metropolitan Area, is fiscally constrained, and will substantially guide the future multi-modal transportation system improvements for the Lincoln City-Lancaster County planning area.

Endorsements Attached (10):

The MPO structure identifies the Technical Advisory Committee as primary recommending body to the MPO Officials Committee who are the MPO policy setting body. All members of this interagency committee present, voted in support of the updated *Lincoln MPO 2040 Long Range Transportation Plan* and Technical Committee representative agency endorsement statements in support of the LRTP are attached for the Officials Committee consideration.