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Metro Transit  
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Omaha Planning Board  
Omaha Public Power District  
Papillion / La Vista Public  
Schools  
Papio-Missouri River  
Natural Resources District  
Pony Creek Drainage District  
Ralston Public Schools  
Valley Fire Protection  
District # 5

## METROPOLITAN AREA PLANNING AGENCY

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February 5, 2015

### MEETING NOTICE

TO: Citizens' Advisory Council

FR: Dan Park, Chairman  
Ashley Myers, Assistant Planner

RE: February 12, 2015 Meeting

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The Citizens' Advisory Council will meet **Thursday, February 12 at 4:30 pm** at the MAPA Offices – Lobby Conference Room. Please enter the building through Metro's front door and turn left into the glass conference room. The agenda item materials are available at the MAPA offices and online at <http://www.mapacog.org/boards-a-committees/58-agendas>.

### AGENDA

1. Introductions
2. Approval of Minutes  
Staff distributed meeting minutes from January 15 with the meeting agenda packet (Action Item). (Attachment)

### Discussion Items

3. Draft Title VI Plan Review  
MAPA staff will provide an overview of the draft Title VI Plan. It is currently out for public comment. It will close on February 28 (Discussion Item). (Attachment)
4. Draft 2040 LRTP Chapters 1-6 Review  
MAPA staff will provide an overview of the draft chapters 1-6 of the Long Range Transportation Plan (Discussion Item). (Attachment)
5. MAPA Activity Update  
MAPA staff will lead a discussion of current MAPA planning activities (Discussion Item).
6. Additional Business
7. Next Meeting  
The next CAC meeting is tentatively scheduled for Thursday, March 12 at 4:30 pm. The CAC is currently scheduled to discuss the format of the 2040 LRTP public meetings/strategies for increasing public involvement, the MTIS potential strategies, discussing the MAPA vanpool/carpool idea, and reviewing the Bike/Pedestrian Master Plan.
8. Adjourn

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Auxiliary aids, language assistance, and services are available when requested in advance, please call the office.  
Si necesita ayuda con traducción, por favor llame la oficina.

**Date: Thursday, January 15, 2015, 4:30 p.m.**

**Location: MAPA Offices, Omaha, NE – Board Room**

**In Attendance:**

Chair: Dan Park, Representing Douglas County  
Vice-Chair: Sheryl Garst, Representing Council Bluffs  
Barry Cleaveland, Representing Pottawattamie County  
Cindi Goff, Representing Omaha  
Curtis Bryant, Representing Bellevue  
Jay Leighter, Representing Omaha  
Kenneth Be, Representing Omaha  
Robert Hammer, Representing Omaha  
Steve Ziemba, Representing Sarpy County  
Tim O'Bryan, Representing Omaha

**MAPA Staff:**

Ashley Myers  
Michael Felschow  
Megan Walker

**1. Introductions**

Dan Park called the meeting to order at 4:30. He welcomed the committee and introductions were made.

**2. Approval of Minutes (Action Item)**

Park introduced the October 15 minutes and asked if there were any changes or additions.

Cindi Goff MOTIONED to approve the October 15 minutes.

Barry Cleveland SECONDED.

Motion passed unanimously.

**3. 2014 Public Participation Plan Amendment (Discussion Item)**

Park asked Ashley Myers to provide an overview of the Public Participation Plan amendment purpose and changes resulting from the Federal Certification Review.

Myers discussed the changes including the following:

- What the PPP does for MAPA procedure
- Schedule for approval
- Legislation that effects MAPA outreach
- The participation and comment opportunities available in the MAPA process

Curtis Bryant requested to view the EJ maps. Michael Felschow directed him to the website where the maps can be viewed and downloaded. They are also located in the Coordinated Transit Plan and the Long Range Transportation Plan.

Park asked if the opportunities for public involvement had been increased? Myers responded that they had been increased and the process has been more formalized.

Sheryl Garst asked if there was any sort of follow up done for people who had attended public meetings? Myers responded that those who leave comments receive a response. MAPA is also starting to collect email addresses from people who wish to be contacted.

Felschow stated that MAPA is working more towards fulfilling the spirit of the law than the letter of the law and is citing few regulations and detailing more policy based on the regulations.

Bryant commented that the plan is now easier to read and that it does not sound as much like the federal register.

Jay Leighter commented that the plan was now good for everyone. However, he raised several questions. Do citizens understand the degree that their input is used? Is there a range of characteristics that can be labeled as to target groups of people, say those who have been harder to reach normally? Is the data collection process uniform and communicated to citizens? Are historically disadvantaged comments weighted in any way since they may be harder to get? How can people know where their input shows? Are surveys done by social scientists? Felschow responded that the surveys are created and administered by a separate firm of social scientists who specialize in it.

Leighter suggested a diagram of what an average meeting would look like so people would have a better understanding of their possible participation and what to expect when attending a meeting, would make things less intimidating. Felschow said that MAPA is always trying to be innovative in our meetings, but we can try to see if there is a way to develop generalized graphic.

Bryant asked if 30 days is a good time frame for public comment. Felschow responded that it is required for most plans. Myers said it is 30 days from the date the Board of Directors opened the plan for public comment.

Bryant noticed that page 31 states that standards are being driven by the regulations – MAPA may want to change the wording to sound more in the spirit than the letter of the law.

Myers said MAPA will look into developing a graphic showing what happens to public comments and how they are incorporated into the plan and maybe one of an average meeting.

#### **4. CAC Implementation Discussion (Discussion Item)**

Park asked Megan Walker to lead the discussion of the CAC role in the planning process.

Walker discussed the proposed schedule.

#### **5. MAPA Activity Update (Discussion Item)**

Park asked Felschow to provide an update of current MAPA planning activities including MTIS, the Bike/Pedestrian Plan, the Platteview Road Corridor, and the One-Call Center project.

#### **6. Next Meeting**

The next CAC meeting is tentatively scheduled for Thursday, February 12 at 4:30 pm. The CAC is currently scheduled to discuss the first six chapters of the 2040 LRTP, the draft Bike/Pedestrian Plan (tentative), and the new Title VI draft.

Tim O'Bryan mentioned he will miss the February 12<sup>th</sup> meeting.

#### **7. Adjourn**

Barry Cleveland MOTIONED to adjourn the meeting at 5:30.

Jay Leighter SECONDED.

Proposed CAC Schedule

January	Conversation about input and what we want from the CAC/ how we want the CAC to help us, the CAC schedule, CAC provide community links 2014 Public Participation Plan Amendment
February	Review of Draft Chapters of 2040 LRTP- Chapters 1-6 Title VI Draft Review Draft Bike/Pedestrian Plan Review- Tentative-
March	Talk about format of 2040 public meeting, increase public involvement for meeting MTIS- potential strategies for solutions review Vanpool/carpooling idea Topic:
April	FY16 Draft TIP review Draft 2040 LRTP
May	FY16 Final TIP review 2040 LRTP public comments Commuter Challenge
June	Final 2040 LRTP review Call center research *Review next 6 months schedule
July	Heartland 2050 Discussion Topic:
August	Key 2050 LRTP topic Topic:
September	Talk about format of 2050 LRTP public meeting and review previous efforts
October	Topic:
November	FY17 TIP beginning discussion
December	No meeting



Connect. Plan. Thrive.

2015-2018

## Title VI and ADA Plan and Procedure

Title VI Guidelines and Complaint Procedure

Limited English Proficiency Guidelines

Environmental Justice Guidelines

Americans With Disability Act Guidelines and Complaint  
Procedure

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# MAPA Title VI Policy & Procedure

## Chapter 1 – Introduction

### Agency Overview

The Metropolitan Area Planning Agency (MAPA) is the designated metropolitan planning organization (MPO) for transportation planning in the Omaha-Council Bluffs area. MAPA receives federal funding from the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Environmental Protection Agency (EPA), the US Department of Housing and Urban Development (HUD) and other state and federal agencies related to metropolitan planning.

MAPA's transportation planning process implements the three C's of transportation planning – Continuing, Cooperative, and Comprehensive planning – to involve residents in the planning process in an ongoing and inclusive manner. Federal regulations that apply to the MAPA planning processes and are incorporated into all MAPA planning activities are listed in the sidebar. Specific accommodation policies stating how regulations are implemented are discussed in the throughout the plan and MAPA's Title VI Policy Statement is also detailed in the sidebar to the right.

Additionally, MAPA has outlined the complaint process for both Title VI and ADA in this document. If a person feels he/she has been discriminated against by MAPA or as a part of a MAPA program, the guidance in Chapter 3 provides specific recourse to those individuals.

## MAPA's Civil Rights Policy

MAPA assures that no person shall on the grounds of race, color, national origin, age, disability/handicap or sex, as provided by Title VI of the Civil Rights Act of 1964, and the Civil Rights Restoration Act of 1987 (P.L. 100.259) be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity receiving Federal financial assistance. MAPA further assures every effort will be made to ensure nondiscrimination in all of its programs and activities, whether those programs and activities are federally funded or not.

In the event that MAPA distributes Federal aid funds to another entity, MAPA will include Title VI language in all written agreements and will monitor for compliance.

MAPA's Title VI Coordinator is responsible for initiating and monitoring Title VI activities, preparing reports and other responsibilities as required by 23 Code of Federal Regulation(CFR) 200 and 49 Code of Federal Regulation 21.



Executive Director

[Final Approval Date]

## What is an MPO?

Metropolitan Planning Organizations (MPOs) are organizations designated by the federal government to be responsible for transportation planning and project selection in a particular region. MPOs provide a forum for cooperative decision making for the metropolitan planning area. The governor designates an MPO in every urbanized area with a population of more than 50,000. MAPA has been designated as the MPO for the Omaha-Council Bluffs region by the governors of both Nebraska and Iowa.

## Title VI and ADA, how they affect you

All agencies that receive federal funds, including MAPA, must adhere to the standards set by these legislations. A list of the applicable acts and orders are as follows:

- Title VI
- Americans with Disabilities Act (ADA)
- The Rehabilitation Act
- The Federal-Aid Highway Act
- The Age Discrimination Act
- The Civil Rights Restoration Act
- Executive Order 12250
- Executive Order 12898
- Executive Order 13166

## Updates & Amendments to MAPA's Title VI

Title VI plans are updated every 3 years by MPOs to stay current with all relevant Federal, State, and local legislation.

All of MAPA's documents follow a specific procedure for stakeholder and public participation; the requirements for MAPA's Title

### TITLE VI

"No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

### ADA

Under the ADA all reasonable accommodations must be made for persons with disabilities to participate in all public activities and the planning process.



Figure 1.1 – Overview of Public Participation Plan Requirements for Title VI Planning

VI plan are outlined in Figure 1.1 below.

The document approval process includes at least one resource agency meeting where relevant agencies and organizations in the community can meet with staff and review the new Title VI plan and make suggestions before it goes a public comment. After the resource meeting agency meeting is held, MAPA's two transportation sub-committees– the Transportation Technical Advisory Committee (TTAC) and Citizens' Advisory Council (CAC) makes recommendations.

MAPA staff incorporate any recommendations made by resource agencies or MAPA sub-committees before the MAPA Board releases the document to the public for comment. The

new plan is posted online and in public libraries as well as at the MAPA office for public review and comment for 30 days, these comments will then be included in the appendices of the plan and staff will work to implement suggestions. After the public comment period the plan will again go to the Technical Transportation Committee (TTAC), and the MAPA Board for final approval and adoption.

### Outline of MAPA's Title VI Plan

MAPA's Title VI Plan contains the following four chapters, they are as follows:

- Chapter 1
  - *What is an MPO?*
  - *Title VI legislation and MAPA policy*
  - *ADA legislation and MAPA policy*
- Chapter 2
  - *Overview of MAPA's planning process*
  - *Demographic Profile of the MAPA Region*
- Chapter 3
  - *Title VI & ADA Complaint Procedure*
  - *Responsibilities of MAPA's Title VI Coordinators*
  - *Sub-Recipient Monitoring*
  - *Public Participation Strategies*
  - *ADA Self-Assessment*
- Chapter 4
  - *Overview of Limited English Proficiency*
  - *Four-Factor Analysis*

## Chapter 2 - Transportation Planning Process

### Introduction

MAPA undertakes many regional planning initiatives related to land use, economic development, transportation, and other public facilities such as recreation, sanitary sewer, and water supply each year.

Planning for complex needs like transportation systems, beneficial recreations, and high-quality natural environment simply cannot be done well without working together. This emphasis on regionalism is critical to the success of MAPA, its member entities, and to ensuring that all residents have the opportunity to fully participate in the planning process.

As a Metropolitan Planning Organization (MPO), MAPA works with federal, state, and local agencies and citizens to coordinate transportation planning at the regional level for the Omaha Metropolitan Area. MAPA receives federal funds to develop regional transportation plans and programs and to coordinate technical and policy studies on transportation and other programs.

The MAPA Transportation Management Area (TMA), which is the same as the MPO boundary, is comprised of Douglas, Sarpy, and eastern Pottawattamie County. The TMA is the region in which MAPA is responsible for short- and long-range transportation planning and for allocating Federal Funding to transportation projects. The boundaries MAPA TMA is illustrated in Figure 2.1 (next page).

The sidebar above includes a summary of important planning products and stakeholder groups through which MAPA develops plans and studies. A more detailed discussion of MAPA's committee structure is included in the next section of this chapter.

### Important Transportation Planning Documents

Long Range Transportation Plan

Transportation Improvement Program

Unified Planning Work Program

Traffic Reports

Public Participation Plan

Title VI Plan

### Stakeholder Groups

Transportation Technical Advisory Committee (TTAC)

Project Selection Committee (ProSeCom)

Citizen's Advisory Council (CAC)

Coordinated Transit Committee (CTC)

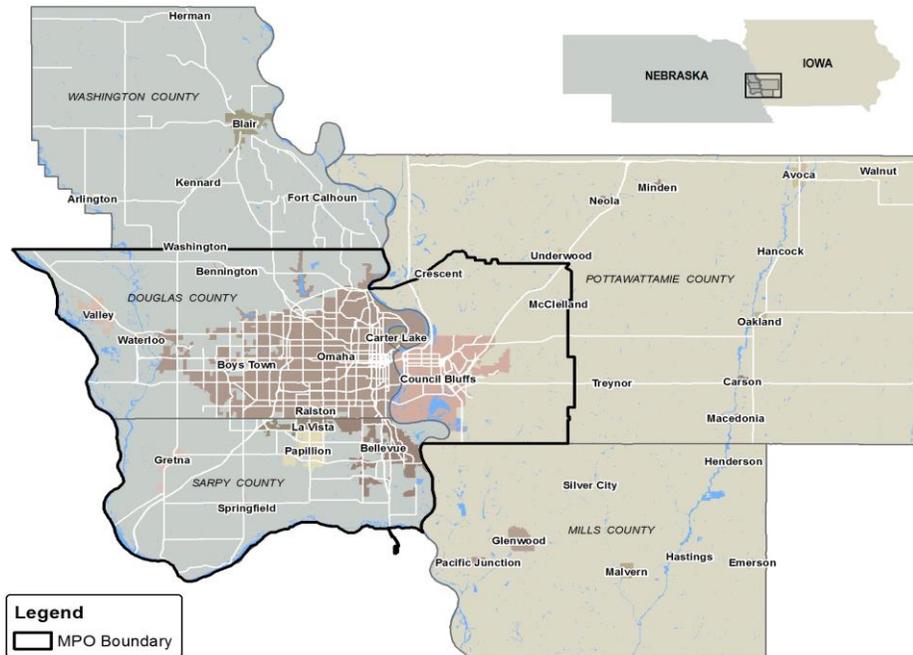


Figure 2.1 – MAPA Transportation Management Area (MPO/TMA Boundary)

### MAPA's Committee Structure

MAPA's Transportation Planning Process is guided by a committee structure of local elected officials, local governmental staff, non-profits, advocacy groups, and community members. An organizational chart of MAPA's MPO committee structure is included in Figure 2.2 to the right.

The MAPA Board of Directors serves as the Policy Board for the MAPA MPO, and constitutes final approval of all plans, policies, and regular business of the agency. Decisions by the MAPA Board are informed by recommendations from the Transportation Technical Advisory Committee (TTAC) and Citizens' Advisory Committee (CAC).

The TTAC is comprised of transportation engineers and planners from member communities, state DOT representatives, and local transit officials. This group provides key input into the development of

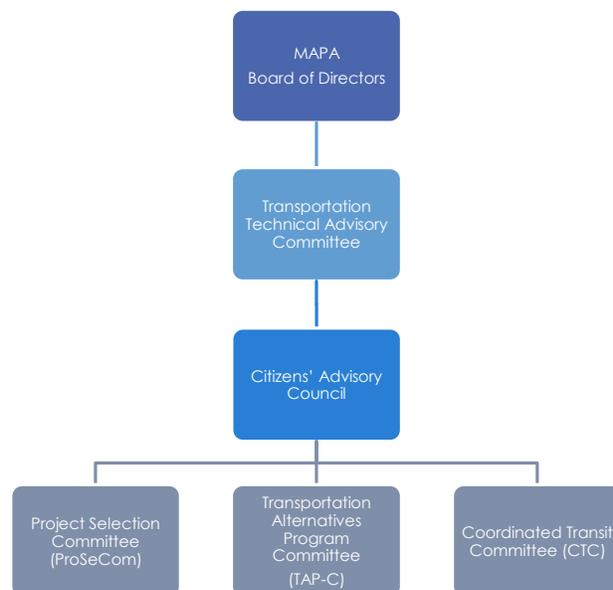


Figure 2.2 – MAPA Committee Structure

MAPA's plans, project selection, and the development of transportation-related policies for the Omaha-Council Bluffs region.

The Citizens' Advisory Council (CAC) is a committee of representatives from community organizations and members of the public who advise the TTAC on transportation planning decisions. This ongoing communication between community members and MAPA facilitates public participation early in the planning process.

MAPA also has three standing project selection committees to make recommendations to TTAC about the region's federal funding. The project selection sub-committees include the Project Selection Committee (composed of TTAC members), the Coordinated Transit Committee (includes human service and para-transit agencies, and the Transportation Alternatives Program Committee (involves engineers, bike/pedestrian advocates, and planners) make recommendations to the TTAC.

### MAPA's Planning Process

MAPA strives to ensure that all its activities reflect the ideal *Comprehensive, Cooperative, and Continuing* planning process. These "Three C's" provide a framework for understanding the importance of early and continuous engagement of the public throughout the planning process. Each of these characteristics is defined in the list below:

- *Comprehensive* – Consideration of all possible factors and relevant information.
- *Cooperative* – Involving input from as many aspects of the communities effected as possible.
- *Continuing* – To sustain an ongoing development and review decisions to ensure continued relevance.

The MAPA Public Participation Plan identifies specific strategies and processes for each major planning document that MAPA develops. However, the general process for plan development is quite similar and is described in Figure 2.3 below. This approach emphasizes the need for early and continuous engagement from stakeholders and the public. Providing ample time for feedback in the planning process ensures open and full participation is possible for all residents of the MAPA region.

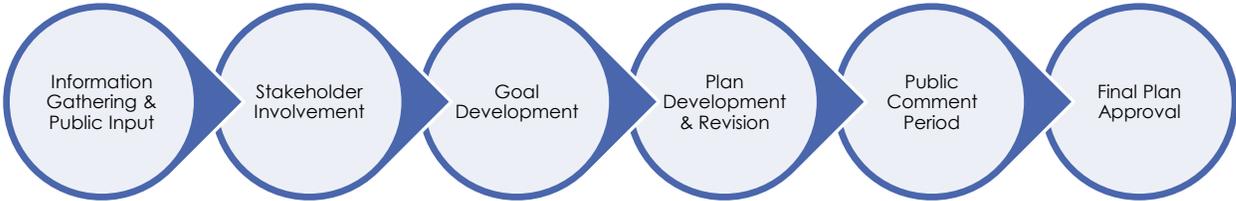


Figure 2.3 – Overview of the MAPA Planning Process

## Demographic Profile

There are many different segments of the population that are important to consider as a part of the transportation planning process. A summary of each of the groups listed below are detailed in the demographic profile that follows:

- Elderly Population (Population 65 and Older)
- Disabled Population
- Population Living in Poverty
- Zero-Vehicle Households (no access to a vehicle)

Population 65 Years of Age and Older

Table 2.1 provides a summary of the population 65 years of age and older in the Omaha-Council Bluffs Metro area. Of the 97,000 people over the age of 65 in the MAPA region, many are concentrated

outside of the urban core. This distribution poses a unique challenge to the transportation network for the area since many of the elderly are no longer able to drive or have restriction on their driving, such as being unable or unwilling to drive at night. Figure 2.4 (below) shows the geographic distribution of the population over 65 years of age.

Metro Transit provides both fixed route transit service and demand response service to the smaller outlying communities which have large pockets of those over 65 have limited or no transit service available. MAPA's Coordinated Transit Committee works with local stakeholders and non-profit transit providers to expand the mobility of elderly and disabled populations with limited mobility.

Total TMA Population	Over 65	Percent
863,713	97,153	11.25%

Table 2.1 – TMA Population Over 65 Years of Age

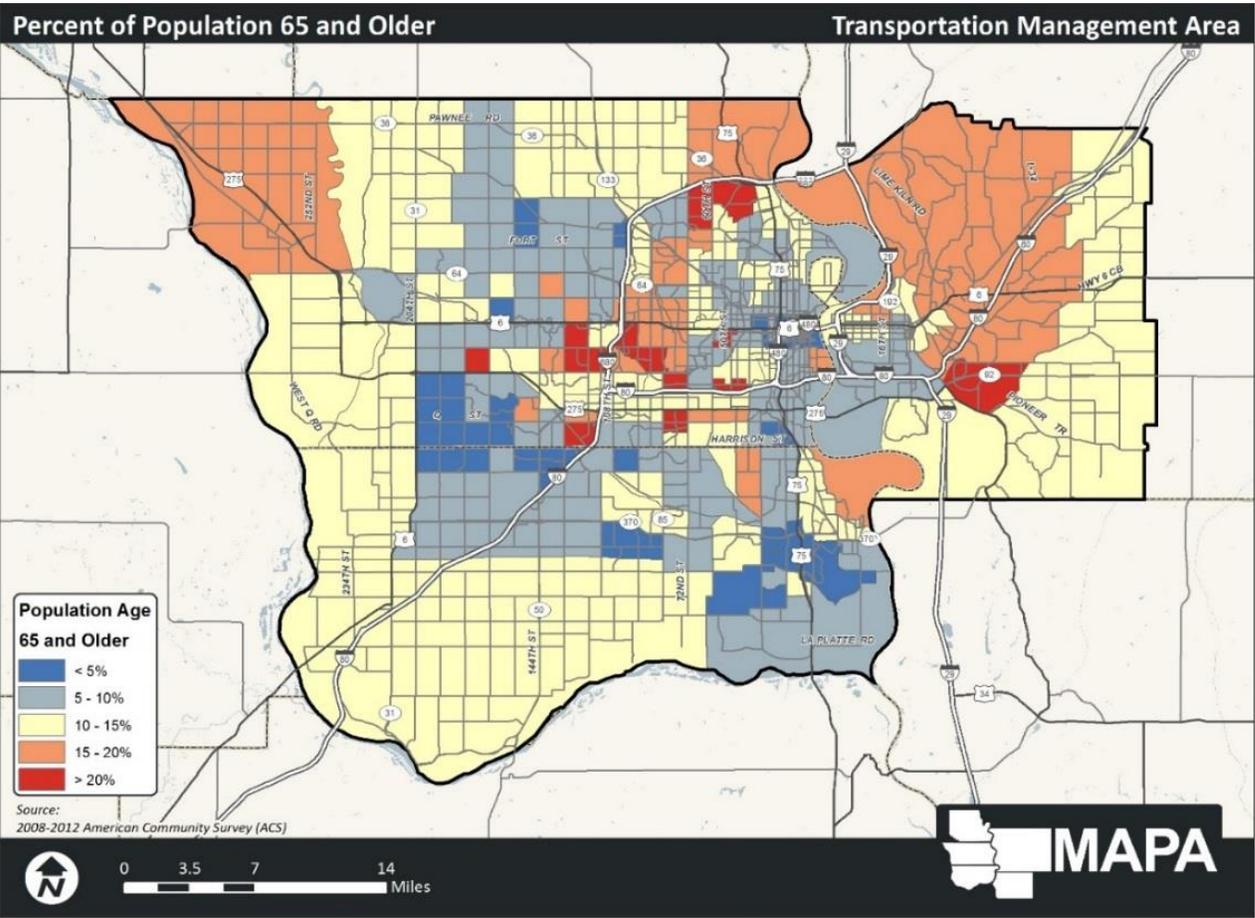


Figure 2.4 – TMA Population Over 65 Years of Age

### Disabled Population

Table 2.2 provides a summary of the disabled population in In the Omaha-Council Bluffs Metro Area. Based on American Community Survey data, there are approximately 86,000

people who are considered disabled, most of these people are concentrated in the North Eastern section of Omaha city and the urban portion of Pottawattamie County. Figure 2.5 below shows the geographic distribution of the population over 65 years of age.

Northeastern Omaha is well served by Metro Transit's fixed route service presently and is within the ¾ mile buffer of fixed route service in which Metro's MOBY demand response paratransit service operates. Additionally, MAPA's Coordinated Transit Committee continues to work with local stakeholders and non-profit transit providers to expand the mobility of elderly and disabled populations with limited mobility.

Total TMA Population	Disabled	Percent
863,713	86,355	9.99%

Table 2.2 – TMA Population with a Disability

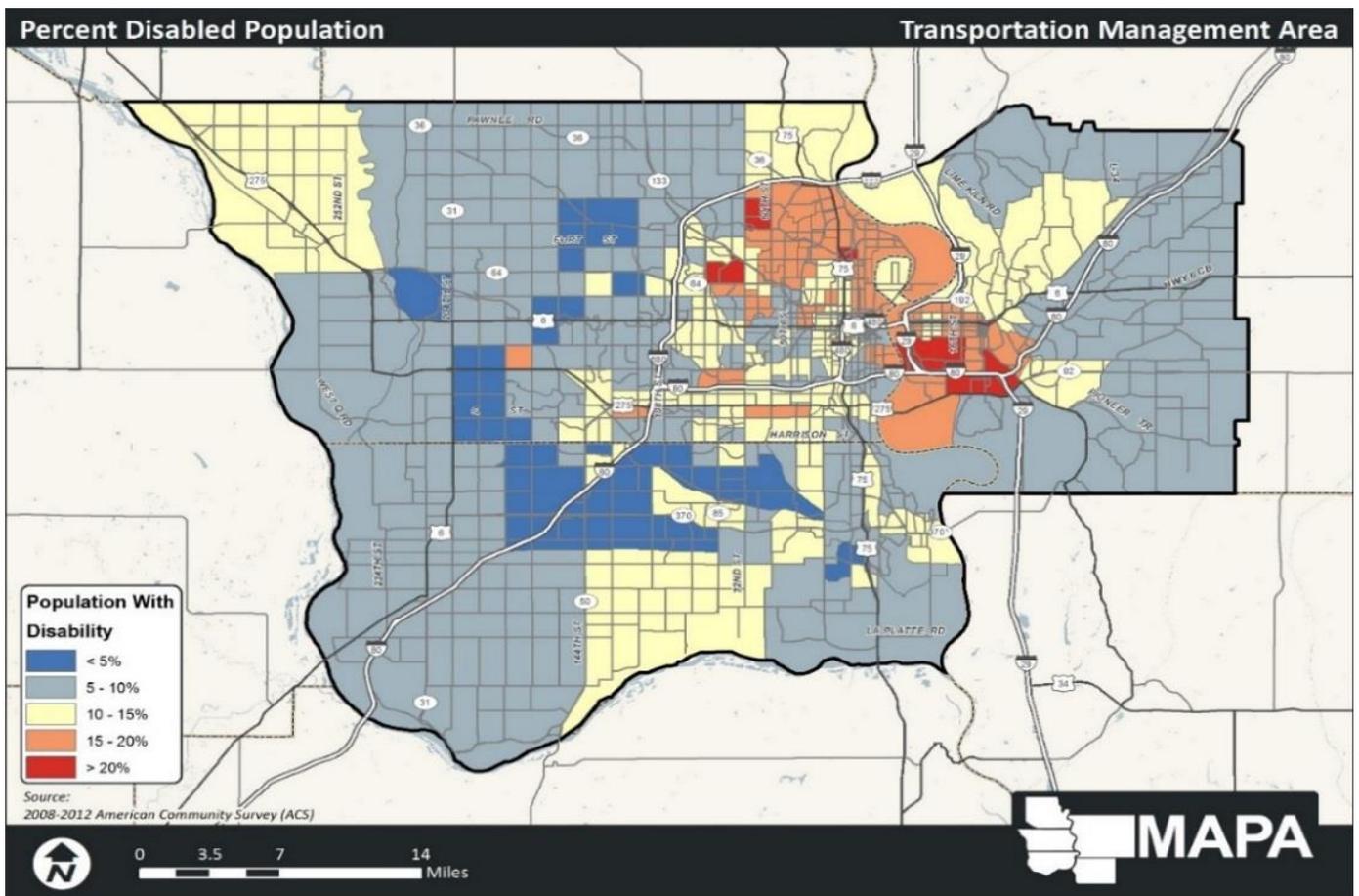


Figure 2.5 – TMA Population with a Disability

Population Living in Poverty  
 Table 2.3 to the right shows the population living in poverty in the MAPA region. There are approximately 100,000 people living at or below the poverty line. The highest concentrations of these low-income individuals are found within Northeastern Omaha. The geographic distribution of residents in poverty within the MAPA region is illustrated in Figure 2.6 below.

Total Population	Population in Poverty	Percent
846,016	100,681	11.90%

Table 2.3 – TMA Population in Poverty

For populations in poverty in Omaha, access to job centers is a critical need. The area of Northeast Omaha that has the highest concentration of poverty is very well served by transit at present. Additionally, smaller pockets of concentrated poverty in South Omaha are also well-served by the existing transit service provided by Metro.

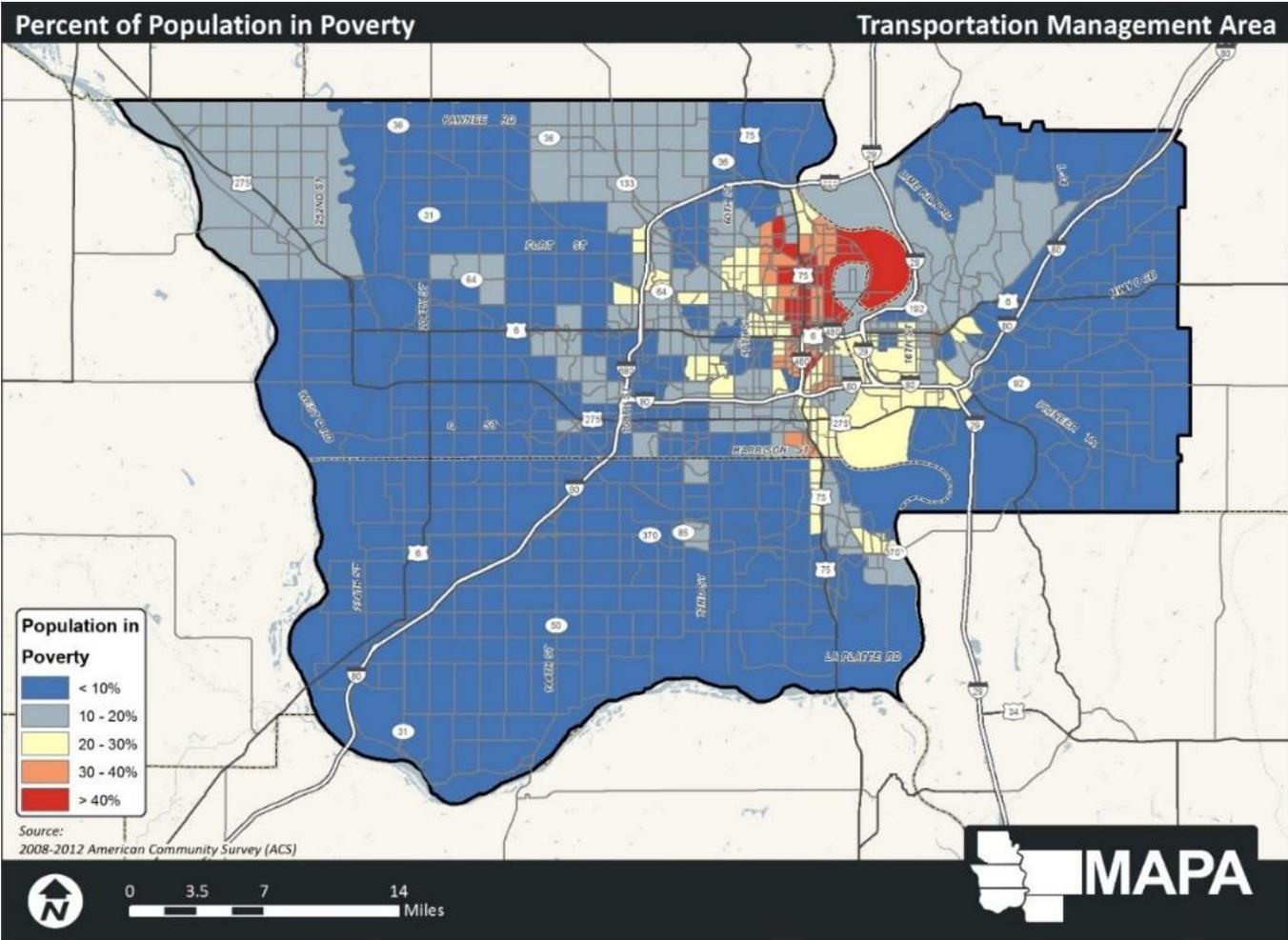


Figure 2.6 – TMA Population in Poverty

## Zero Vehicle Households

Table 2.4 shows the number of households in the Omaha area that do not own a vehicle, approximately 22,200.

Total Households	Zero vehicle households	Percent
334,429	22,224	6.65%

Table 2.4 – MAPA TMA Zero Vehicle Households

Much like the poverty statistics previously discussed, the highest concentrations of Zero Vehicle Households are found in eastern Omaha within the city's urban core. The absence of an automobile in a household can create serious limitations on the mobility of residents. Fortunately, within the MAPA region, high concentrations of those without access to are within areas of the metro that are well-served by transit– providing access to the transportation network. Figure 2.7 illustrates the distribution of zero-vehicle households throughout the MAPA region.

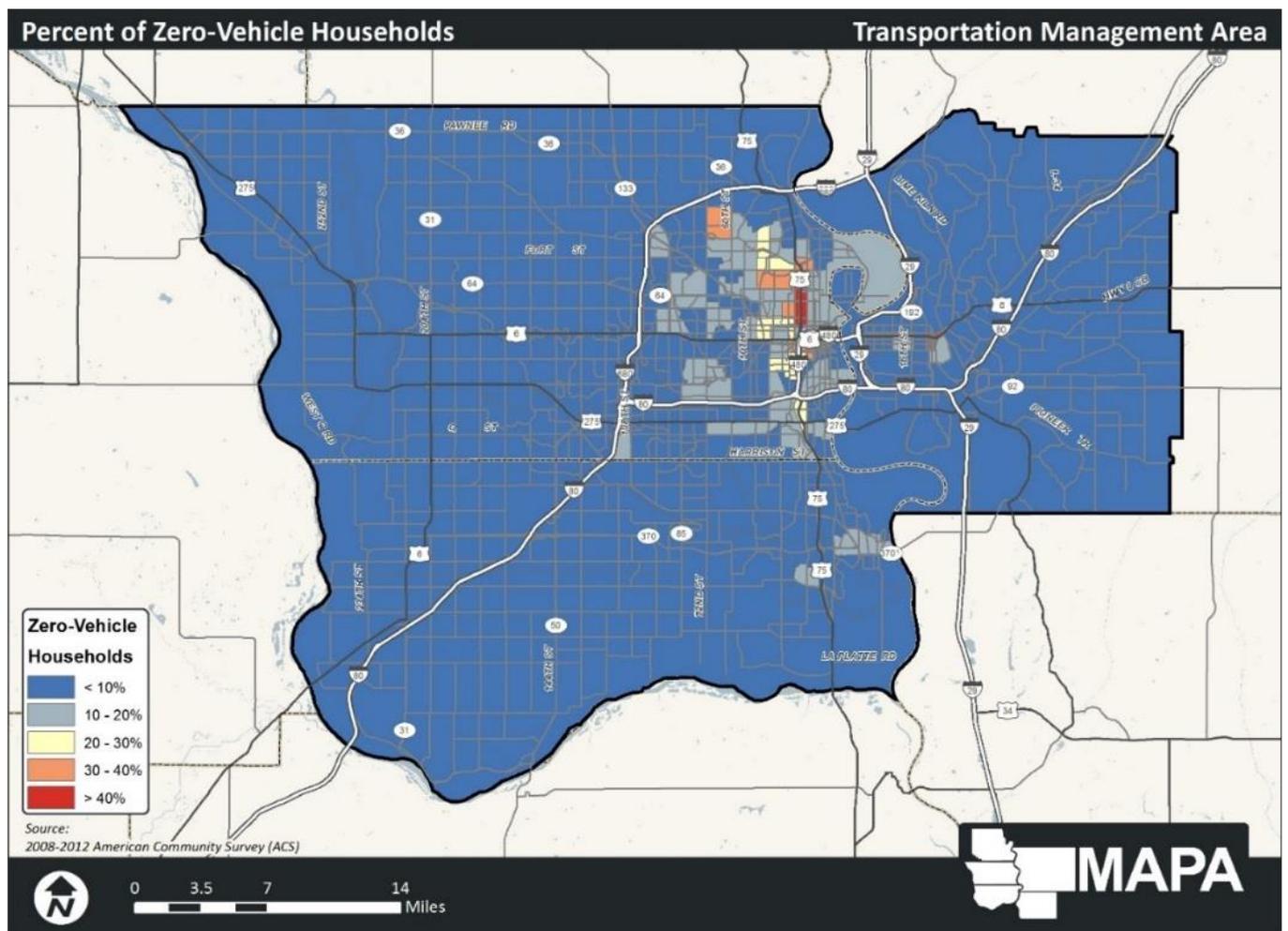


Figure 2.7 – MAPA TMA Zero Vehicle Households

## Environmental Justice Analysis

### Evaluation of Programmed Projects

Currently MAPA performs Environmental Justice (EJ) analysis on all projects in its Transportation Improvement Program and Long Range Transportation Plan. This analysis looks at several factors including how much money has been spent in EJ areas, the potential negative impacts of projects located in and around EJ areas, as well as the potential benefits to these communities from projects in and around them.

To identify environmental justice areas MAPA uses census data to determine where there are disproportionately large populations of minority, low-income, and zero vehicle households. These areas are deemed environmentally sensitive and form the basis for additional analyses of burdens and benefits.

In past years, MAPA has attempted to identify the amount of funding that was programmed in the TIP which makes a direct impact to EJ areas. This analysis was conducted by mapping the location of TIP projects and then measuring their proximity to EJ areas. For projects that fall completely within an EJ area, all of the funding would be noted as benefiting EJ populations. Projects that partially fall within an EJ are counted based on the proportion of the project that directly impacts the EJ area. This process has worked well in measuring and ensuring that funding is distributed equitably throughout the region.

At present, MAPA is working to develop measures of mobility and accessibility for EJ populations as well. Ultimately, these measures will be used to analyze and measure the distribution of travel time and regional mobility for EJ and non-EJ populations. Because EJ populations benefit greatly from the existing transit network, measurements of transit mobility may provide a clearer picture of the TIP program's impact on EJ populations. A summary of these proposed measures is included in Table 2.5 below.

Measures	Method	Data Source
<b>Mobility of EJ and Non-EJ Populations</b>	Geographic analysis of travel time and transit travel time	MAPA Travel Demand Model; Metro Comprehensive Operations Analysis
<b>Accessibility of EJ and Non-EJ Populations</b>	Identification of census tracts with statistically-significantly higher proportions of non-vehicle households; expand designated EJ areas to include entire transit-shed and Census tracts with high proportions of non-vehicle households	2010 United States Census, Transportation Improvement Programs, Metro Transit Operational data

Table 2.5 – Proposed Measures of Transportation Equity

### Project Selection Criteria

In addition to analyzing the Environmental Justice impacts of projects within the TIP, the impacts of projects on EJ populations are also considered at the time of selection. MAPA has developed project selection criteria for each of the three federal funding programs which it administers. These programs are listed below:

- Surface Transportation Program (STP)
- Transportation Alternatives Program (TAP)
- Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities (5310)

Each of these programs takes the project's impacts on Environmental Justice into account, and provides additional points for projects demonstrating a benefit to EJ populations. As such, projects with clear benefits to EJ populations would score higher than similar projects without such benefits.

The Demographic Profile in this Chapter illustrates that Environmental Justice populations are generally those who face other mobility issues as well— including lack of access to a vehicle. In this way, MAPA's project selection criteria help demonstrate the agency's commitment to understanding the needs of the EJ population and ensuring that those needs are considered when funding is allocated to projects.

## Chapter 3 – General Requirements

### Overview

The MAPA Executive Director is responsible for the overall implementation of the agency's Title VI program. The Title VI Coordinator is responsible for initiating and monitoring Title VI and ADA activities, collecting information and documentation from staff regarding Title VI compliance, preparing reports and other responsibilities as required.

MAPA has designated two members of the MAPA staff– one in the Community & Economic Development Department and one in the Transportation Department– to fulfill the duties of the Title VI Coordinator. As a part of these responsibilities, both staff members will work closely with the Executive Director and Program Director to ensure all are aware of the Title VI requirements and that the requirements are incorporated into the planning efforts, as described more fully in this plan.

Both Title VI Coordinators will coordinate closely with the Executive Director and Program Director in the response to complaints, development of reports and any subsequent updates to MAPA's Title VI Plans and Policies.

### Responsibilities of the Title VI Coordinator

The responsibilities of the Title VI Coordinators constitute the overarching framework of MAPA's Title VI Program. These responsibilities apply both to the day-to-day management of administrative affairs related to Title VI and the implementation of programs specific to outreach and training programs. These responsibilities are illustrated in Figure 3.1 (next page) as well.

- A. *Program Administration*. Administer the Title VI program and coordinate implementation of the plan between MAPA departments. Ensure compliance with the assurances, policy, and program objectives. This includes performing Title VI program reviews to assess administrative procedures, staffing, and resources and provide recommendations as required to the Executive Director.
- B. *Complaints*. Review written Title VI complaints that may be received by MAPA following the adopted procedural guidelines. Ensure every effort is made to resolve complaints informally at the local or regional level.
- C. *Data Collection*. Review the statistical data gathering process performed by Transportation Department staff periodically to ensure sufficiency of data for meeting the requirements of Title VI program administration.
- D. *Environmental Review Requirements*. Ensure that available census data are included as a part of all NEPA Documentation for projects receiving Federal Highway Administration or other Federal assistance.
- E. *Training Programs*. Conduct or facilitate training programs on Title VI issues and regulations for MAPA employees and facilitate Title VI training for appropriate staff, contractors and sub-recipients. A summary of training conducted will be reported in the annual update.
- F. *Title VI Plan Update*. Review and update the MAPA Title VI Plan as needed or required. Present updated plan to the Executive Director for approval and to submit the amended Plan to NDOR.
- G. *Annual Accomplishment Report*. Prepare an annual report of Title VI accomplishments and changes to the program in the preceding Federal fiscal year and identify goals and objectives for the upcoming year as required by July 31 of each year.
- H. *Public Dissemination*. Work with MAPA departmental staff to develop and disseminate Title VI program information to MAPA employees and sub-recipients, including contractors, subcontractors, consultants, and sub-consultants and beneficiaries, as well as the general public. Public dissemination may include postings of official statements, inclusion of Title VI

language in contracts or other agreements, website postings, and annual publication of MAPA's Title VI Policy Statement in newspaper(s) having a general circulation, and informational brochures. Ensure public service announcements or notices are posted of proposed projects, hearings, meetings, or formation of public advisory boards, in newspapers or other media reaching the affected community. Ensure the full utilization of available minority publications or media and, where appropriate, provide written or verbal information in languages other than English.

- I. *Elimination of Discrimination*. Recommend procedures to identify and eliminate discrimination that may be discovered in any MAPA processes.
- J. *Maintain Legislative and Procedural Information*. Federal laws, rules and regulations, State DOT guidelines, the current MAPA Title VI Plan, Annual Accomplishment Reports, and other resource information pertaining to the implementation and administration of the MAPA's Title VI program will be maintained and updated by the Coordinators. Information will be made available to other Local Public Agencies or the public as requested or required.

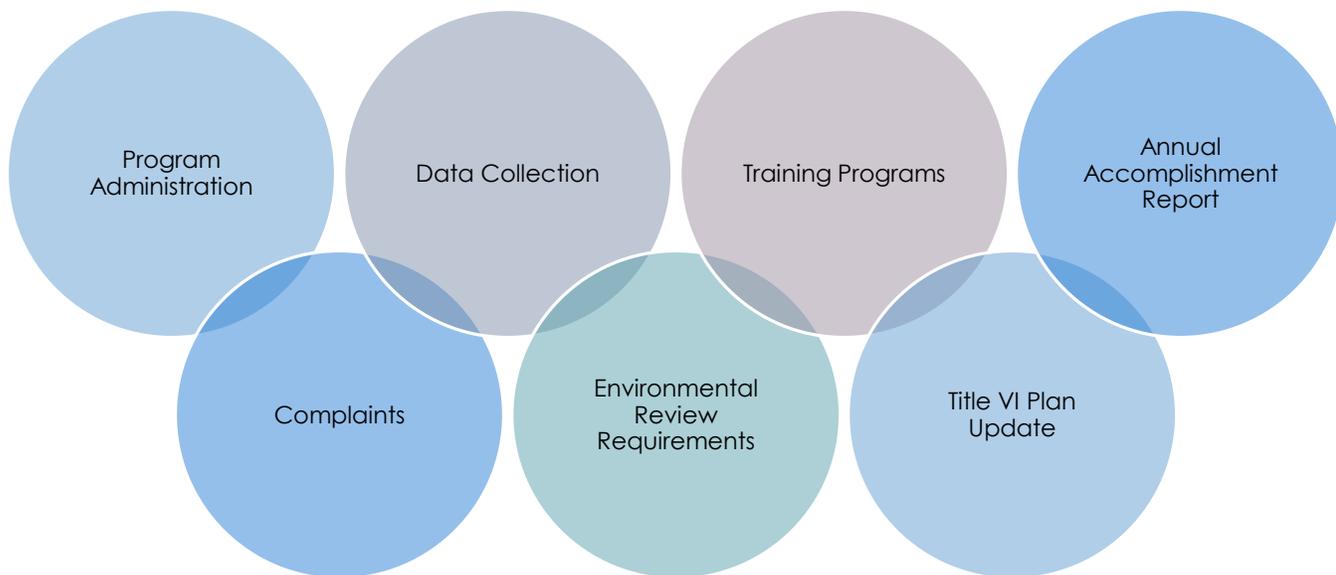


Figure 3.1 – Overview of Title VI Coordinator Responsibilities

### Title VI Complaint Procedure

MAPA has instituted a complaint procedure for any person who believes that he or she, on the basis of race, color, national origin, gender, or disability has been excluded from or denied the benefits of, or subjected to discrimination by MAPA or its sub recipients, consultants, and/or contractors. This complaint procedure applies to matters related to Title VI, ADA, or LEP.

These procedures do not deny the right of the complainant to file formal complaints with other state or federal agencies, or to seek private counsel for complaints alleging discrimination. These procedures are part of an administrative process that does not provide for remedies that include punitive damages or compensatory remuneration for the complainant. MAPA is committed to finding a satisfactory resolution for all complaints that it

receives. The option of informal internal mediation meeting(s) between the affected parties and the Title VI coordinator may be used for resolution, at any stage of the process.

The Title VI Coordinators will make every effort to pursue a timely resolution to the complaint. Initial interviews with the complainant and the respondent, if applicable, will request information regarding specifically requested relief and settlement opportunities. A brief description of MAPA's Title VI complaint procedure is illustrated in Figure 3.2 and copy of MAPA's Title VI complaint form is provided as Appendix A.

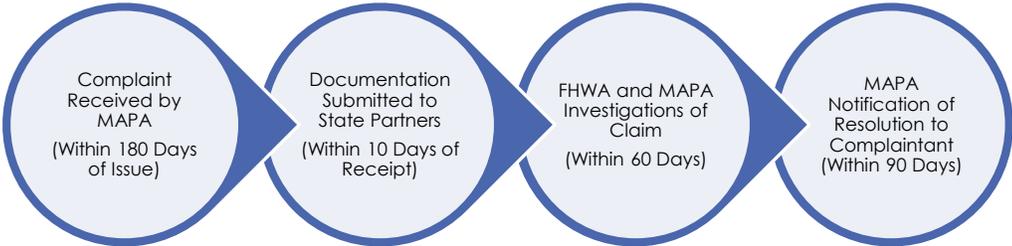


Figure 3.2 – Overview of MAPA Title VI Complaint Procedure

**MAPA's Title VI Complaint Steps, Contact Information for Partners, and Milestones:**

1. Any person who believes that he or she, individually, as a member of any specific class, or in connection with any disadvantaged business enterprise, has been subjected to discrimination prohibited by Title VI of the Civil Rights Act of 1964, the American with Disabilities Act of 1990, Section 504 of the Vocational Rehabilitation Act of 1973 and the Civil Rights Restoration Act of 1987, as amended, may file a complaint with MAPA. A complaint may also be filed by a representative on behalf of such a person. All complaints will be referred to the MAPA's Title VI Coordinator for review and action.

Contact Information for MAPA's Title VI Coordinator are included below:

Metropolitan Area Planning Agency  
Title VI Coordinator  
2222 Cumming Street  
Omaha, NE 68102  
(402) 444-6866

2. In order to have the complaint consideration under this procedure, the complainant must file the complaint no later than **180 days** after:
  - a. The date of alleged act of discrimination; or
  - b. Where there has been a continuing course of conduct, the date on which that conduct was discontinued.In either case, the MAPA may extend the time for filing or waive the time limit in the interest of justice, specifying in writing the reason for so doing.
3. Complaints shall be in writing and shall be signed by the complainant and/or the complainant's representative. Complaints shall set forth as fully as possible the facts and circumstances surrounding the claimed discrimination. In the event that a person makes a verbal complaint of discrimination to an officer or employee of MAPA, the person shall be interviewed by the Title VI Coordinator. If necessary, the Title VI Coordinator will assist the person in reducing the complaint

to writing and submit the written version of the complaint to the person for signature. The complaint shall then be handled according to MAPA's investigative procedures.

4. Within **10 days**, the Title VI Coordinator will acknowledge receipt of the allegation, inform the complainant of procedures to be followed, and advise the complainant of other avenues of redress available, such as NDOR, IDOT, and FHWA Division Offices.
5. MAPA will advise NDOR and/or IDOT within **10 days** of receipt of the allegations. Generally, the following information will be included in every notification to State DOT:
  - a) Name, address, and phone number of the complainant.
  - b) Name(s) and address(es) of alleged discriminating official(s).
  - c) Basis of complaint (i.e., race, color, national origin or sex)
  - d) Date of alleged discriminatory act(s).
  - e) Date of complaint received by MAPA.
  - f) A statement of the complaint.
  - g) Other agencies (state, local or Federal) where the complaint has been filed.
  - h) An explanation of the actions MAPA has taken or proposed to resolve the issue raised in the complaint.
6. The State DOT will forward the complaint to FHWA. The FHWA Office of Civil Rights will determine the appropriate individual and/or organization to conduct the investigation.
7. Within **60 days**, the Title VI Coordinator will conduct an investigation of the allegation and based on the information obtained, will render a recommendation for action in a report of findings to the Executive Director of MAPA. The complaint should be resolved by informal means whenever possible. Such informal attempts and their results will be summarized in the report of findings.
8. Within **90 days** of receipt of the complaint, the Executive Director of MAPA will notify the complainant in writing of the final decision reached, including the proposed disposition of the matter. The notification will advise the complainant of his/her appeal rights with NDOR, IDOT, and/or USDOT, if they are dissatisfied with the final decision rendered by MAPA. The Title VI Coordinator will also provide the State DOT with a copy of this decision and summary of findings upon completion of the investigation.
9. Any complaints received against MAPA should immediately be forwarded to IDOT or NDOR for investigation. MAPA will not investigate any complaint in which it has been named in the complaint.
10. Contracts for the different Title VI administrative jurisdictions are as follows:

Nebraska Department of Roads  
Human Resources, Title VI Program  
1500 Highway 2, P.O. Box 94759  
Lincoln, NE 68509-4759  
(402) 479-4870

Iowa Department of Transportation  
Office of Employee Services  
Civil Rights Coordinator  
800 Lincoln Way  
Ames, Iowa 50010  
(515)-239-1921

Federal Highway Administration  
Nebraska Division Office  
100 Centennial Mall North  
Lincoln, NE 68508  
(402) 437-5765

Federal Highway Administration  
Iowa Division Office  
105 6th Street  
Ames, IA 50010  
(515) 233-7300

## Program Report

To date, MAPA has not received any complaints through its Title VI Complaint Process. Any future complaints and their resolution will be noted in this section as a part of future updates to this Title VI plan– including any applicable legal actions taken against MAPA.

## Title VI Notification for Sub-Recipients

In order for the goals of Title VI of the Civil Rights Act to be fully realized, the general public and MAPA's partners must be fully aware of protections afforded by the law. MAPA and sub-recipients provide information to the public regarding Title VI obligations through the following actions:

1. Posting the agency's policy statement regarding Title VI on the website, along with the compliant procedure and Title VI and LEP brochures to the MAPA website.
2. MAPA utilizes Title VI brochures developed by NDOR and IDOT to communicate the specific protections and obligations of MAPA.
3. MAPA inserts the preferred, or abbreviated, "Notice to the Public" in all significant publications that are distributed to the public. The preferred notice is also posted in MAPA's office lobby. Both notifications are included in the box to the right.

## Sub-Recipient Monitoring and Pass through Procedures

MAPA allocates significant amounts of federal-aid to sub-recipients for various transportation planning activities. Each of these "pass-through" agreements is subject to the federal and state Civil Rights requirements described in this plan.

## Preferred Notification

The Omaha-Council Bluffs Metropolitan Area Planning Agency (MAPA) hereby gives public notice that it is the policy of the agency to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice, and related statutes and regulations in all programs and activities.

Title VI requires that no person in the United States of America shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which MAPA receives federal financial assistance.

Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with MAPA. Any such complaint must be in writing and filed with MAPA's Title VI Coordinator within one hundred eighty (180) days following the date of the alleged discriminatory occurrence.

For more information, or to obtain a Title VI Discrimination Complaint Form, please see our web site at <http://mapacog.org/equity> or call (402) 444-6866

## Abbreviated Notification

MAPA fully complies with Title VI of the Civil Rights Act of 1964 and related statutes and regulations in all programs and activities. MAPA operates its programs without regard to race, color and national origin.

For more information, or to obtain a Title VI Complaint Form, see <http://mapacog.org/equity> or call (402) 444-6866

In order to ensure that all applicable requirements are met, MAPA has developed the following procedure to monitor sub-recipient compliance and issue remedial actions to non-complaint sub-recipients:

- A. *Title VI Review of Sub-recipients of Federal-Aid Highway Funds.* The Coordinator will assist State DOTs to periodically conduct Title VI compliance reviews. MAPA staff will review select recipients of Federal-aid highway or other Federal funds, to ensure adherence to Title VI requirements. MAPA will periodically confirm that operational guidelines provided to consultants, contractors, and sub-recipients (including Title VI language, provisions, and related requirements) are effective and appropriate. Additionally, Title VI assurances and provisional language will be included in all federally-funded consultant contracts.
- B. *Post-Grant Reviews.* MAPA, in cooperation with state and federal partners, will conduct Post-Grant reviews of select projects to ensure compliance with the requirements noted above.
- C. *Remedial Action.* When irregularities occur in the administration of Federal-aid highway programs at MAPA or a sub-recipient, corrective action will be taken to resolve identified Title VI issues. MAPA will seek the cooperation of the consultant, contractor or sub-recipient in correcting deficiencies found during the periodic reviews described. MAPA will provide technical assistance and guidance, upon request, to support voluntarily compliance by the sub-recipient. When conducting Title VI compliance reviews, MAPA will document any recommended remedial action agreed upon by MAPA and the sub-recipient, and provide a copy of the letter to state and federal partners within a period not to exceed **45 days**.
  - Sub-recipients found to be in non-compliance will be given a reasonable time up to **90 days** after receipt of the remedial action letter to voluntarily correct deficiencies. When a sub-recipient fails or refuses to voluntarily comply with requirements within the allotted time frame, MAPA will submit copies of the case file and a recommendation that the sub-recipient be found in noncompliance to State DOTs and FHWA.
  - A follow-up review will be conducted within **180 days** of the initial review will be conducted to ascertain if the sub-recipient has corrected deficiencies by earlier reviews. If the sub-recipient refuses to comply, MAPA and State DOTs may initiate sanctions as per 49 CFR 21 with FHWA's concurrence.

### Public Participation Outreach for Historically Disadvantaged Populations

Public participation is an important part of government decisions affecting many aspects of our lives. MAPA believes that having people participate in its work can help to accomplish positive improvements within the community and give people input in the planning process.

In general, MAPA's outreach philosophy seeks to maximize opportunities for the public to be involved in its planning initiatives. The specific elements of the agency's outreach philosophy are displayed in Figure 3.3 (below) and described in more detail in the list that follows.

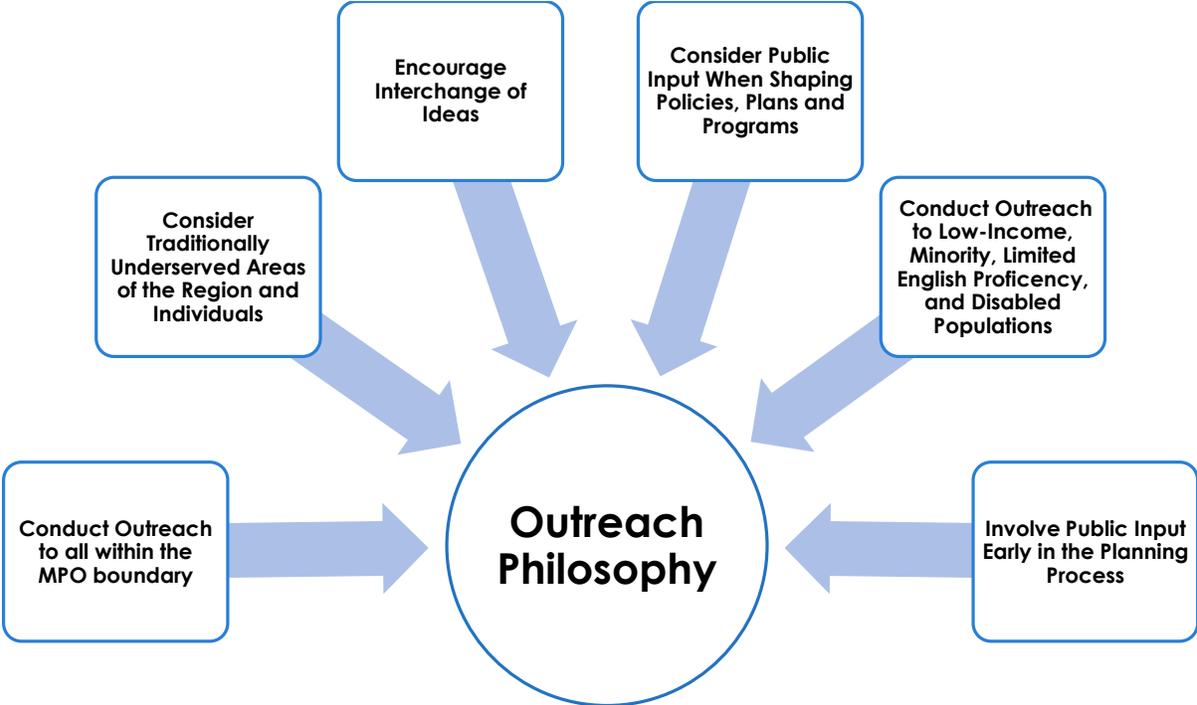


Figure 3.3 – Overview of MAPA's Public Participation Outreach Philosophy

Many of these elements of MAPA's Outreach Philosophy are designed to encourage and increase inclusion of historically-disadvantaged populations within the MAPA region. Specific strategies from MAPA's Public Participation Plan to improve outreach efforts and increase the engagement of these communities are summarized below. The main goals of MAPA's planning process concerning historically disadvantaged populations are:

- Ensure full and fair participation by all communities affected potentially in the transportation decision-making process.
- Avoid, minimize or mitigate disproportionately high and adverse human health or environmental effects, including social and economic effects, of programs, policies and activities on minority populations and low-income populations
- Prevent the denial of, reduction of, or significant delay in the receipt of transportation benefits by minority and low-income populations.
- MAPA targets low-income and limited-English proficient populations with specific outreach in community centers, schools, faith-based institutions and businesses that are located in census tracts that have a high concentration of minority and/or low-income populations.
- As a supplement to general public announcements in newspapers and online, MAPA contacts persons/agencies representing low-income and minority populations via telephone and/or email.
- MAPA asks these contacts to post the materials in common areas or include in newsletters in order to target these populations specifically.

## Chapter 4 – Limited English Proficiency

### Overview

While most individuals in the United States read, write, speak and understand English, there are many individuals whose primary language is not English. Individuals who do not speak English as their primary language and who have a limited ability to read, write, speak or understand English are considered by federal law to be limited English proficient, or “LEP.” This language barrier may prevent individuals from accessing services and benefits and they may be entitled to language assistance with respect to a particular type or service, benefit, or encounter. The federal requirements related to LEP are described in the sidebar to the right.

Within the MAPA region, much of the LEP population is concentrated in low-income and high-minority areas of the region. Figure 4.1 (next page) illustrates areas in which a disproportionately high number of LEP speakers are concentrated in a particular census tract. These population centers are largely concentrated in the core of the region, with areas in Douglas, Sarpy and Pottawattamie Counties.

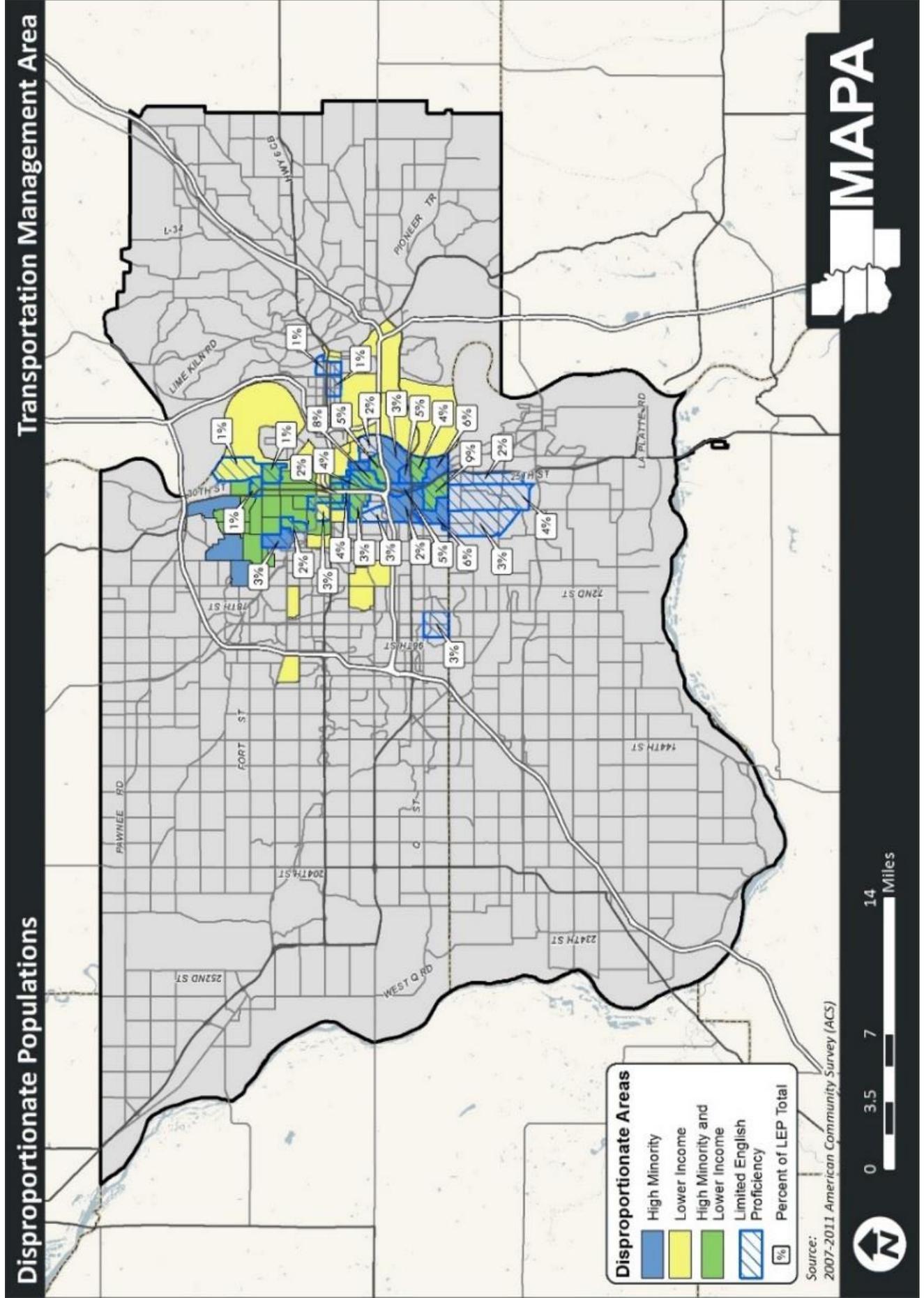
An analysis conducted by PolicyLink as a part of MAPA's Heartland 2050 regional planning effort noted that communities of color have been and will continue to drive population growth within the MAPA region. As such it is critical that these communities have are able to fully participate in the planning and decision-making about transportation investments within the MAPA region. The analysis and accommodation strategies detailed in this chapter reflect MAPA's commitment to ensuring that these communities have full access to the transportation planning process and services.

### Limited English Proficiency

LEP Executive Order 13166: Improving Access to Services for Persons with Limited English Proficiency. The LEP Executive Order (Executive Order 13166) ensures that, consistent with Title VI, persons with Limited English Proficiency (“LEP”) have meaningful access to federally conducted and federally funded programs and activities.

The Order requires all agencies that provide Federal financial assistance to issue guidance on how Title VI applies to recipients of that assistance in their contact with persons who are LEP. The Order also requires that Federal agencies create plans for ensuring that their own activities also provide meaningful access for persons who are LEP.

Figure 4.1 – Overview of Disproportionately High Concentrations of LEP Populations



### Four – Factor Analysis

In accordance with Executive Order 13166, MAPA conducted the four-factor analysis recommended by the U.S. Department of Transportation to determine the level and extent of language assistance measures. The steps within this analysis are briefly described in the list below.

- *Number or Proportion of LEP Persons “Served or Encountered” in the MAPA Region.* In this section, MAPA analyzes regional demographic data to determine which language groups have significant populations of LEP speakers within the MAPA region. This analysis provides key information about the language groups for which MAPA’s strategies should be oriented.
- *Frequency of Contact with MAPA’s Programs & Services.* MAPA describes the historical contact it has had with different language groups, including any requests for translation in this section.
- *Nature and Importance of MAPA’s Activities or Programs.* As MAPA is responsible for decisions about transportation investments, it’s critical that LEP populations have access to important planning processes. This section details MAPA’s approach to LEP accommodation for various transportation planning products and outreach activities.
- *Availability of Resources & Accommodation Costs.* In this section, MAPA provides an estimate of costs associated with LEP accommodation activities.

These steps provide a detailed description of the relationship between the LEP populations in the Omaha-Council Bluffs Region and MAPA’s activities. The data and information included as a part of this analysis provides MAPA with a good framework for increasing access to the transportation planning process and accommodating the needs of LEP persons within the MAPA region.

#### Factor 1 – Number and Proportion of LEP Persons in the MAPA Region

To quantify the needs of LEP persons within the Omaha-Council Bluffs region, MAPA staff conducted a demographic analysis of American Community Survey (ACS) data to assess the number and proportion of LEP residents. A summary of this analysis is included in Table 4.1 (below).

	Total	Percentage
<b>TMA Population (5 Years and Older)</b>	711,436	–
<b>Spoke only English at Home</b>	626,786	88.1%
<b>Language Other than English Spoken at Home</b>	84,650	11.9%
<b>Persons who Speak English Less than “Very Well”</b>	39,471	5.5%

Table 4.1 – Overview of Limited English Proficiency in the MAPA TMA

Generally, the vast majority of residents in the MAPA region live in English-only households (88.1%). However, of the households that speak a language other than English at home, nearly half speak English less than “very well”. Thus, while most people who are likely to be impacted by MAPA’s planning activities or services speak English, those who speak a different language at home are much more likely to have difficulty understanding oral or written information provided by MAPA in English. As such, this need is an important consideration of accommodation strategies discussed later in this chapter.

While the LEP needs of the region as a whole are substantial, the great variation of language groups within the MAPA region makes accommodation more difficult since resources must be spread out over numerous language groups. Table 4.2 on the next page details the total number of speakers by language group and the number of speakers within that group that have identified as LEP. The calculated percentage in this table is the proportion LEP persons in a language group based on the total population of the TMA aged 5 years or above (711,436).

As a part of this analysis, MAPA noted that Spanish language speakers comprise over 69% of persons who speak English less than "very well". The next three highest single language categories, when combined, comprise less than 9% of the total population of persons who speak English less than "very well" in the MAPA region. Based on this analysis, MAPA determined that the Spanish language speakers comprise the most significant portion of LEP persons within the MAPA region and that this group would require special attention as a part of the agency's accommodation efforts.

Language Group	Total Language Speakers	Speak English Less Than "Very Well"	Less than "Very Well" Percentage
Spanish or Spanish Creole	54,648	27,330	3.8%
Other Asian Languages	3,640	1,958	0.3%
African Languages	3,589	1,549	0.2%
French	3,329	1,018	0.1%
Vietnamese	2,233	1,466	0.2%
German	1,885	297	0.0%
Chinese	1,712	1,029	0.1%
Other Indic Languages	1,679	878	0.1%
Arabic	1,405	665	0.1%
Italian	1,167	281	0.0%
Hindi	911	183	0.0%
Tagalog	797	161	0.0%
Japanese	696	214	0.0%
Korean	673	343	0.0%
Other Indo-European Languages	580	81	0.0%
Other and Unspecified Languages	520	417	0.1%
Russian	509	191	0.0%
Polish	504	73	0.0%
Persian	464	315	0.0%
Thai	464	196	0.0%
Other Native North American Languages	456	105	0.0%
Portuguese	436	96	0.0%
Other Slavic Languages	420	120	0.0%
Urdu	340	111	0.0%
Other Pacific Island Languages	327	49	0.0%
Serbo-Croatian	232	66	0.0%
Scandinavian Languages	205	40	0.0%
Gujarati	194	66	0.0%
Greek	173	82	0.0%
Other West Germanic Languages	135	14	0.0%
Yiddish	102	39	0.0%
Hebrew	79	-	0.0%

Table 4. 2 – Summary of English Proficiency in the MAPA TMA, by Language Group

Language Group	Total Language Speakers	Speak English Less Than "Very Well"	Less than "Very Well" Percentage
French Creole	69	-	0.0%
Hmong	37	12	0.0%
Mon-Khmer, Cambodian	22	13	0.0%
Laotian	13	13	0.0%
Armenian	5	-	0.0%

Table 4. 2 – Summary of English Proficiency in the MAPA TMA, by Language Group continued)

### Factor 2 – Frequency of Contact with MAPA's Programs and Services

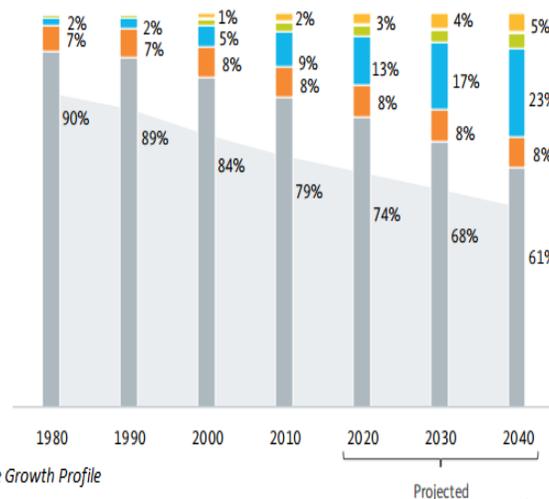
To date, MAPA has not received a request for translation nor had any LEP person attend any MAPA public meeting. However, MAPA's Public Participation Plan notes continued efforts to improve outreach and develop contacts in LEP areas.

Through Heartland 2050's Equity & Engagement Committee, MAPA engaged with many organizations and individuals from traditionally-underrepresented communities. The Equity and Engagement Committee focused on identifying key strategies that would ensure that all residents of the Omaha-Council Bluffs region have "full and equal access to access opportunities that enable them to achieve their full potential. Through efforts such as these and with targeted outreach during the transportation planning process, MAPA's contact with LEP populations is likely to grow.

Additionally, demographic shifts within the Omaha-Council Bluffs region are going increase the frequency with which MAPA makes contact with minority communities. Figure 4.2 (left) illustrates a projection of the MAPA region's racial and ethnic composition by the Year 2040.

Racial/Ethnic Composition, 1980 to 2040

- U.S. % White
- Other
- Native American
- Asian/Pacific Islander
- Latino
- Black
- White



Source: PolicyLink, Heartland 2050 Equitable Growth Profile

Figure 4.2 – Projected Racial & Ethnic Composition of MAPA MSA

These shifts reflect continued growth in the population of minority communities— particularly in the case of the largely Hispanic Latino population. As such, it is critical that members of these racial and ethnic communities are involved in the planning processes about the future in which they will comprise a much greater portion of the population.

### Factor 3 – Nature and Importance of MAPA's Activities or Programs

MAPA's main function is to support cooperative and comprehensive transportation planning, as outlined in the federal transportation legislation. In this capacity, MAPA develops three main documents:

- Long Range Transportation Plan (LRTP)
- Transportation Improvement Program (TIP)
- Unified Planning Work Program (UPWP)

As the agency responsible for coordinating the regional transportation planning process, MAPA must ensure that all segments of the population, including LEP persons, have the opportunity to be involved in the planning process.

The primary purpose of the transportation network of the region is to facilitate the movement of people and products. The health and vitality of the region depends on how well the transportation network functions. All people, including the LEP population, in the region rely on the network to get to work, hospitals, school, and other essential daily trips. It is important that all constituents have meaningful access the planning process and an opportunity to express their needs. Without such an opportunity the system could fail to meet their needs and hinder their quality of life.

The Long Range Transportation Plan (LRTP) sets forth a regional policy and planning framework to guide decision-making regarding the growth and development of the MAPA TMA. The TIP is a program or schedule of short-range transportation improvements and activities intended to be implemented through a combination of state, federal and local funding. The UPWP outlines tasks to be performed in the upcoming year and includes planning activities that range from transportation, community development, and land use planning initiatives.

MAPA is committed to ensuring that the agency's planning projects and activities are accessible to all citizens within the MAPA TMA; therefore, throughout planning processes, staff takes all appropriate and reasonable measures to reach the LEP community.

**Factor 4 – Availability of Resources and Accommodation Costs**

In the past, MAPA has budgeted between \$5,000 and \$10,000 thousand dollars annually for report and document production. MAPA has identified Spanish language translation as an important consideration for accommodating the predominantly Spanish-speaking LEP population in the Omaha-Council Bluffs metro area. Document translation cost estimates in the Table 4.3 below are based on recent translation services secured through MAPA's Heartland 2050 effort.

	<b>Number of Words</b>	<b>Cost (\$0.30/word)</b>
Transportation Improvement Program	21,423	\$6,427
Long Range Transportation Plan (2035)	80,475	\$24,143
Unified Planning Work Program (UPWP)	10,586	\$3,176
Public Participation Plan	18,333	\$5,500
	<b>130,817</b>	<b>\$39,245</b>

Table 4. 3 – Estimated Costs Associated with Spanish Language Translation of MAPA Documents

Based on this analysis, full Spanish language document translation services would require a significant increase in financial resources currently committed to these activities– increasing document production costs by over 250%. The cost of translation services precludes MAPA from full translation services for hard copies of all key documents, though there are digital translation services provided on the MAPA website. Additionally, accommodating additional language groups would be cost prohibitive based on the limited frequency with which MAPA has historically interacted with different communities.

# Appendices

## Appendix A: Title VI Complaint Form

### Title VI Non-Discrimination Complaint Form

This form may be used to file a complaint with the Omaha-Council Bluffs Metropolitan Area Planning Agency (MAPA) pursuant to discrimination laws, rules and regulations, including, but not limited to, Title VI of the Civil Rights Act of 1964, Executive Order 13166, "Improving Access to Services for Persons with Limited English Proficiency" and the Americans with Disabilities Act of 1990.

If you need assistance completing this form, please contact us by phone at 402-444-6866, or fax 402-342-0949 and ask for a Title VI Coordinator.

Feel free to add additional pages if necessary. You are not required to use this form; a signed letter that provides the same information is sufficient to file your complaint.

Complaints of discrimination must be filed within 180 days of the alleged discrimination.

This form MUST be completed by the complainant or the complainant's designated representative.

---

#### Complainant's Personal Information:

Name: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

Phone: (home/work) \_\_\_\_\_ (cell) \_\_\_\_\_

Name of the person completing this form, if different from above:

Your relationship to the complainant indicated above:

---

#### Alleged Discrimination – Details of Complaint

##### I. Identify the agency, department or program that discriminated:

Agency and/or department name:

Name of any individual, if known:

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

Phone: (Work) \_\_\_\_\_ (Fax) \_\_\_\_\_

Date(s) of the alleged act:

Date alleged discrimination began:

Last or most recent date of alleged discrimination:

## II. What is the basis for this complaint?

If your complaint is in regard to discrimination in the delivery of services or discrimination that involved the treatment of you or others by the agency or department indicated above, please indicate below the basis on which you believe these discriminatory actions were taken.

Example: If you believe that you are discriminated against because you are African American, you would mark the box labeled "Race/Color" and write "African American" in the space provided.

Example: If you believe the discrimination occurred because you are female, you would mark the box labeled "Gender" and write "female" in the space provided.

### Check all that apply:

Race/Color \_\_\_\_\_

Religion

National Origin \_\_\_\_\_

Age

Gender \_\_\_\_\_

Disability

## III. Explain what happened:

Please explain as clearly as possible what happened. Provide the name(s) of witnesses, fellow employees, supervisors, and others involved in the alleged discrimination. Please include all information that you feel is relevant to the investigation. (Attach additional sheets if necessary and provide a copy of any written materials pertaining to your complaint.)

## IV. How can this/these issue(s) be resolved to your satisfaction?

**V. What is the most convenient time and place for use to contact you about this complaint?**

**VI. If we are not able to reach you directly, please give us the name and phone number of a person who can reach you and/or provide information about your complaint:**

Name: \_\_\_\_\_

Telephone Number: (     ) \_\_\_\_\_

**VII. If you have an attorney representing you concerning the matter raised in this complaint, please provide the following:**

Name of Attorney: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Telephone Number: (     ) \_\_\_\_\_

\_\_\_\_\_  
Your Signature

\_\_\_\_\_  
Date

Note: The laws enforced by this agency prohibit retaliation or intimidation against anyone because the individual has either taken action or participated in action to secure rights protected by these laws. If you experience retaliation or intimidation separate from the discrimination alleged in this complaint or if you have questions regarding the completion of this form, please contact:

Title VI Coordinator  
Omaha-Council Bluffs Metropolitan Area Planning Agency  
2222 Cuming Street  
Omaha, NE 68102  
Phone: (402) 444-6866 Ext. 210; Fax: (402) 342-0949

**OMAHA-COUNCIL BLUFFS METROPOLITAN AREA PLANNING AGENCY (MAPA)**

**COMPLIANCE PLAN**

**SECTION 504 – Rehabilitation Act of 1973**

**Americans with Disabilities Act of 1990**

**POLICY STATEMENT**

MAPA will ensure that no qualified disabled individual shall, solely on the basis of his or her disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any of its programs, services, or activities as provided by Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1990 (ADA). MAPA further ensures that every effort will be made to provide nondiscrimination in all of its programs or activities regardless of the funding source.

For our purposes, a disabled person is defined as any person who:

- Has a physical or mental impairment that substantially limits one or more major life activities,
- Has a record of such an impairment, or
- Is regarded as having such impairment.

**AUTHORITIES**

Section 504 of the Rehabilitation Act of 1973, as amended, provides that "No otherwise qualified disabled individual in the United States, as defined in section 7(6), shall, solely by reason of his disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

29 USC 794 (October 29, 1992 to the Rehabilitation Act of 1973) substitutes "a disability" for "handicaps" and "disability" for "handicap".

49 CFR Part 27.13 (Nondiscrimination on the Basis of Disability in Programs and Activities Receiving or Benefiting from Federal Financial Assistance) states, "This part applies to each recipient of Federal financial assistance from the Department of Transportation and to each program or activity that receives or benefits from such assistance".

49 CFR Part 28.102 (Enforcement of Nondiscrimination on the Basis of Disability in Programs or Activities Conducted by the Department of Transportation) states, "This part applies to all programs or activities conducted by the Department of Transportation except for programs and activities conducted outside the United States that do not involve individuals with disabilities in the United States."

28 CFR Part 35 (Judicial Administration) states that: "The purpose of this part is to effectuate Subtitle A of Title II of the ADA which prohibits discrimination on the basis of disabilities by public entities.

49 CFR part 27 (Nondiscrimination on the Basis of Disability in Programs and Activities Receiving or Benefiting from Federal Financial Assistance) states, "The purpose of this part is to carry out the intent of Section 504 of the Rehabilitation Act of 1973 (29 USC 794) as amended, to the end that no otherwise qualified disabled individual in the United States shall, solely by reason of his or her disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

49 CFR Part 28-140 (Employment) states that, "(a) No qualified individual with disabilities shall, on the basis of disability, be subjected to discrimination in employment under any program or activity conducted by the Department," and "(b) The definitions, requirements, and procedures of Section 504 of the Rehabilitation Act of 1973 (29 USC 791), as established by the Equal Employment Opportunity Commission in 29 CFR part 1613, shall apply to employment in federally conducted programs or activities.

29 CFR Part 1613 (Equal Employment Opportunity in the Federal Government) states that: "It is the policy of the Government of the United States. . . to provide equal opportunity in employment for all persons to prohibit discrimination in employment because of race, color, religion, sex, or national origin and to promote the full realization of equal employment opportunity through a continuing affirmative program in each agency."

42 USC Part 12101-12213 (The Americans with Disabilities Act of 1990) states that: "No covered entity shall discriminate against a qualified individual with a disability because of the disability of such individual in regard to job application procedures, the hiring, advancement, or discharge of employees, employee compensation, job training, and other terms, conditions, and privileges of employment."

## **ORGANIZATION**

The Administrative Services Director is designated as ADA Coordinator and reports to the MAPA Executive Director.

## **SECTION 504/ADA COORDINATOR RESPONSIBILITIES**

1. Serve as the principal coordinator for MAPA's ADA programs, policies, and procedures relating to compliance;
2. Publicize the name and contact information of the designated ADA Coordinator responsible to oversee compliance;
3. Draft and ensure dissemination of policies to employees regarding the provision of equal opportunity for persons with disabilities;
4. Establish a complaint grievance procedure to respond to complaints of noncompliance from employees as well as the general public;
5. Maintain current knowledge and information regarding state and federal laws and regulations concerning the rights of individuals with disabilities and ways of providing reasonable accommodation as well as relating to employment policies and practices of employees with disabilities.
6. Provide ADA program and facility interpretation and advice on compliance to all sectors of MAPA;
7. Serve as a point of contact for all matters related to ADA (including facility accessibility), and serve as the conduit for information for compliance reporting for other MAPA staff;
8. Coordinate with and assist Program Managers on complaints alleging discrimination and non-compliance under the ADA and other applicable federal and state laws regarding discrimination on the basis of disability;
9. Ensure prompt and equitable resolution of complaints and inquiries from MAPA employees as well as the general public regarding discrimination on the basis of disability; and
10. Maintain a record of all disability and accommodation issues and the resolution of each.

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## SECTION 504/ADA NOTICE TO PUBLIC

MAPA, in accordance with the requirements of Title II of the American with Disabilities Act of 1990 (ADA) will not discriminate against qualified individuals with disabilities on the basis of disability in admission of its programs, services, or activities, in access to them, in treatment of individuals with disabilities, or in any aspect of their operations.

*Employment:* MAPA does not discriminate on the basis of disability in its hiring or employment practices and complies with all regulations promulgated by the U.S. Equal Employment Opportunity Commission under Title I of the ADA and Section 504 of the Rehabilitation Act of 1973.

*Effective Communication:* MAPA will, upon request, provide appropriate aids and services leading to effective communication for qualified persons with disabilities so they can participate equally in MAPA's programs, services, and activities, including qualified sign language interpreters, documents in Braille, and other ways of making information and communication accessible to people who have speech, hearing, or vision impairments.

*Modifications to Policies and Procedures:* MAPA will make all reasonable modifications to policies and programs to ensure that people with disabilities have an equal opportunity to enjoy all of its programs, services, and activities.

Anyone who requires an auxiliary aid or service for effective communication, or a modification of policies or procedures to participate in a program, service, or activity of MAPA should contact the office of the Administrative Services Director, as soon as possible but no later than 48 hours before the scheduled event.

The ADA does not require MAPA to take any action that would fundamentally alter the nature of its program or services, or impose an undue financial or administrative burden.

Complaints that a program, service, or activity of MAPA is not accessible to persons with disabilities should be directed to the Administrative Services Director.

MAPA will not place a surcharge on a particular individual with a disability or any group of individuals with disabilities to cover the cost of providing auxiliary aids/services or reasonable modifications of policy, such as retrieving items from locations that are open to the public but are not accessible to persons who use wheelchairs.

## SECTION 504/ADA SELF-EVALUATION AND TRANSITION PLAN

MAPA will complete an initial self-evaluation and if areas of non-compliance are identified, a Transition Plan will be created, and all needed modifications will be addressed. As MAPA undertakes renovation, it will complete modifications within the requirements of the regulations.

## COMPLAINT PROCEDURES

This Grievance Procedure is established to meet the requirements of the American with Disabilities Act of 1990 (ADA). It may be used by anyone who wishes to file a complaint alleging discrimination on the basis of disability in the provision of services, activities, programs, or benefits by MAPA. MAPA's Personnel Policies and Procedures govern employment-related complaints of disability discrimination.

The complaint should be in writing and contain information about the alleged discrimination such as name, address, phone number of complainant and location, date, and description of problem. Alternative means of filing complaints, such as personal interviews or a tape recording of the complaint will be made available for persons with disabilities upon request.

The complaint should be submitted by the grievant and/or his/her designee as soon as possible but no later than 60 calendars days after the alleged violation to:

MAPA ADA Coordinator  
Administrative Services Director  
2222 Cuming Street  
Omaha, NE 68102

Within 15 working days after receipt of the complaint, the ADA Coordinator and the Executive Director or his designee will meet with the complainant to discuss the complaint and the possible resolutions. Within 15 working days of the meeting, the ADA Coordinator will respond in writing, and where appropriate, in a format accessible to the complainant, such as large print, Braille, or audio tape. The response will explain the position of MAPA and offer options for substantive resolution of the complaint.

If the response by the ADA Coordinator and the Executive Director or his designee does not satisfactorily resolve the issue, the complainant or his/her designee may appeal the decision within 15 working days after receipt of the response to the MAPA Board of Directors.

Within 15 working days after receipt of the appeal, the MAPA Board of Directors will meet with the complainant to discuss the complaint and possible resolutions. Within 15 working days after the meeting, the MAPA Board of Directors will respond in writing, and where appropriate, in a format accessible to the complainant, with a final resolution of the complaint.

All written complaints received by the ADA Coordinator, the MAPA Executive Director or his designee, appeals to the MAPA Board of Directors, and responses from these individuals and the Board offices will be retained by MAPA for at least three (3) years.

**REASONABLE ACCOMMODATION PROCEDURES**

Title I of the Americans with Disabilities Act of 1990 (the "ADA") requires an employer to provide reasonable accommodation to qualified individuals with disabilities who are employees or applicants for employment, unless to do so would cause undue hardship. In general, an accommodation is any change in the work environment or in the way things are customarily done that enables an individual with a disability to enjoy equal employment opportunities.

MAPA will make reasonable accommodations for the impairments of qualified individuals with disabilities, consistent with the qualifications required for the essential functions of a particular job, unless the accommodation would cause undue hardship to MAPA.

**ASSURANCES**

Pursuant to the requirements of Section 504 of the Rehabilitation Act of 1973 (29 USC 794), MAPA, desiring to avail itself of federal financial assistance from the US Department of Transportation, hereby gives assurance that no qualified disabled person shall, solely by reason of his disability, be excluded from participation in, be denied the benefits of, or otherwise be subjected to discrimination, including discrimination in employment, under any program or activity that receives or benefits from this federal financial assistance.

MAPA further assures that its programs will be conducted, and its facilities operated, in compliance with all requirements imposed by or pursuant to 49 CFR Part 27, 28 CFR Part 35 and 42 USC 12101-12213.

## Introduction

### 1.1 OVERVIEW OF THE 2040 LONG RANGE TRANSPORTATION PLAN (LRTP)

The MAPA region, which covers the greater Omaha-Council Bluffs area, consistently scores among the strongest, most vigorous, and healthy metropolitan areas in the nation. During the recent recession, for example, the Brookings Institution ranked Omaha among the top ten “recession-resistant cities.”<sup>1</sup> In addition to economic measures, the region gets high scores based on health, safety, relocating families, and attracting “next gen workers.”<sup>2</sup> All of these factors contribute to the MAPA regions continued ability to retain businesses and draw in new opportunities and residents.

The transportation system plays an essential role in the continued growth and vitality of a community. As in any metropolitan area, transportation provides mobility and helps to shape the urban form. The convenience and relatively high level of mobility enjoyed in the area are a direct result of improvements made to the freeway and arterial street system over recent decades.

Over the coming 25 years, the region’s population is expected to approach one million, while employment is predicted to grow from over 440,000 workers in 2013 to over 560,000 workers in 2040. This rate of growth will place increased demands on the metro area’s transportation system. At the same time, we are facing serious challenges concerning how transportation projects will be funded in the future. Fuel taxes, which have traditionally been the primary source of transportation funding, are declining due to more fuel efficient vehicles. The increase in demand on existing roadways is a considerable burden on existing systems and creates new demands for projects on limited financial resources.

There is a renewed emphasis on developing alternative, non-vehicular modes of transportation. The widespread interest in going “green” and finding more environmentally-conscious ways of living and working are causing people to reassess how they travel. Recently communities have been giving greater scrutiny to the relationship between transportation and land use. There is increased recognition of the often externalized costs of low-density, auto-oriented development prevalent in American cities since the post-World War II period, including the high costs of providing infrastructure for municipalities and the inability of systems to adapt to pedestrian and bike usage

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<sup>1</sup>Brookings Institution, June 2009.

<sup>2</sup>Next Generation Consulting, “Next Cities – The 60 U.S. Hotspots for Young, Talented Workers,” 2009-2010 ([nextgenerationconsulting.com/assets/documents/NextCities\\_2009-2010\\_US.pdf](http://nextgenerationconsulting.com/assets/documents/NextCities_2009-2010_US.pdf) next gen workers)

The Metropolitan Area Planning Agency’s (MAPA) Long Range Transportation Plan (LRTP) looks out to the year 2040, a period of 25 years. While such a period extends beyond what can be accurately predicted, a long-range plan’s value lies in comprehensively assessing the region’s current transportation system, and charting a course of action for coming years. It presents an opportunity to step back and take a big picture look at where we stand, the challenges we face, and how to best address those problems. The MAPA LRTP creates a vision that assists in guiding future decisions toward the goal of a safe, efficient transportation system to meet the region’s current and future needs.

Of course, the process of planning is dynamic, and will be adapted as changes occur and new challenges arise. Planning is a continuous process, and the LRTP is updated at least every five years to consider recent developments and remain a relevant plan for the region.

## **1.2 WHAT IS THE MAPA REGION?**

The Omaha-Council Bluffs Metropolitan Area Planning Agency (MAPA) is a voluntary association of local governments in the greater Omaha region chartered in 1967. MAPA performs planning and development work, especially to address problems that are regional in scope and cross jurisdictional boundaries. MAPA’s areas of work include community and economic development, environmental programs, transportation planning, mobility management for paratransit, among others.

The MAPA region covers five counties in Nebraska and Iowa. These counties include Douglas, Sarpy, and Washington Counties in Nebraska and Pottawattamie and Mills counties in Iowa. However, MAPA serves as the federally-required “Metropolitan Planning Organization” (MPO) for a smaller region that encompasses only Douglas and Sarpy Counties in Nebraska and the western-most portion of Pottawattamie County; that is, the area generally south of Crescent and Underwood and west of L-52. As the MAPA 2040 LRTP pertains only to this smaller region, the term “MAPA region” is used to refer to the MAPA MPO throughout the remainder of this Plan. As the MPO for this area, MAPA is charged with creating and maintaining a regional long-range transportation plan among other planning requirements identified in federal law in cooperation with state and local governments.<sup>3</sup>

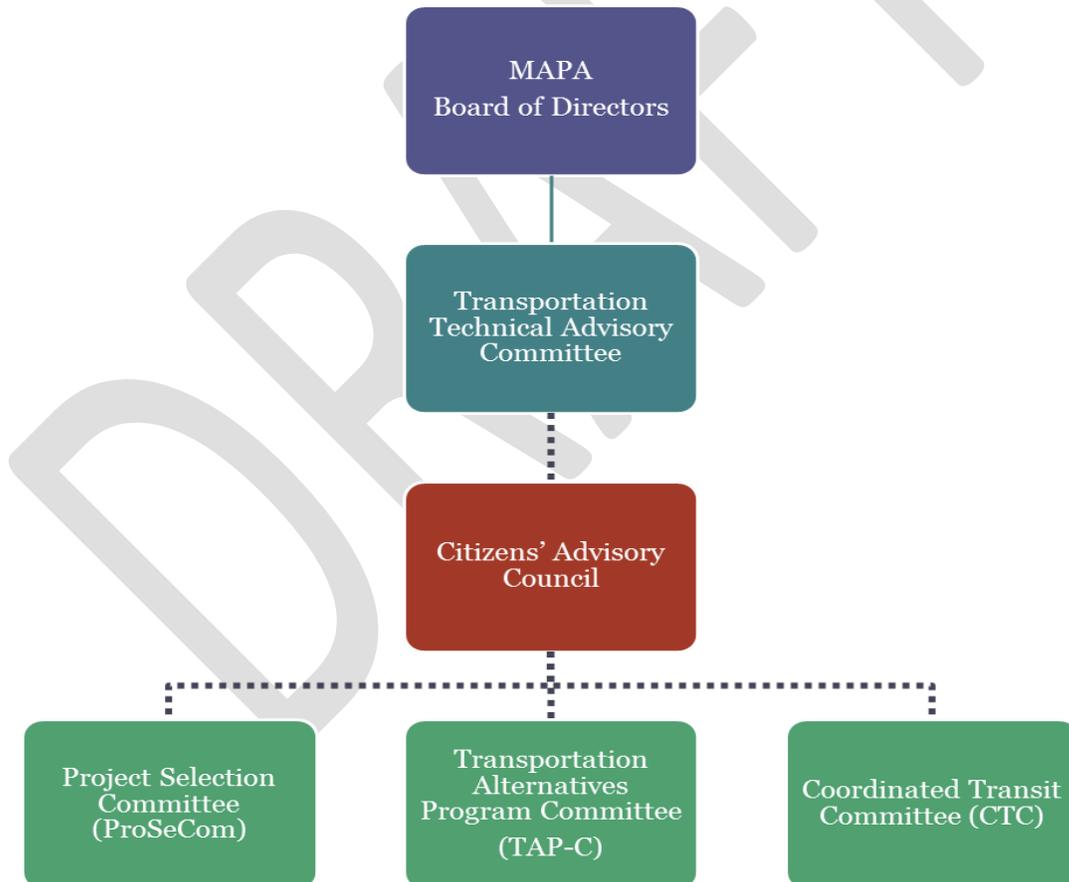
MPOs with a population over 200,000, like the MAPA region, are deemed Transportation Management Areas (TMA) in federal law. In this Plan, the metropolitan planning area is frequently referred to simply as the MAPA TMA. Figure 1.1 identifies the MAPA TMA.

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<sup>3</sup> cf. CFR Title 23 and 49

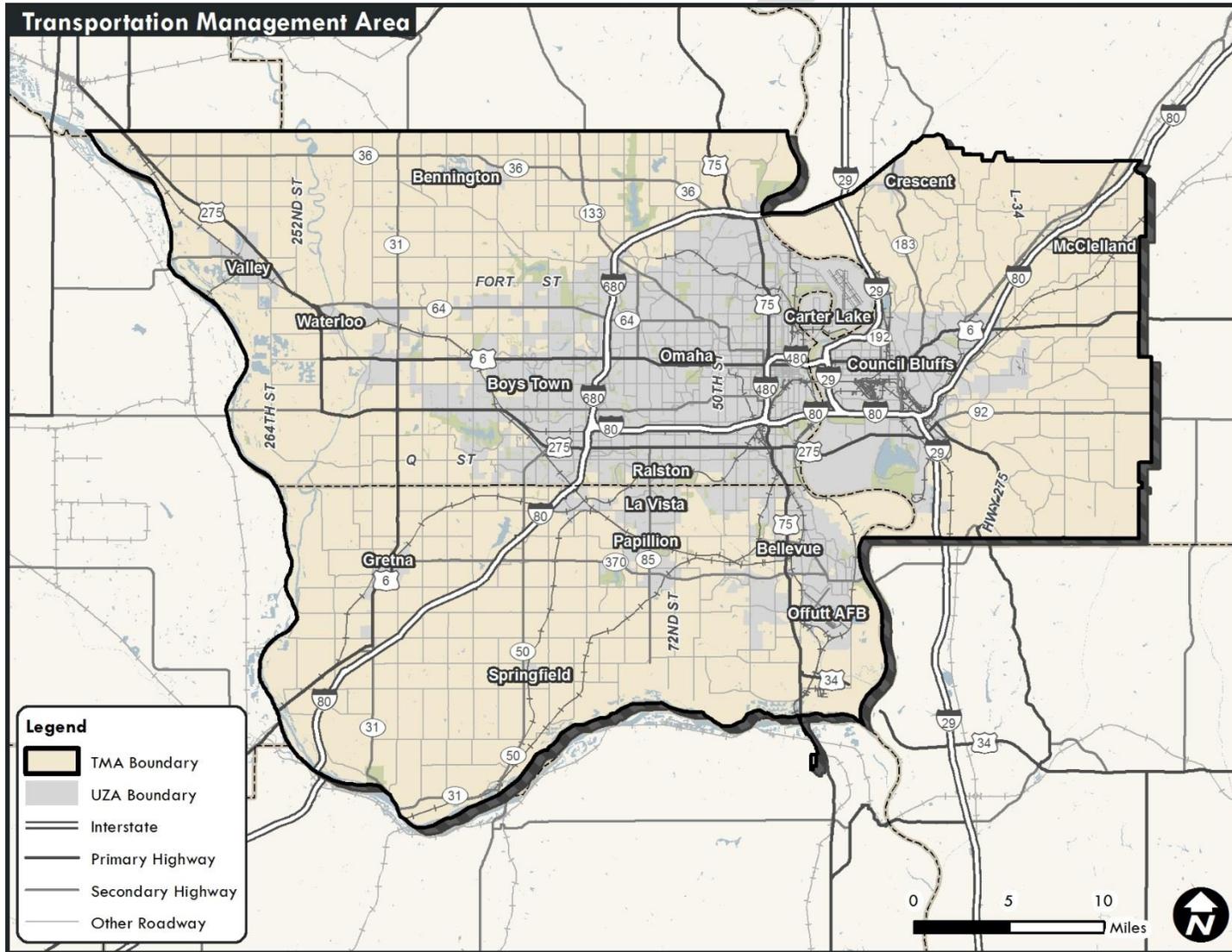
The governing body for MAPA is a 63 member Council of Officials, representing cities, counties, school districts, resource agencies, and numerous other governmental bodies. The MAPA Board of Directors is a nine-member board that serves as the Council of Officials' executive committee. It is made up of elected officials representing cities and counties from the larger five-county MAPA region. A Transportation Technical Advisory Committee (TTAC) reviews and makes recommendations related to transportation to the MAPA Board. Various other committees, such as the Coordinated Public Transit and Human Services Transportation Stakeholders committee, Citizen's Advisory Committee, and the MAPA Development forum for planning practitioners, are involved in MAPA's planning process and help provide input and recommendations to the Board. A visual of MAPA's structure is shown on the next page in Figure 1.1.

**FIGURE 1.1**  
**MAPA STRUCTURE**



Metropolitan Area Planning Agency  
**Long Range Transportation Plan 2040**

**FIGURE 1.2**  
**MAPA TRANSPORTATION MANAGEMENT AREA (TMA)**



### **1.3 FEDERAL TRANSPORTATION LEGISLATION**

This Long Range Transportation Plan is an integral part of the Omaha Metro Area’s “continuing, cooperative, and comprehensive” planning process as stipulated by federal law. This process was established by the federal government with the intent of fostering better management, operation and development of the surface transportation system. Specifically, federal law identifies the following needs as pertaining to the national interest:

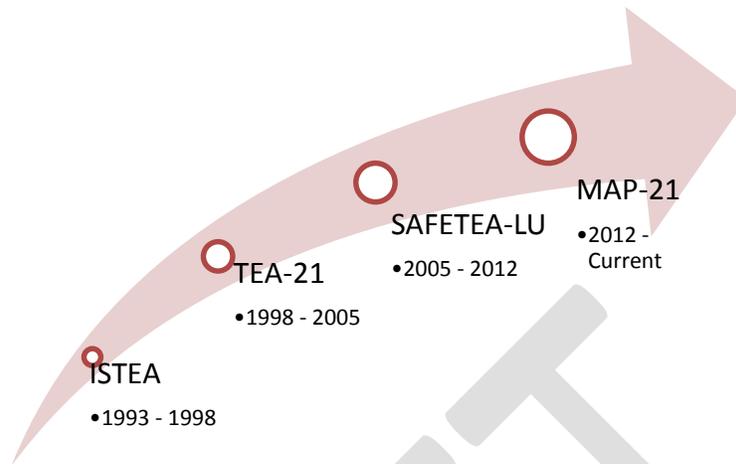
- mobility of people and freight
- economic growth and development
- minimizing fuel consumption and air pollution

These three concerns reflect the inter-related nature of transportation, economic development, and environmental goals. Since transportation has a broad impact on society, long range transportation planning must take into account concerns such as impact upon the environment, land use and economic development, in addition to traditional transportation-related issues such as mobility and safety.

The current guiding transportation legislation is the **Moving Ahead for Progress in the 21<sup>st</sup> Century** (MAP-21) which was signed into law on July 6<sup>th</sup>, 2012. MAP-21 authorizes the federal surface transportation programs for highways, highway safety, and transit. It provides the rules, regulations and planning practices and guidance for metropolitan transportation planning.

MAP-21’s original authorization was extended and is currently in law under continuing resolutions passed by Congress.

Much of the current transportation planning framework in MAP-21 was established by the landmark Intermodal Surface Transportation Equity Act (ISTEA), which was passed in 1993. ISTEA was succeeded by the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) in 1998, followed by SAFETEA-LU in 2005 and now MAP – 21 in 2012. The federal transportation legislation identifies several planning factors to guide states and MPOs in their long-range transportation planning efforts that will be further discussed in Section 3, which identifies Regional Goals.



In the past few years, with the passage of MAP-21, there has been an increase in emphasis on public participation in the planning process. As part of the development of this LRTP, MAPA sought participation from stakeholders; local jurisdictions, and the general public. The input gathered from the public is helpful to the transportation professionals and decision makers responsible for planning the region's future transportation system.

This Plan also conforms to MAP-21's requirements to plan for fiscal, social and environmental concerns as part of the transportation process, as well as the increased emphasis on alternative modes of transportation.

## **OVERVIEW OF PLAN**

MAPA's Long Range transportation covers many aspects of transportation planning, the issues covered are sorted by category below:

Chapters 1-4 detail the existing and future conditions of the MAPA region.

1. Explains the role of MPOs, what MAPA does and the area that MAPA covers.
2. Covers historic, current, and future population and employment trends.
3. Has the goals that the region identified through public meetings and surveys and the potential action steps for the community.
4. Defines livability, complete streets, and future growth scenarios for Omaha and the surrounding areas.

Chapters 5-13 detail the different modes of transportation used in the Omaha-Council Bluffs TMA

5. Overviews the current road and bridge systems in the area along with data on their conditions.
6. Looks at traffic and congestion in the Omaha area as well as the congestion mitigation plan for the region.

7. Lays out the plans for future system improvements and additions for the local transportation network, and the fiscal constraint for future projects.
8. Details the transit network and services in Omaha and the surrounding counties, as well as future improvements and changes forecasted.
9. Covers MAPA's role in paratransit services and mobility management, as well as a summary of the services provided for the region.
10. Looks at the bike and pedestrian facilities in the area and the potential projects.
11. Reviews the aviation facilities in the Omaha region.
12. Discusses the current rail network in the Midwest and the future improvements and changes along with the new legislative initiatives.
13. Looks at the current freight networks surrounding the MAPA TMA.

Chapters 14-17 discuss the different factors that impact planning and transportation decisions.

14. Covers environmental concerns in the area as well as the relevant legislation and policies concerning the impacts of transportation networks on the region's environment.
15. Details environmental justice policies and practices and the potential impacts that new transportation projects will have on historically disadvantaged populations.
16. Outlines the safety requirements and MAPA's action plans.
17. Deals with security issues faced by the region's transportation networks and the steps taken by MAPA and other government agencies to plan for potential disasters.

# Demographics and Forecasts

## 2.1 HISTORIC MAPA POPULATION

Population and employment in the MAPA region have grown steadily for decades. Although the economic recession that began in 2008 has slowed the region’s development recently, continued growth is expected to occur for the coming 25 years. Significant changes to the make-up of the region’s population will take place that will play an important role in the transportation system and its ability to meet future demands.

The 3-county MAPA TMA<sup>1</sup> is home to approximately 770,000 people (see Table 2.1). It is the largest metropolitan area in Nebraska and Iowa, and an important economic center in the Midwestern U.S. The total population has increased over 42% from 1970, when the population was nearly 550,000.

**TABLE 2.1  
 HISTORICAL POPULATION TRENDS**

County	1970	1980	1990	2000	2010
Douglas	389,455	397,038	416,444	463,585	517,110
Sarpy	66,200	86,015	102,583	122,595	158,840
Pottawattamie	86,991	86,561	82,628	87,803	93,158
<b>MAPA Total</b>	<b>542,646</b>	<b>569,614</b>	<b>601,655</b>	<b>673,983</b>	<b>769,108</b>

Population growth has not been consistent in all three MAPA counties. Sarpy County’s population has soared in recent years, averaging over 20% growth each decade. Douglas County’s population has tracked closely with the MAPA total, typically ranging between 5 and 12 percent growth per decade. Pottawattamie County’s population declined during the 1970s and 1980s, but rebounded for modest, but consistent growth from the 1990s onward. Figures 2.1 and 2.2 demonstrate these changes by county.

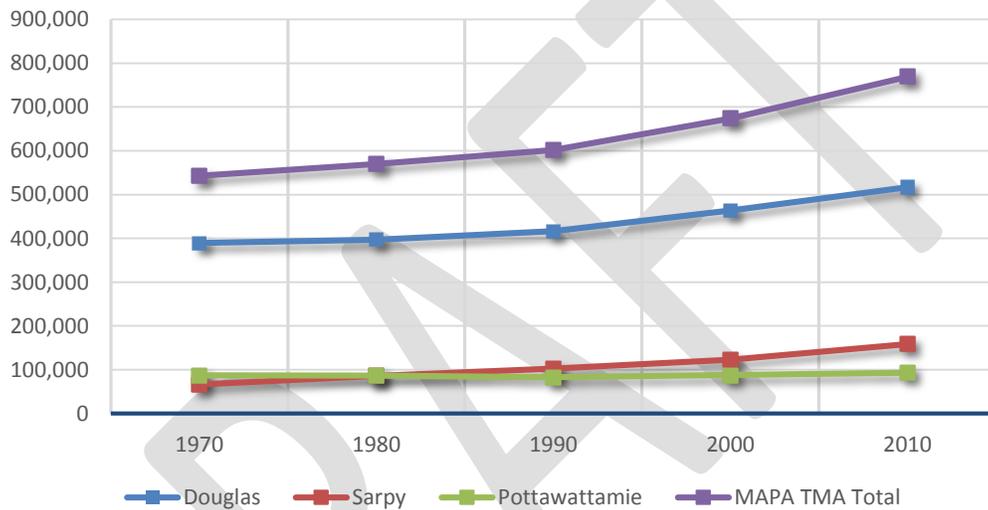
These county growth patterns reflect the overall pattern of population growth along the outer suburban areas and population decline or stability in the older, urban portions of metro area, though there has been interest in new redevelopment communities in downtown Omaha and downtown Council Bluffs. Figure 2.3 illustrates this pattern average growth rate by Census Tract between 1970 and 2010. Note the red-colored tracts in the suburban portion of the Metro Area showing increased population, whereas the light yellow and blue tracts show no growth or population decrease. Overall, the

<sup>1</sup>This section uses the entirety of Pottawattamie County in all population statistics and projections. The MAPA TMA only includes the western-most portion of Pottawattamie County (see Section One), but over 80% of the county’s population lives within the MAPA TMA.

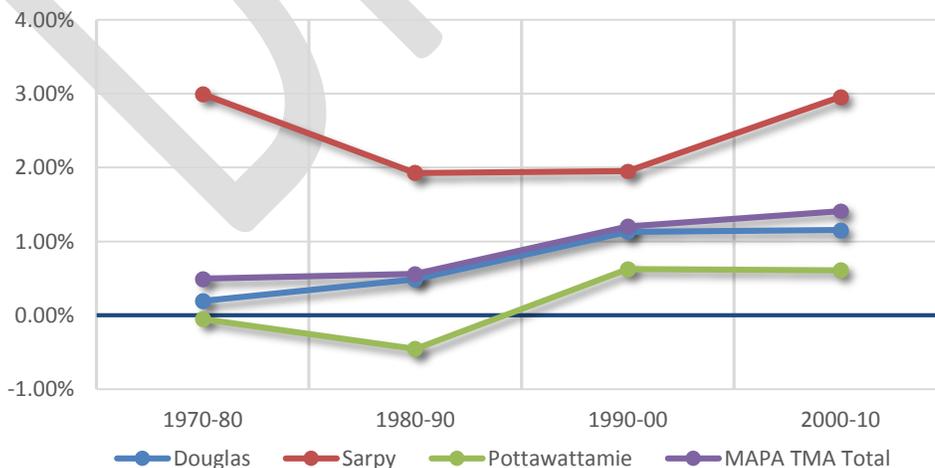
population increases greatly outweigh the decreases. Note that the while the blue-colored tracts indicate declines of 1,500 or more persons, the dark red tracts indicate increases of greater than 10,000 persons.

While all three MAPA counties have seen significant new suburban construction in the past decade, the highest concentration of new subdivisions is located along the western edges of the metro area. In 2005, the City of Omaha annexed the former City of Elkhorn. Corridors of continuous development now exist between what were formerly two distinct communities. There is also notable development in the unincorporated area of northwest Sarpy County between Gretna and La Vista.

**FIGURE 2.1**  
**TOTAL HISTORICAL POPULATION TRENDS BY COUNTY, 1970 – 2010**

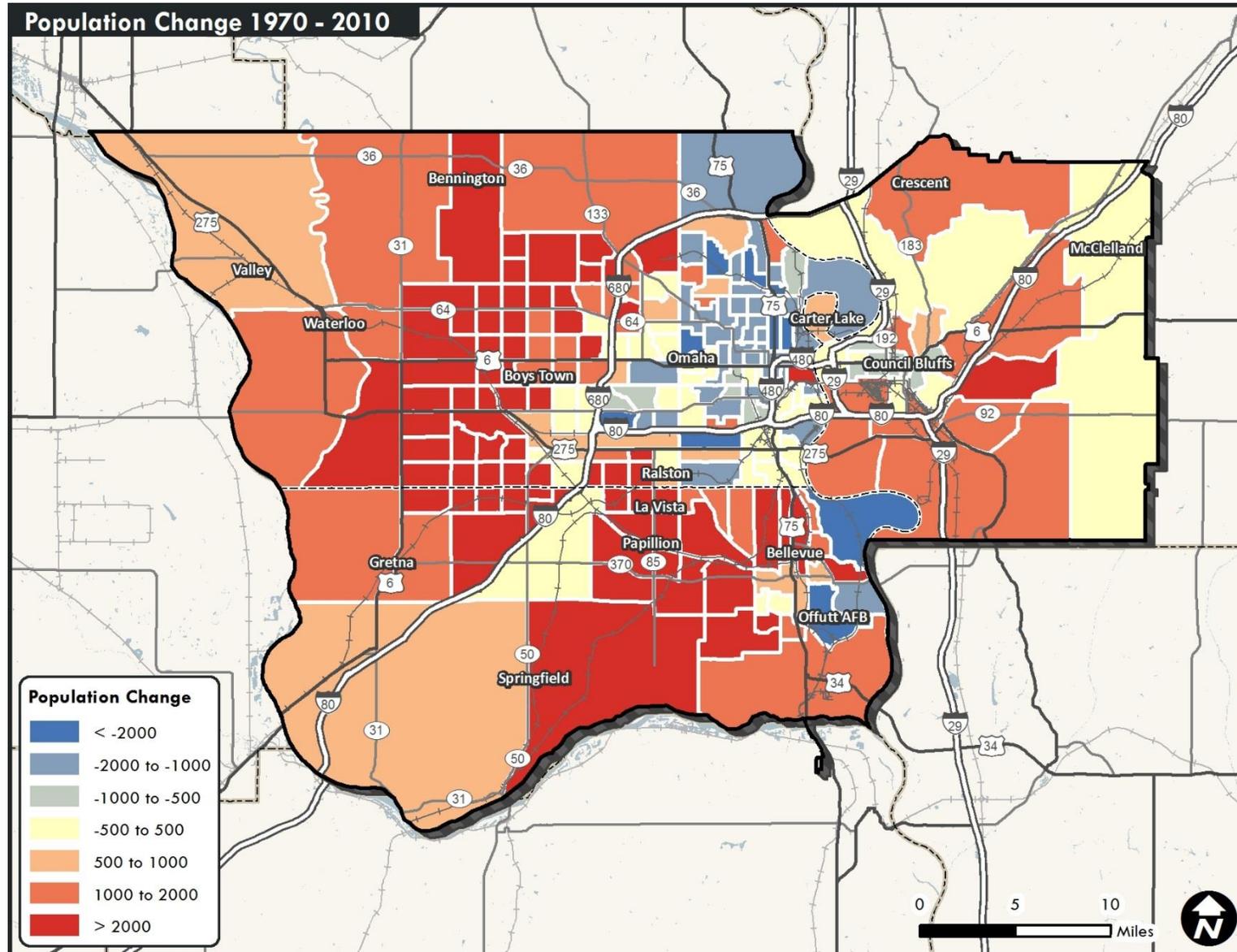


**FIGURE 2.2**  
**POPULATION GROWTH RATE BY COUNTY, 1970 – 2010**



Metropolitan Area Planning Agency  
**Long Range Transportation Plan 2040**

**FIGURE 2.3**  
**POPULATION CHANGE 1970 – 2010**



New development is not confined to the suburbs. Recently, there have been redevelopment efforts in the urban core, including the Midtown Crossing, Aksarben Village, and extensive loft and condominium projects downtown and along the Riverfront near the CenturyLink Center. The City of Omaha is planning additional similar projects in future years. Urban neighborhoods such as Dundee and Aksarben in Omaha and downtown Council Bluffs remain very popular for the charm of unique houses, tree-lined streets, and proximity to urban amenities. The City of La Vista undertook a corridor plan for 84<sup>th</sup> Street that proposed medium and high-density housing along European-style streets.

City leaders are trying to bring a revival of new business opportunities to North Omaha through efforts such as the North Omaha Development Project. South Omaha neighborhoods have been growing in the past 20 years thanks to a large influx of immigrants. This wave of immigrants primarily hails from Latin America, but the Omaha region also has a significant Sudanese population.

Much of the anticipated growth in this higher density residential market is due to two factors:

1. Young professionals, many of whom are choosing to live in urban settings where they can be close to work and social activities.
2. Retiring baby boomers who wish to live in a more urban setting, closer to work and social activities and who do not want the continued maintenance required of a single family home. This is proven by the growth of the Downtown, Old Market, and the creation of Midtown Crossing and the Aksarben Village.

## **2.2 FUTURE POPULATION GROWTH IN THE MAPA REGION**

In order to properly plan for the region's future transportation system, it is important to understand the characteristics of the region's population and how it is likely to change in the next 25 years. In order to estimate the future population, MAPA utilizes a well-known methodology of population forecasting called a "cohort-survival projection method." This process takes into account the number of births and the "survival" rates as well as migration rates for the region's population. Historical and current data trends are used to make reasonable projections into the future (refer to Table 2.2).

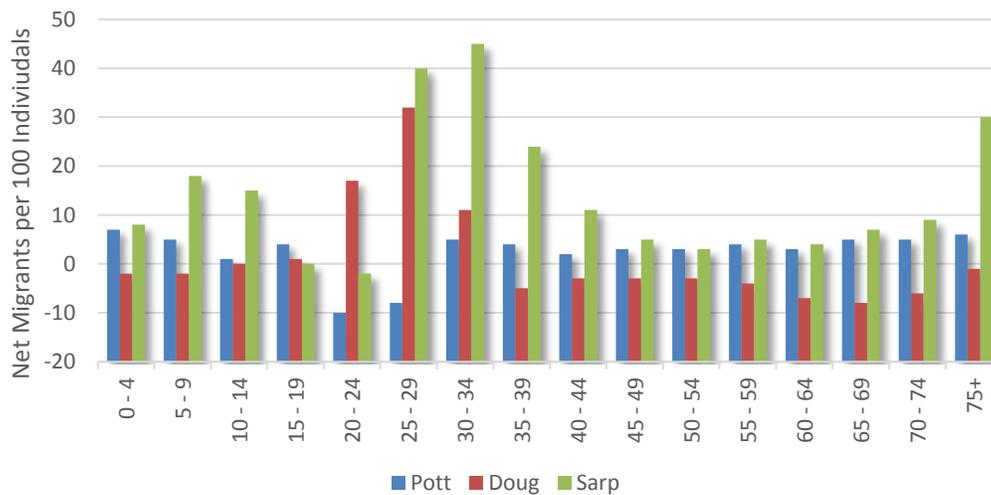
The number of births has always outpaced the number of deaths in the MAPA TMA. The table below shows that between 2000 and 2010, total births more than doubled total deaths. The addition of these new babies contributed to nearly 74,000 in additional population to the MAPA region during these years.

**TABLE 2.2**  
**TOTAL BIRTHS AND DEATHS IN THE MAPA REGION FROM 2000 - 2010**

County	Births	Deaths	Total Natural Increase
Douglas	90,213	39,438	50,775
Sarpy	25,590	6,663	18,927
Pottawattamie	13,168	9,068	4,100
<b>MAPA Total</b>	<b>128,971</b>	<b>55,169</b>	<b>73,802</b>

Net migration from outside the MAPA area added over 28,000 new residents between 2000 and 2010. Figure 2.4, below, details regional migration trends. The largest intensity of added population was between the ages of 20 – 40. Sarpy and Douglas County saw the largest gains in this age group while Pottawattamie County showed a decline.

**FIGURE 2.4**  
**NET MIGRATION IN THE MAPA REGION FROM 2000 – 2010**



The population in the MAPA counties should continue to increase during the next 25 years. Table 2.3 displays the population projections. By 2040, the population is expected to increase by over 250,000, for a total of nearly 1,030,000 in 2040. This is an increase of 34%, which is just slightly more than the 30% increase the region has seen over the past 25 years. This expected future growth would result from both domestic and international in-migration from outside the region as well as natural increase (more births than deaths).

**TABLE 2.3**  
**MAPA TMA POPULATION PROJECTIONS BY COUNTY**

County	2010	2020	2030	2040
Douglas	517,110	562,717	601,845	643,427
Sarpy	158,840	194,549	230,989	270,573
Pottawattamie	93,158	106,088	110,825	114,040
<b>MAPA Total</b>	<b>769,108</b>	<b>863,354</b>	<b>943,659</b>	<b>1,028,040</b>

In recent years, the national fertility rate has been rising slightly after decades of decline. In 2006, the U.S. fertility rate reached the replacement rate for the first time since 1971,<sup>2</sup> giving the United States the highest fertility rate among the world’s developed countries. Birth rates in Nebraska and Iowa are routinely higher than the national average. Nebraska, in particular, ranked as the third highest birth rate in the nation according to one recent study released by the Census Bureau.<sup>3</sup> Given this strong local trend, it is reasonable to assume that natural population growth will continue well into the future.

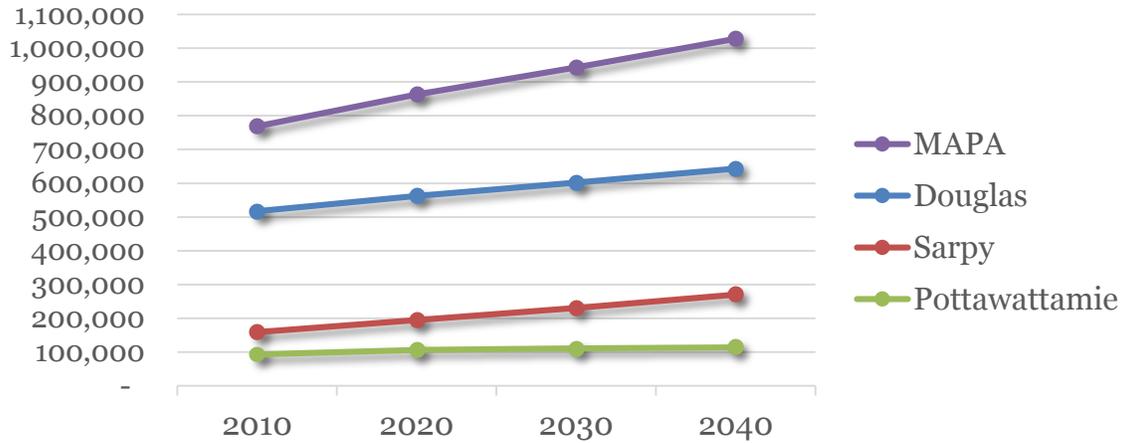
Another contributing factor to the area’s population growth is the relatively stable economy. The greater Omaha Metro Area often scores as one of the most recession-resistant areas in the nation. Several factors account for this. There is significant diversity among local businesses, as well as a strong foundation of businesses related to agriculture, which is a sector that is somewhat insulated from economic downturns. The cost of living is relatively cheap and the workforce boasts a high level of productivity. Recent decisions by employers such as Google, Yahoo, and Ebay to locate in the MAPA region attest to these strengths, which should help propel the area’s economic engine.

The majority of the expected growth is likely to occur in Douglas and Sarpy Counties. MAPA forecasts that Sarpy County’s recent explosive growth will continue in the coming 25 years, adding more than half of its current population by 2040. Douglas County should also continue to grow at a steady clip, with an additional 100,000 residents forecasted. Pottawattamie County is forecasted to continue modest growth with 12,000 more residents by 2040. Figure 2.5 illustrates the anticipated growth by county.

<sup>2</sup>Haya El Nasser & Paul Overberg, “Fertility rate in USA on upswing” *USA Today*, Dec. 20, 2007 ([http://www.usatoday.com/news/nation/2007-12-19-fertility\\_N.htm?loc=interstitialskip](http://www.usatoday.com/news/nation/2007-12-19-fertility_N.htm?loc=interstitialskip))

<sup>3</sup>Joyce A. Martin EtAl, National Vital Statistics Report; Births, Final Data for 2012 ” *U.S. Census Bureau*, December 30<sup>th</sup> 2013.; [http://www.cdc.gov/nchs/data/nvsr/nvsr62/nvsr62\\_09.pdf](http://www.cdc.gov/nchs/data/nvsr/nvsr62/nvsr62_09.pdf)

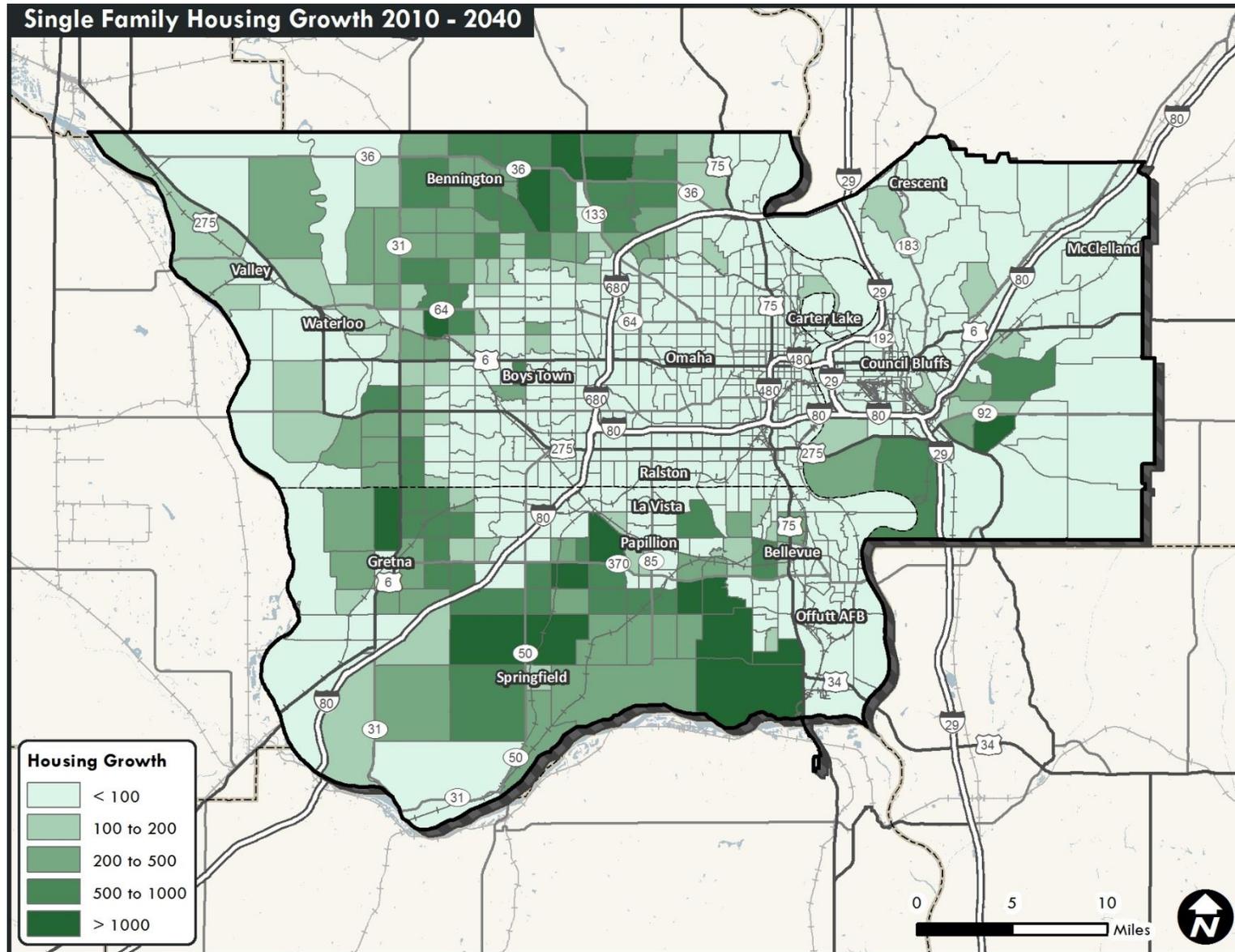
**FIGURE 2.5**  
**TOTAL PROJECTED FUTURE POPULATION BY COUNTY, 2010 – 2040**



The majority of future population growth is anticipated to follow recent trends of continued new growth along the suburban fringe. As demonstrated by Figure 2.6, the perceived benefits of suburban life—namely, good schools, affordable land and housing, and convenient shopping—continue to attract residents. While the downturn in the housing market that began in 2008 has significantly slowed new construction of suburban subdivisions, a substantial market for new greenfield development remains into the foreseeable future, which is reflected in MAPA’s 2040 population forecast.

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**FIGURE 2.6**  
**FORECASTED SINGLE-FAMILY HOUSING GROWTH: 2010 - 2040**

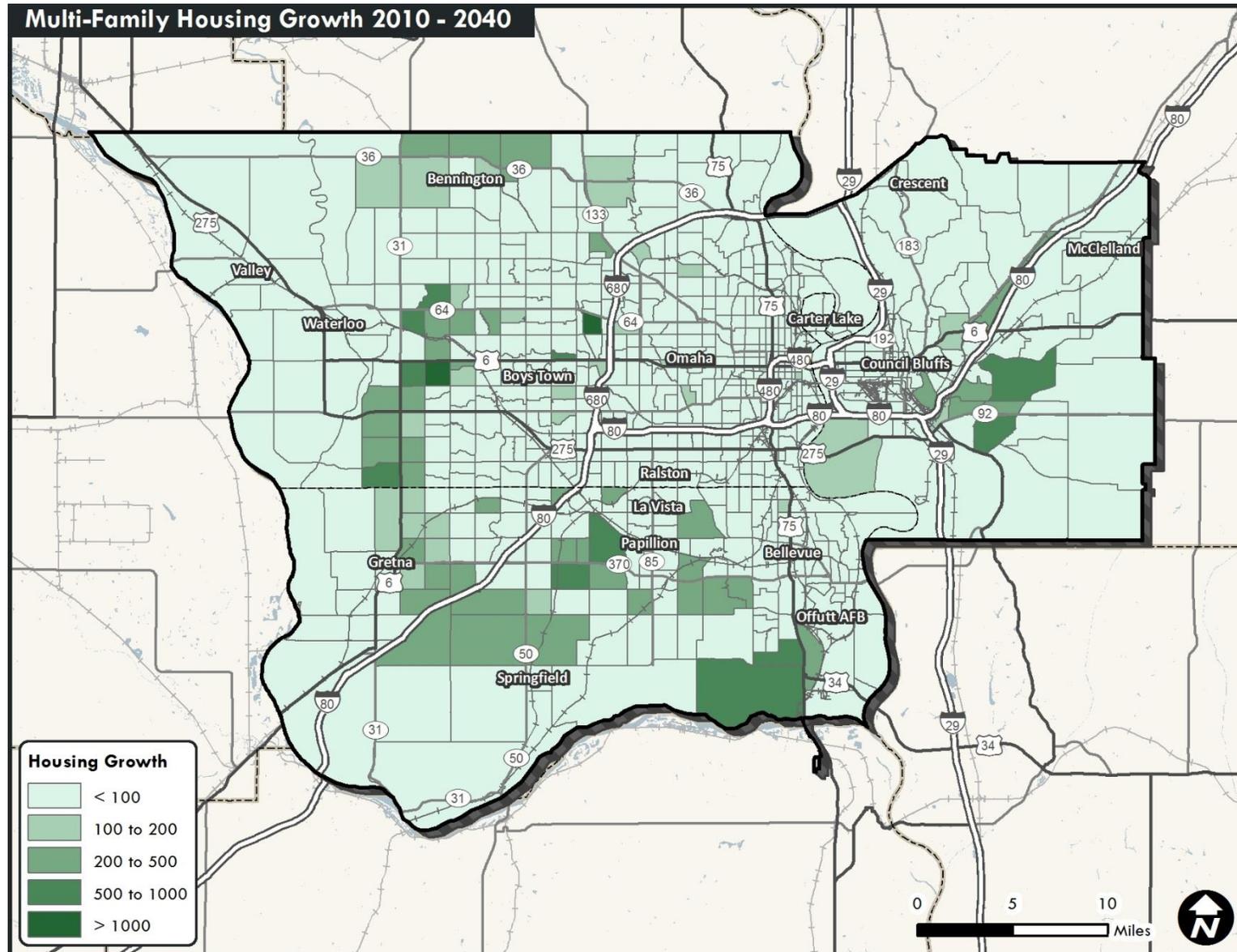


New residential development in the region's urban core, such as Downtown and Midtown Omaha, are also expected to continue to grow. Many of the metro area's elected officials and other leaders view improving the developed areas as a key goal for the region. In a response to these trends, MAPA's population forecast shows multi-family housing increases in these developed areas in Figure 2.7.

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**FIGURE 2.7**  
**FORECASTED MULTI-FAMILY HOUSING GROWTH: 2010 – 2040**



### 2.3 CHANGING POPULATION CHARACTERISTICS

#### Diversity

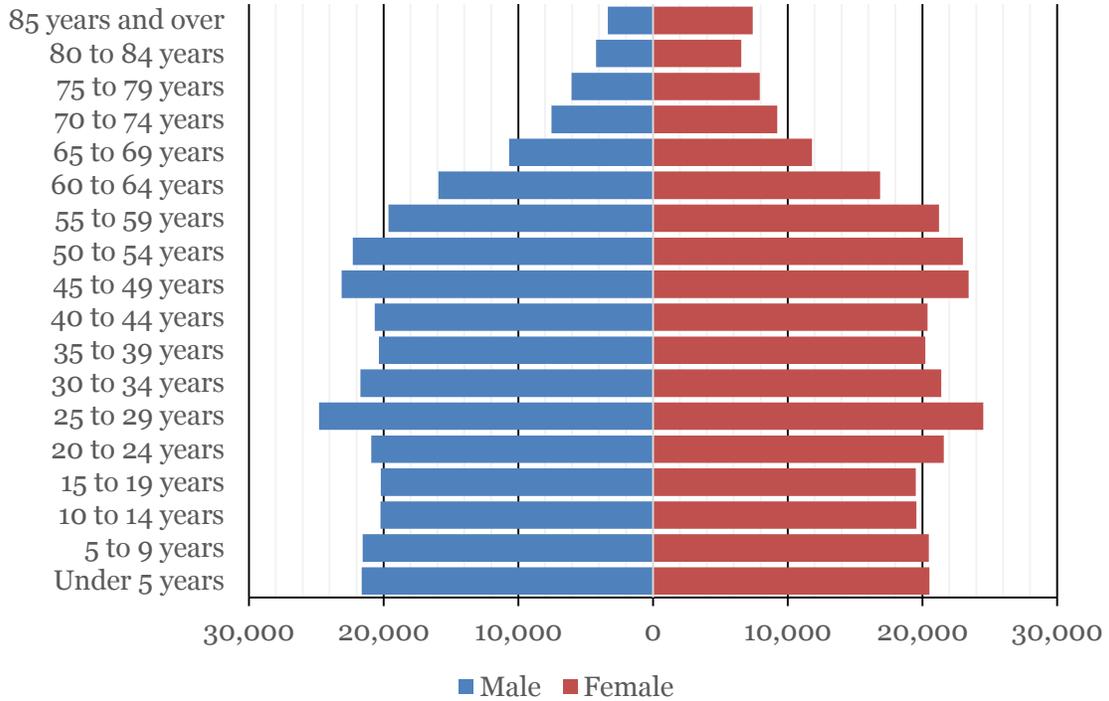
The growing population of the MAPA TMA is changing in more ways than sheer numbers. One notable shift can be seen in the increasing racial and ethnic diversity in the area. Table 2.4 illustrates this ongoing trend through population changes between 2000 and 2010. In each of the three MAPA counties, the minority, or non white non-Hispanic, population grew at a significantly faster rate than the majority, or white non-Hispanic, population. As for the total region, the majority population grew by just over 12%, while the minority population grew at the rapid clip of 22% during this ten-year period.

**TABLE 2.4**  
**COMPARATIVE POPULATION GROWTH 2000 - 2010**

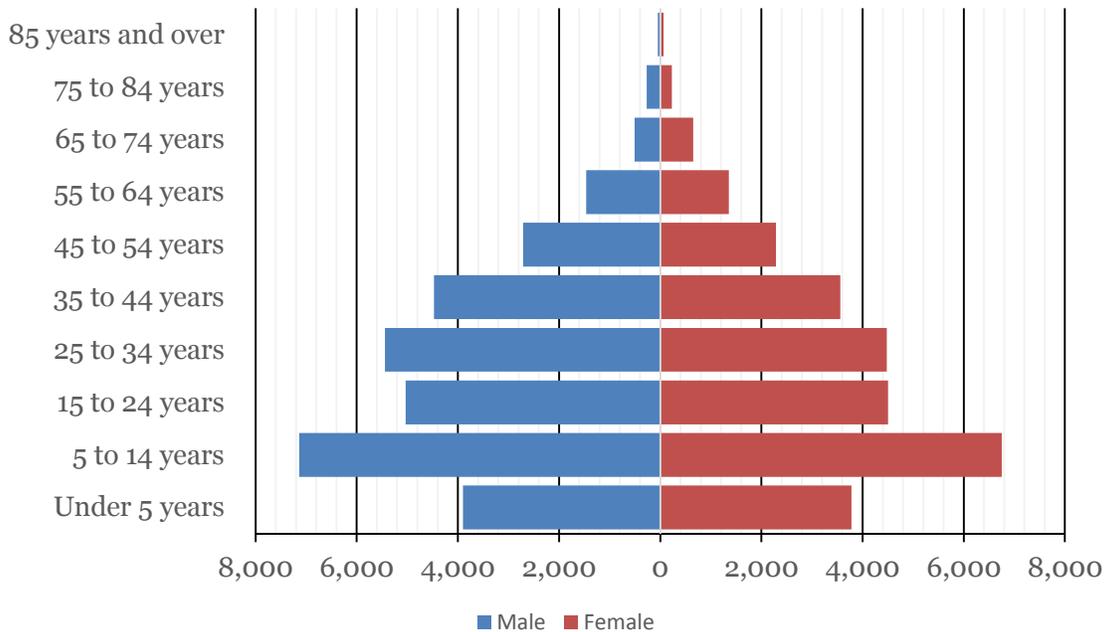
County	Majority (White Non-Hispanic) Population			Minority Hispanic Population			Minority (Non-White, Non-Hispanic) Population		
	2000	2010	Percent Change	2000	2010	Percent Change	2000	2010	Percent Change
Douglas	363,620	395,025	8.6%	30,928	57,804	46.5%	101,054	122,085	20.8%
Sarpy	107,488	138,879	29.2%	5,358	11,569	53.7%	15,664	19,961	27.4%
Pottawattamie	82,957	86,558	4.3%	2,892	5,713	49.4%	5,008	6,600	31.8%
<b>MAPA Total</b>	<b>554,065</b>	<b>620,462</b>	<b>12.0%</b>	<b>39,178</b>	<b>75,086</b>	<b>47.8%</b>	<b>121,726</b>	<b>148,646</b>	<b>22.1%</b>

This marked trend is even more pronounced among the youngest population of the MAPA region (see Figures 2.8, 2.9 and 2.10). If the population is examined by age group distribution, the minority population is weighted much more heavily in the younger age groups, whereas the majority white population is distributed relatively evenly among all age groups, as demonstrated by the charts below. Thus, the population of the future Omaha Metro Area, not unlike the future United States as a whole, will have more racial and ethnic diversity than in previous years.

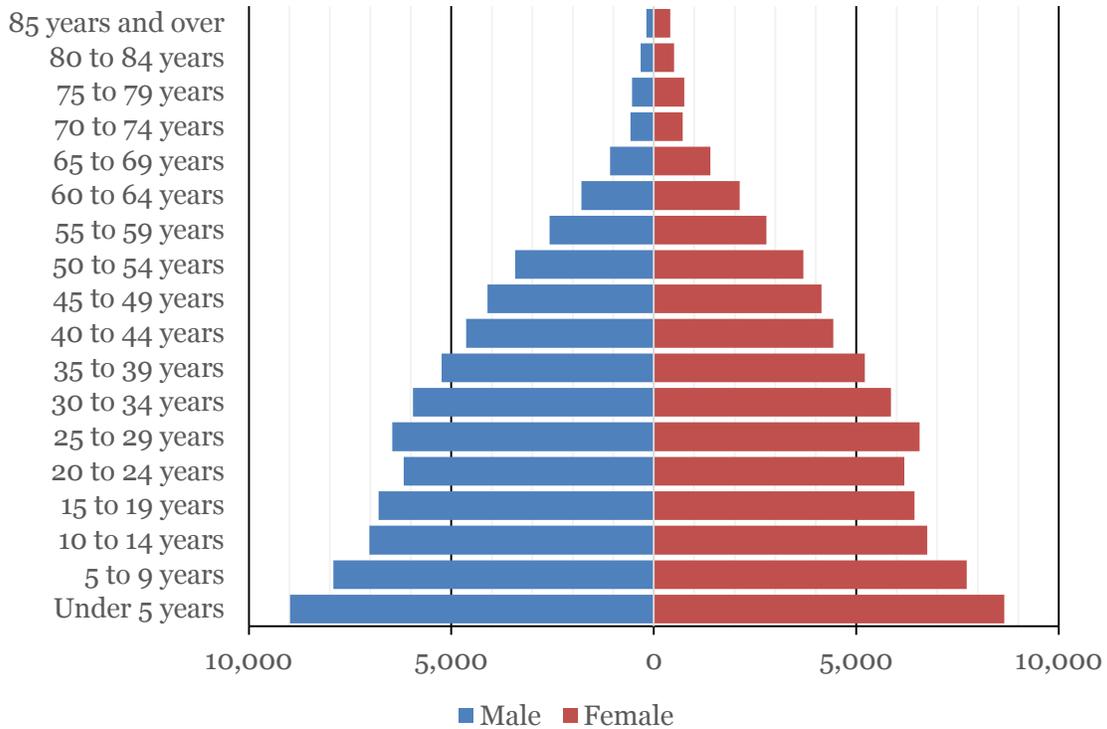
**FIGURE 2.8**  
**2010 NEBRASKA POPULATION BY SEX AND FIVE-YEAR AGE GROUP:**  
**WHITE ALONE, NOT HISPANIC/LATINO (MAJORITY POPULATION)**



**FIGURE 2.9**  
**2013 NEBRASKA POPULATION BY SEX AND TEN-YEAR AGE GROUP:**  
**HISPANIC/LATINO (MINORITY POPULATION)**



**FIGURE 2.10**  
**2010 NEBRASKA POPULATION BY SEX AND FIVE-YEAR AGE GROUP:**  
**NON-WHITE OR HISPANIC/LATINO (MINORITY POPULATION)**



**Household Size**

The nearly 750,000 residents of the MAPA region constitute almost 300,000 total households (see Table 2.5). This number is expected to increase to over 400,000 households by 2040. The average household size has been decreasing for decades due to smaller family sizes, an increased number of divorces, and people choosing to wait longer to marry than in previous years.

Nationwide, fewer households have children and there is an increase in single person households. While 44% of all households in the U.S. had children in 1970, that figure was down to 20% in 2010. In contrast, only 17% of households were single person in 1970, but they comprised 27% of all households in 2010. In Omaha area, 28% of households included a married couple and children and 25% were single-person households in 1970. By 2010, those numbers had essentially flipped, with 17% made up of married couple and children, and 32% single-person.

The extent to which these societal trends continue into the future is a matter of debate. The high local birth rates suggest that decreases in the average number of children from past decades will not continue indefinitely. However, given demographics and societal trends, it is reasonable to expect that a fewer percentage of overall households will include married couple and children, which will contribute to a reduction in average household size.

In forecasting household size, MAPA uses historical trends while taking the above conditions into account. MAPA conservatively estimates that the average household size for the region will slightly decline from 2.56 persons per household in to 2.47 persons per household in 2040.

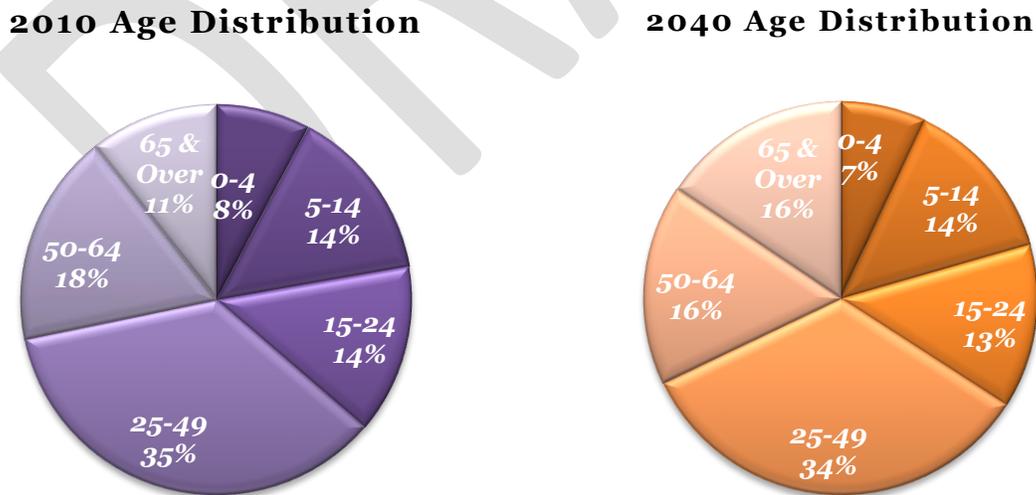
**TABLE 2.5**  
**TOTAL HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE BY COUNTY**

County	2010		2040	
Douglas	202,411	2.49	257,153	2.45
Sarpy	58,102	2.71	104,952	2.54
Pottawattamie	36,775	2.48	40,263	2.48
MAPA Total	297,288	2.56	402,368	2.47

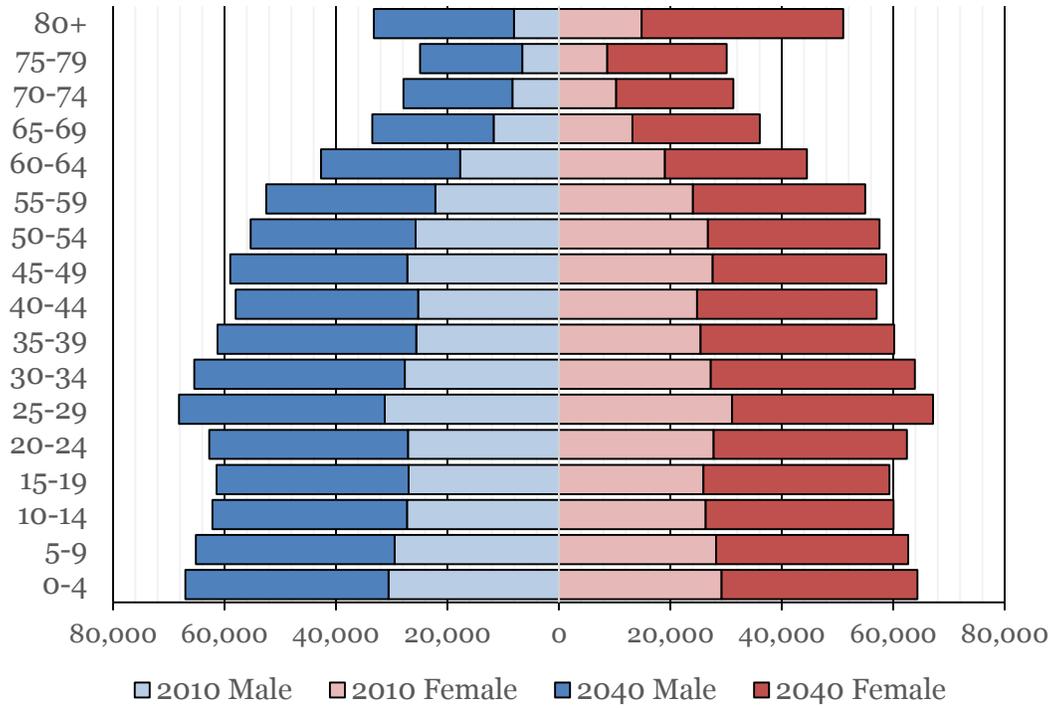
Aging

Another notable trend in the future is the growing average age of the population. Due to the large baby-boom generation, which is beginning to enter into retirement years, older persons will constitute a greater share of the total population. For instance, persons aged 65 and up constitute about 10% of the metro area’s population today. However, in 2040 they will comprise at least 16%. Therefore, a smaller percentage of the total future population will be in the workforce. At the same time, it should be born in mind that population is expected to increase for all age groups. Figures 2.11 and 2.12 illustrate this future trend:

**FIGURE 2.11**  
**2010 – 2040 TREND AGE DISTRIBUTIONS**



**FIGURE 2.12**  
**POPULATION AGE GROUP PROJECTION**  
**COMPARISON OF 2010 TO 2040**



What ramifications do these population shifts mean for transportation in the MAPA region? Retirees traditionally have driven less and done more of their driving during the off-peak hours. This would indicate that the increase in traffic accompanying future population growth might not grow at a corresponding rate to the overall population. In other words, while the region’s population is expected to grow 30% by 2040, it would be reasonable to argue that traffic will not increase by the same amount since less of the population will be in the workforce due to longer life expectancies as well the aging baby boomer generation meaning a higher percentage of retirees, which generates a greater share of the overall trips.

On the other hand, there is a trend among many baby-boomers to not retire completely, but work part-time or work from home. Some have suggested that since baby-boomers’ social and economic behaviors have often departed from previous generations, they will also differ by maintaining a greater level of activity into their later years, which could lead to higher traffic levels than those traditionally seen among older age groups.

The aging of the boomers will also require more robust transportation options. There is likely to be an increased demand for transit and coordinated mobility services. The American Association of Retired Persons (AARP) has been advocating for policies that are more friendly to non-vehicular modes of travel such as Complete Streets, which is discussed in Section 4. MAPA and area jurisdictions are working on solutions to meet these challenges, which will only grow in the future.

## 2.4 EMPLOYMENT IN THE MAPA REGION

The MAPA region is home to a broad array of businesses and industries. Key sectors of the economy include communications, technology, defense, insurance, finance, health care, gaming, professional trades and services, and agriculture among others. The following is a list Table 2.6 of the largest employers in the MAPA area:

**TABLE 2.6  
TOP EMPLOYERS IN THE GREATER OMAHA REGION, 2014**

2014 Largest Employers*	Number of Employees
1. Offutt Air Force Base	7,500+
2. Alegant Health	7,500+
3. Omaha Public Schools	5,000-7,499
4. Methodist Health System	5,000-7,499
5. The Nebraska Medical Center	5,000-7,499
6. University of Nebraska Medical Center	2,500-4,999
7. First Data Corp.	2,500-4,999
8. Union Pacific	2,500-4,999
9. HyVee Inc.	2,500-4,999
10. First National Bank of Nebraska	2,500-4,999
11. West Corp.	2,500-4,999
12. Walmart Stores	2,500-4,999
13. ConAgra Foods	2,500-4,999
14. Mutual of Omaha	2,500-4,999
15. Creighton University	2,500-4,999
16. University of Nebraska at Omaha	2,500-4,999
17. Millard Public Schools	2,500-4,999
18. City of Omaha	2,500-4,999
19. PayPal	2,500-4,999
20. Omaha Public Power District	1,000-2,499
21. Baker's Supermarkets	1,000-2,499
22. Omaha Steaks	1,000-2,499
23. Omaha World-Herald	1,000-2,499
24. Target Stores	1,000-2,499
25. Douglas County	1,000-2,499

Source: Greater Omaha Chamber of Commerce

Some jobs have been shed during the recent recession, but new jobs have also been created. Overall, the region's strong economic position has allowed it to weather economic turmoil relatively well and offers many signs that the Omaha-Council Bluffs Metro Area will continue to grow in the next 25 years.

In 2013, there were 457,580 jobs in the Omaha – Council Bluffs MSA. Over 75% of these jobs are located in Douglas County. Downtown Omaha remains the highest concentration of employment in the region. In recent years, the construction of new headquarters for First National Bank and Union Pacific Railroad has helped to solidify the importance of the Omaha central business district (CBD). The addition of residential development, amenities such as Qwest Center Omaha, the new TD Ameritrade ballpark, Holland Performing Arts Center, and Pedestrian Bridge indicate that downtown Omaha is healthy and growing. The City of Omaha completed a Downtown Master Plan that anticipates aggressive growth in the coming decades.

Nevertheless, jobs in the Omaha-Council Bluffs region have followed the decentralization pattern seen in other metro areas throughout the country. This pattern is one in which jobs and employment options are moving from an urban core to decentralized suburban locations. Significant employment centers include the Old Mill and Miracle Hills Business Parks, which are located to the north and south of West Dodge Road between 120<sup>th</sup> Street and I-680 in Omaha. Many new industries and businesses have located in La Vista near I-80 and West Giles Road.

New hospitals that have been completed or are under construction include Lakeside at 168<sup>th</sup> and West Center Road, the new Methodist Women's Hospital at 192<sup>nd</sup> and West Dodge Road, as well as the Bellevue Medical Center at 25<sup>th</sup> Street and Highway 370. Some new major shopping areas are the Shadow Lake Shopping Center off Highway 370 and 72<sup>nd</sup> Street in Papillion, Village Pointe at 168<sup>th</sup> south of West Dodge Road, and the Power Center along the South Expressway south of I-29/80 in Council Bluffs.

## **2.5 FUTURE EMPLOYMENT IN THE MAPA REGION**

By 2040, the MAPA region is expected to have over 579,000 total jobs (see Table 2.7). This represents an increase of nearly 36%, which is almost identical to the total population growth. The majority of these jobs should still be in Douglas County, although Sarpy County will likely gain an increasing share as it continues to grow over the next 25 years. The total employment in Sarpy County is forecasted to grow by over 89%, from over 65,000 jobs in 2010 to close to 125,000 in 2040.

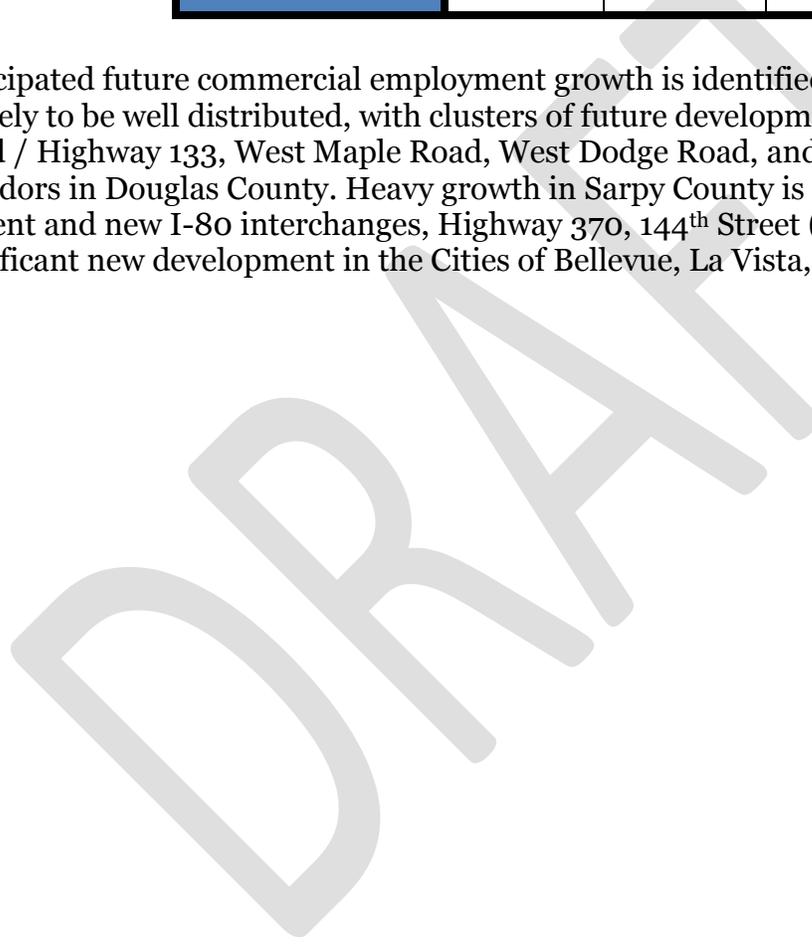
These forecasts are derived from a methodology that begins with total future population by age cohort. Historical trends and anticipated factors are then applied to forecast future labor participation rates for each employment type by age cohort, which results in the employment forecasts. Furthermore, the local counties and municipalities participated in community mapping meetings to determine the predicted land use and economic growth. In summary, local comprehensive plans, community expertise, the US Census, and the Nebraska State Data Center were used to develop the Land Use Activity

Allocation Model (LUAAM), which was used to determine future land use and employment growth.

**TABLE 2.7 FUTURE JOBS PROJECTION FOR YEAR 2040**

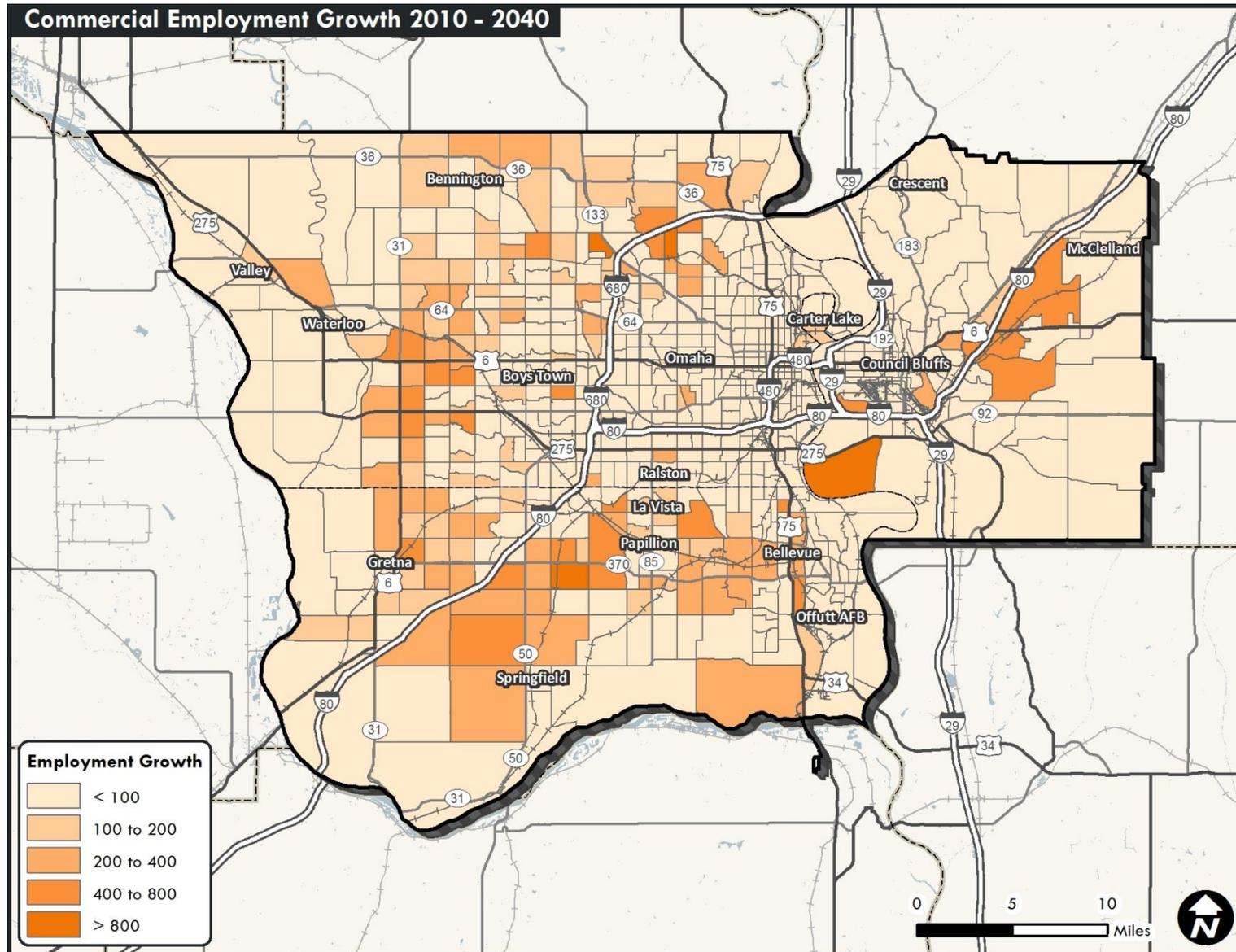
County	2010	2040	Percent Growth
<b>Douglas</b>	324,331	401,546	24%
<b>Sarpy</b>	65,859	124,592	89%
<b>Pottawattamie</b>	33,305	51,548	55%
<b>MAPA Total</b>	<b>425,505</b>	<b>579,726</b>	<b>36%</b>

Anticipated future commercial employment growth is identified in Figure 2.13. Growth is likely to be well distributed, with clusters of future development along Blair High Road / Highway 133, West Maple Road, West Dodge Road, and West Center Road corridors in Douglas County. Heavy growth in Sarpy County is anticipated near the current and new I-80 interchanges, Highway 370, 144<sup>th</sup> Street (N-50), as well as significant new development in the Cities of Bellevue, La Vista, and Papillion.



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**FIGURE 2.13**  
**FORECASTED COMMERCIAL EMPLOYMENT GROWTH 2010 - 2040**

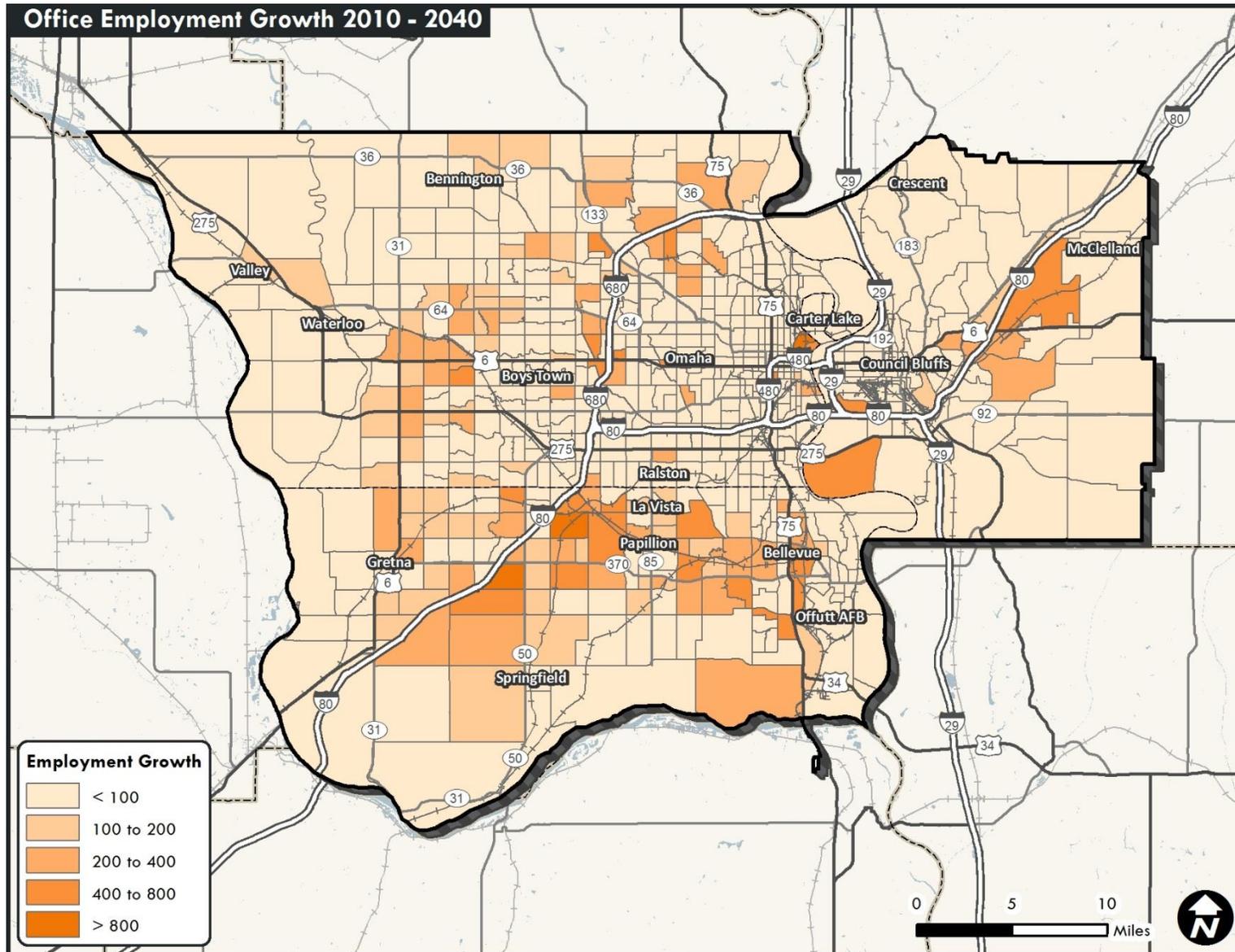


Growth in office employment is limited to a smaller number of locations adjacent to primary transportation arteries (see Figure 2.14). These include the West Dodge Road and West Maple Road corridors, Highway 6/31 in Douglas County, along 72<sup>nd</sup> Street in far north Omaha, and near the I-80 interchanges in Sarpy County. Smaller areas of office development are also expected in Bellevue, Papillion, Council Bluffs, and developed portions of Omaha.

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**FIGURE 2.14**  
**FORECASTED OFFICE EMPLOYMENT GROWTH 2010 – 2040**



Future industrial employment is slated to occur along a few large industrial corridors throughout the metro area as indicated in Figure 2.15. The largest industrial growth is likely to be located along Blair High Road / Highway 133, along I-80 in Sarpy County, near I-29 in southern Council Bluffs, and along the Kennedy Freeway and Platteview Road near the new US-34 bridge in southeastern Sarpy County. Other industrial growth areas include the Storz Expressway area in the vicinity of Eppley Airfield and various other location sprinkled throughout Omaha and Council Bluffs.

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The ability to attract workers to fill these future jobs is a concern for area leaders, especially given the gradual retirement of the baby boomer generation in the coming years. Recall the description above on the increase of the average age in the metro area, which points to the assumption that more people will be working in their later years. While the MAPA region was not affected by the 2009 recession as severely as many other areas of the country growth in the Omaha metro region is not as strong as it once was and is not keeping pace with the rates of recovery seen in many other places, posing issues for continued growth for the area.

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# Regional Goals

## 3.1 GOALS

As the MAPA region plans for the coming 25 years, what principles will guide the development of the region’s transportation system? The federal transportation legislation identifies eight planning factors to guide the transportation planning process. The federal planning factors provide a helpful framework for identifying goals and strategies for a region’s transportation system. The eight planning factors are listed below:

- “Support the **ECONOMIC VITALITY** of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.”
- “Increase the **SAFETY** of the transportation system for motorized and non-motorized users.”
- “Increase the **SECURITY** of the transportation system for motorized and non-motorized users.”
- “Increase the **ACCESSIBILITY AND MOBILITY** of people and for freight.”
- “Protect and enhance the **ENVIRONMENT**, promote **ENERGY CONSERVATION**, improve the **QUALITY OF LIFE**, and promote consistency between transportation improvements and State and local planned growth and economic development patterns.”
- “Enhance the **INTEGRATION AND CONNECTIVITY** of the transportation system, across and between modes, for people and freight.”
- “Promote efficient system **MANAGEMENT AND OPERATION**.”
- “Emphasize the **PRESERVATION** of the existing transportation system.”

Many of these goals are interrelated. For example, accessibility and mobility have a direct bearing on a metropolitan area’s economic vitality. If it is convenient to travel and distribute a company’s products, then they will be more likely to locate in that region. Similarly, efficient management and operation of the system affect its level of accessibility and mobility. The concerns identified by the eight planning factors can be condensed into four overarching categories related to a region’s economic vitality and quality of life. Therefore, this LRTP identifies **four general goals** for the MAPA region’s transportation system:

### **TRANSPORTATION SYSTEM GOALS**

- 1. Maximize accessibility and mobility.**
- 2. Increase safety and security.**
- 3. Consider the environment and urban form.**
- 4. Keep costs reasonable and sustainable.**

### **3.2 REGIONAL OBJECTIVES, ACTION STEPS, AND MEASURES OF SUCCESS**

Objectives have been identified to move toward achieving the regional goals. These are followed by example action steps associated with the objectives for each category. Also listed are example measures of success that can be used to measure the region's progress toward achieving the regional goals.

#### **3.2.1 – GOAL #1: MAXIMIZE ACCESSIBILITY AND MOBILITY.**

- Minimize delay and congestion so that the MAPA region's low travel times and convenient travel continue to be an asset in attracting new business and industry
- Build on the metro area's importance as a trucking and rail freight center
- Create viable transportation alternatives (transit, bicycle, pedestrian) that will attract people from communities with strong alternative forms of transportation
- Increase use of ridesharing, carpooling and other programs to improve vehicle occupancy rates
- Promote inter-modalism and connections between different modes of transportation
- Provide transportation opportunities for elderly, disabled, and low-income individuals
- Educate the public on alternate transportation options

#### Example Action Steps:

- Identify needed upgrades in traffic signal technology and communications.
- Continue to support initiatives like The Omaha Signal Project to improve traffic flow and adaptability.
- Build cooperative relationships with freight companies to pro-actively collaborate, address their needs, and communicate on a continual basis with municipalities.
- Develop a major east-west bicycle-only trail and assist in implementing the trail improvements and connections identified in the Bike-Pedestrian Master Plan.
- Aid in the implementation of Complete Streets on selected corridors as is being done in the City of Bellevue, and suggested in other areas in the Bike –Pedestrian Master Plan.
- Identify new opportunities for transit service and funding options, as suggested in the Regional Transit Vision Plan and implemented in upcoming projects like the Omaha Bus Rapid Transit Line.
- Provide capacity improvements to streets and highways where warranted.
- Grow MAPA's on-line Metro! Rideshare carpool and van pool program.

- Study potential new passenger rail options, and develop ways to implement the suggested routes and changes in the Iowa DOT Passenger Rail Study, completed in 2014.
- Develop a regional mobility coordination center to provide more transportation options for the elderly, disabled and low income individuals using grants that MAPA has received to develop a one call center.
- Educate the public about the EPA's ozone standard and the need to lower ozone emissions in the metro area through continuing projects like MAPA's Little Steps Big Impact ozone awareness campaign.

Example Measures of Success:

- Maintain Level of Service (LOS) "D" or better on region's roadways  
See Section Six, Figure 6.9 for today's LOS.
- Reduce average commute time to below 20 minutes  
Commute times in the MAPA region average near 20 minutes.
- Create on-road bicycle facilities and increase the miles of off-road bicycle facilities by at least 25%. For current bicycle facilities, see Section Ten.

**3.2.2 – GOAL #2: INCREASE SAFETY AND SECURITY.**

- Develop a transportation system that provides a safe environment for all citizens and travelers
- Properly maintain transportation infrastructure
- Minimize exposure to collisions through growing alternative modes of transportation (transit, bicycle, pedestrian)
- Minimize the consequences for collisions that do occur
- Develop and track safety-related performance measures
- Maintain a secure environment to protect transportation assets in the MAPA TMA
- Coordinate with state and federal agencies to use local transportation assets during times of natural disasters, extreme accidents, or terrorist attacks

Example Action Steps:

- Utilize NDOR's District Operations Center (DOC) and other traffic operations centers in the metro area to assist with incident management
- Preserve and improve aging infrastructure

- Continue and grow the Metro Area Motorist Assist (MAMA) program
- Enforce existing laws concerning travel and travel safety
- Respond to weather incidents in a timely and effective manner through cooperation with state and local agencies, specifically NDOR and Iowa DOT Transportation Incident Management (TIM) committees
- Continue committees such as the Southwest Iowa Freeway Team (SWIFT) for more efficient use of freeways through incident management, technology, etc.
- Use Metropolitan Travel Improvement Study (MTIS) and local data to evaluate and suggest corrections for common causes of crashes.
- Use MTIS data to evaluate locations with safety issues and suggest improvements.
- Develop implementation strategies for MTIS recommendations to improved safety measures as they are received.
- Secure support from the public and its elected representatives through education and advocacy for safer transportation facilities.
- Help to implement the Omaha area Local Emergency Operations Plan that was adopted in December of 2014 by the City of Omaha.

Example Measures of Success:

- Decrease the annual number of crashes, especially fatalities.
- Continue and grow working groups that coordinate incident management and emergency response efforts between agencies in the MAPA region.

**3.2.3 – GOAL #3: CONSIDER THE ENVIRONMENT AND URBAN FORM.**

- Avoid, minimize, and mitigate the negative environmental impacts of the transportation system (*e.g.*, air pollution, noise pollution, water run-off, habitat destruction)
- Retain attainment air quality status as designated by the Environmental Protection Agency (EPA)
- Foster energy conservation through the transportation system
- Increase the mode share of alternative modes of transportation (transit, bicycle, pedestrian) to ten percent of all trips by 2040
- Consider aesthetics and urban form in the design process
- Coordinate transportation investments with land use policies to minimize environmental costs
- Achieve the national designation as a “Bicycle Friendly Community” as conferred by the League of American Bicyclists

- Preserve cultural, scenic, and historic resources

Example Action Steps:

- Continue the work that is being done with the Heartland 2050 study and adapt and develop strategies for the region to support many of the findings and suggestions of this study in relation to transportation.
  - Education methods on land use
  - Accessible neighborhoods
  - Alternate Transportation methods and routes
- Coordinate with public and private groups to prevent violations of air quality standards through the Little Steps Big Impact, work to expand the community connections of this program.
- Facilitate local and national efforts to create a more balanced, aesthetically-pleasing, and environmentally-friendly transportation system such as ‘Green Streets for Omaha’, ‘Omaha by Design’ and ‘Live Well Omaha’, as outlined in the Bike – Pedestrian Study, Regional Transit Vision, and Heartland 2050.
- Analyze connectivity of sidewalks in the MAPA region to improve accessibility for pedestrian traffic as stated in the Bike – Pedestrian Plan and outlined in the Bike – Pedestrian Master Plan and later in this document.
- Promote alternative-fueled vehicles that reduce emissions.
- Implement funding mechanisms for alternative modes of transportation (transit, bicycle, pedestrian) that have become available through MAP-21 initiatives: increases in STP funding that can now be allocated to the development of alternative modes of transportation and other funding programs which go towards funding new and alternate modes of transportation.
- Continue efforts for ‘Bicycle Friendly’ community standards. Work to help bring the Omaha region up from Bronze to Silver and eventually Gold level ‘Bike Friendly Community’.
- Follow, or exceed, federal regulations on projects through Environmental Assessment meetings and input.
- Develop criteria for the TIP based on the goals for the LRTP.

Example Measures of Success:

- Increase population density for the MAPA region.  
Currently, the Census-defined Omaha urbanized area averages approximately 2,400 persons per square mile (see Section Four).
- Remain in “attainment” air-quality status (*i.e.*, not exceed national ambient air quality standards set by the EPA).

- Maintain or reduce *per capita* vehicle miles traveled (VMT).  
Today, average *per capita* VMT for the Omaha-Council Bluffs metro area is 22. (See Section Six, Figure 6.6)
- Increase the percentage of trips taken by non-vehicular mode of transportation.  
Single-occupancy vehicles and carpools comprise approximately 94% of work trips in the MAPA region. (See Section Six, Figure 6.2)

### **3.2.4 – GOAL #4: KEEP COSTS REASONABLE AND SUSTAINABLE.**

- Maximize the useful life of the streets, highways, bridges, and related transportation devices of the transportation system
- Utilize management strategies and technologies to maximize street and highway efficiency
- Incorporate and coordinate transportation improvements with existing and planned future land use to minimize infrastructure costs
- Efficiently utilize financial resources and investigate new potential revenue sources.
- Coordinate transportation activities across jurisdictional boundaries where appropriate

#### Example Action Steps:

- Utilize Transportation Asset Management (TAM) strategies to maximize system performance and minimize life-cycle costs.
- Continue programs like the Omaha Signal Project and Intelligent Transportation Systems (ITS) architecture updates to improve traffic flow and decrease congestion.
- Continue Transportation Systems Management (TSM) committee to coordinate infrastructure construction and planning in the MAPA TMA.
- Explore alternate financing options for transportation funding (vehicle mileage road user fees, toll roads, private financing, user fees, fuel taxes, etc.) in the metro area
- Continue transportation-related studies and projects such as traffic signal coordination or safety studies on a multi-jurisdictional or regional basis to more efficiently use resources.
- Continue to improve project development process between local, regional, state and federal agencies to reduce costs and increase the speed of project delivery.

#### Example Measures of Success:

- Using asset management principles to reduce long-term roadway maintenance costs, increase the percentage of mileage with “good” or better pavement condition.

Currently, 84% of the rated roadways in the MAPA region are rated “good” or “very good”. (See Section Five, Figure 5.6)

- Using asset management principles to reduce long-term infrastructure costs, reduce the percentage of bridges rated “poor” or “fair”.  
20% of bridges in the MAPA region are rated as such today. (See Section Five, Figure 5.10)
- Utilize and evaluate benefit-cost analysis in major projects.

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# **F**uture Growth and Livability

## **4.1 INTRODUCTION**

With population in the three-county MAPA TMA expected to exceed one million residents by 2040, the region will continue to be dramatically shaped by new growth and development. Mounting concerns surrounding the costs of infrastructure, protecting the environment, and providing a quality urban form are leading to new emphasis placed on “livability” and “sustainability.”

Livability and sustainability are directly affected by transportation and land use elements. Transportation and land use are also interrelated. Since travelers use the transportation system in order to arrive at a specific destination, it can be said that land use affects transportation. However, the transportation system also has an influence on development, since a location’s accessibility affects its market value and appropriate land use. In spite of these connections, transportation and land use planning processes occur independently, and may not be fully coordinated. If transportation and development projects are undertaken without consideration of one another it can produce unforeseen consequences that cause more congestion and higher costs.

Creating a sustainable transportation system means designing future projects in more environmentally-friendly, multi-modal ways. Sustainable roadways incorporate amenities such as green spaces and planters. Trails and sidewalks provide important connections for non-vehicular transportation and should be a key part of the transportation system.

Efforts to create more livable and sustainable communities are at the forefront of national and local planning discussions. In the MAPA region, this is visible in recent local comprehensive plans, most notably the Heartland 2050 Plan, the Omaha by Design study, the Green Streets for Omaha plan, and the MAPA Beltway Feasibility Study, to name a few. Area leaders and citizens are discussing and implementing ways to make the metro area sustainability and livability.

## **4.2 LIVABILITY DEFINED**

Livability is most commonly understood as the quality of life experienced by residents within an area. The quality of life can be measured by things such as accessibility, equity, and participation. The quality of life of residents in a city or region can be affected by the city infrastructure, availability and affordability of necessities (such as food and housing), the availability of meaningful employment, and the ability to feel as if input in major decisions is possible for their area. These factors work together to create a livable city with economic, social, cultural, and environmental surroundings that helps to enhance the lives and livelihood of residents.

The federal government also speaks of livability in terms of providing alternatives to the automobile for transportation. Secretary of Transportation, Anthony Foxx has called for an emphasis on bike and pedestrian measures in connection with creating more livable sustainable communities with the DOT's Safer People, Safer Streets action plan, "This initiative is aimed at reversing the recent rise in deaths and injuries among the growing number of Americans who bicycle or walk to work, to reach public transportation, and to other important destinations, definable places for folks to travel however they're traveling...Everyone is a pedestrian"

In the MAPA region, the automobile is anticipated to remain the primary mode of transportation. Some critics have expressed concerns that this emphasis on multi-modalism and land use will detract transportation agencies from their primary responsibility to provide for the efficient movement of people and goods.<sup>1</sup> Nevertheless, the federal government and others' concerns regarding the dominance of the automobile in American transportation merit specific attention.

### **4.3 CURRENT CONCERNS**

It is said that Americans love their cars and the MAPA region is no different. The automobile allows a high degree of mobility and convenience that drivers enjoy. Since automobiles became the dominant mode of travel, our growth patterns have largely developed around the car. For the foreseeable future, this is likely to continue.

However, the auto-oriented development that has ruled since the post-World War II era is not without problems. The following summarize some of the primary concerns with the prevailing form of development.

#### Dependence on Gasoline

In the past decade the price of gasoline has fluctuated wildly, occasionally topping \$4 a gallon. Faced with this severe shock, many travelers began looking for alternatives in numbers not seen since the energy crises of the 1970s. Commuters took transit, carpooled, and reduced the number of vehicle trips in significant amounts. Traffic counts showed decreases in many locations and gas tax revenues fell. School districts were forced to quickly supplement their budgets to provide for busing, while many farmers, truckers, some of whom were able to change over to Compressed Natural Gas or liquefied natural gas, others took losses or passed on costs to consumers. While much of this behavior has leveled out there is still concern over the instability of oil prices and the continuing dependence on foreign oil.

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<sup>1</sup> cf. O'Toole, Randal, "Roadmap to Gridlock: The Failure of Long-Range Metropolitan Transportation Planning." Cato Institute Policy Analysis No. 617. May 27, 2008.; Barnes, Fred. "Coercing People Out of their Cars" *The Weekly Standard* Vol. 16 No. 8 November 8, 2010; Will, George "Why Ray LaHood is Wrong", *Newsweek* May 16, 2009.

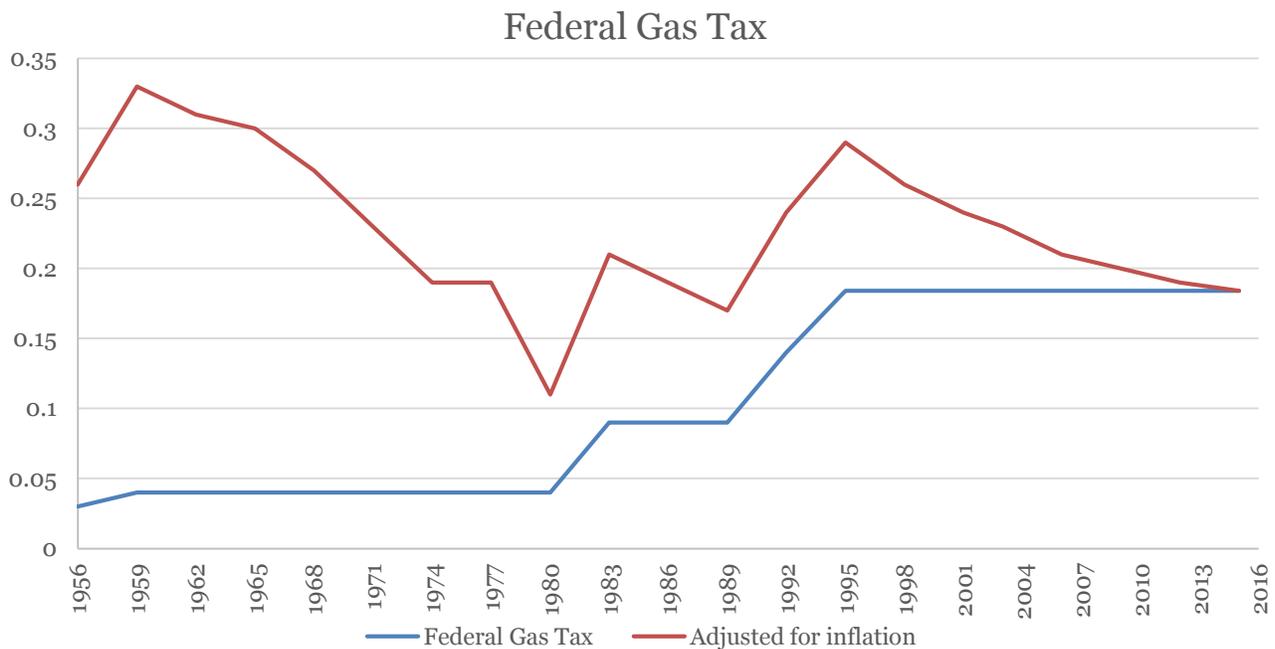
This experience brought increasing attention to the nation’s dependence on fossil fuels, over the past few years oil prices have fluctuated wildly, any future rises in gas prices can quickly create financial hardship for many lower and middle-income people, who often have few feasible transportation options beyond the motor vehicle. In spite of many efforts to improve alternative fuels and alternative modes of transportation, our economy and society remain highly dependent on readily available and affordable petroleum-based fuels. Given the United States’ tenuous political relationship with many other leading oil-producing nations, the dependence on oil created by an auto-dependent transportation system can leave the U.S. vulnerable from an economic and national security perspective. Identifying alternative energy sources and developing a more robust multi-modal transportation system have taken on increased importance as the Omaha region confronts changing air quality standards which may force substantial changes in gas composition and pricing; as well as changes to car emission standards.

**Infrastructure Costs**

The rising costs of infrastructure are an increasing concern for governments facing increasing budget constraints. Inflation in the construction sector has outpaced that of other portions of the economy, creating barriers to continued economic recovery. .

At the same time, there is little to no political support for raising the federal fuel tax, which has remained at 18.4 cents/gallon since 1993. States have modestly increased fuel taxes, but overall revenues have not kept pace with inflation or construction costs.

**FIGURE 4.1  
 HISTORIC FEDERAL GAS TAX, 1946 – 2015<sup>2</sup>**



<sup>2</sup> [http://www.transportation-finance.org/funding\\_financing/funding/federal\\_funding/motor\\_fuel\\_taxes.aspx](http://www.transportation-finance.org/funding_financing/funding/federal_funding/motor_fuel_taxes.aspx)

In addition, the nationwide supply of roadway capacity has not kept pace with demand. Setting aside the environmental and societal concerns listed here, it is questionable whether jurisdictions have the ability to provide the necessary capacity that a near exclusively auto-centric transportation system requires. Since new lane miles constructed do not match the population growth, let alone growth in VMT. Due to persistent revenue shortfalls, a multi-modal, multi-faceted approach should provide a more effective and balanced transportation system.

**FIGURE 4.1**  
**U.S. GROWTH RATE IN ROAD CAPACITY VS. GROSS DOMESTIC PRODUCT (GDP)**  
**SINCE 1980**

U.S. Growth Rate in Road Capacity vs GDP

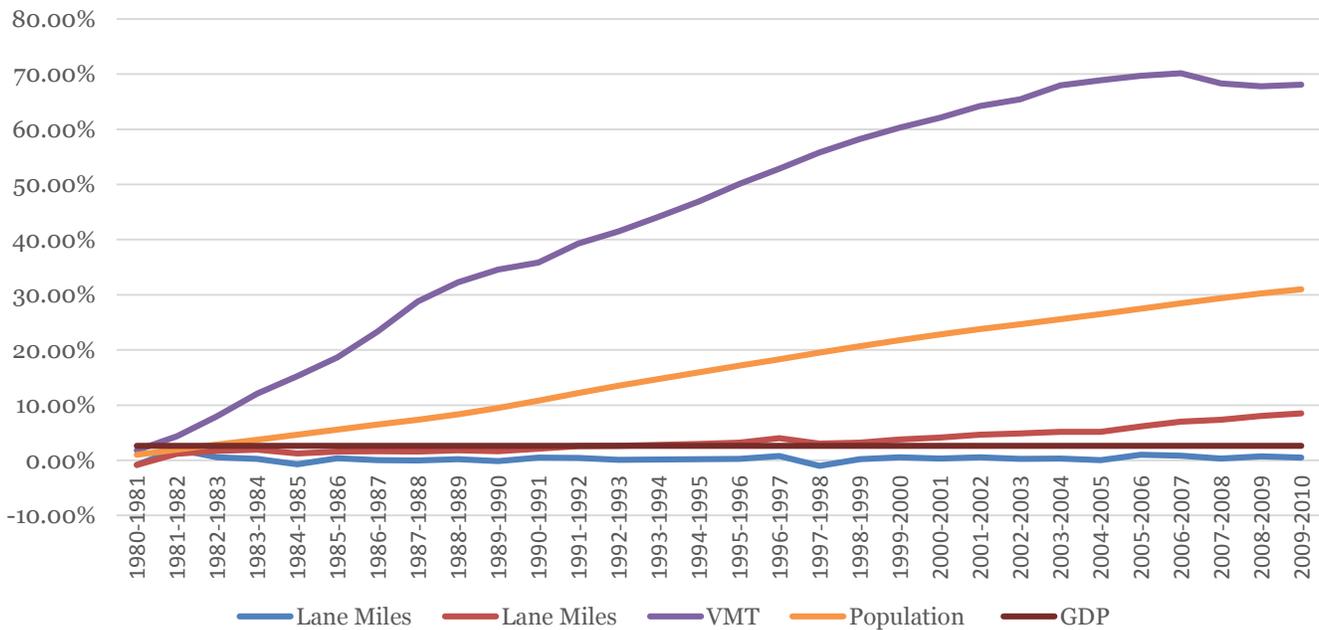
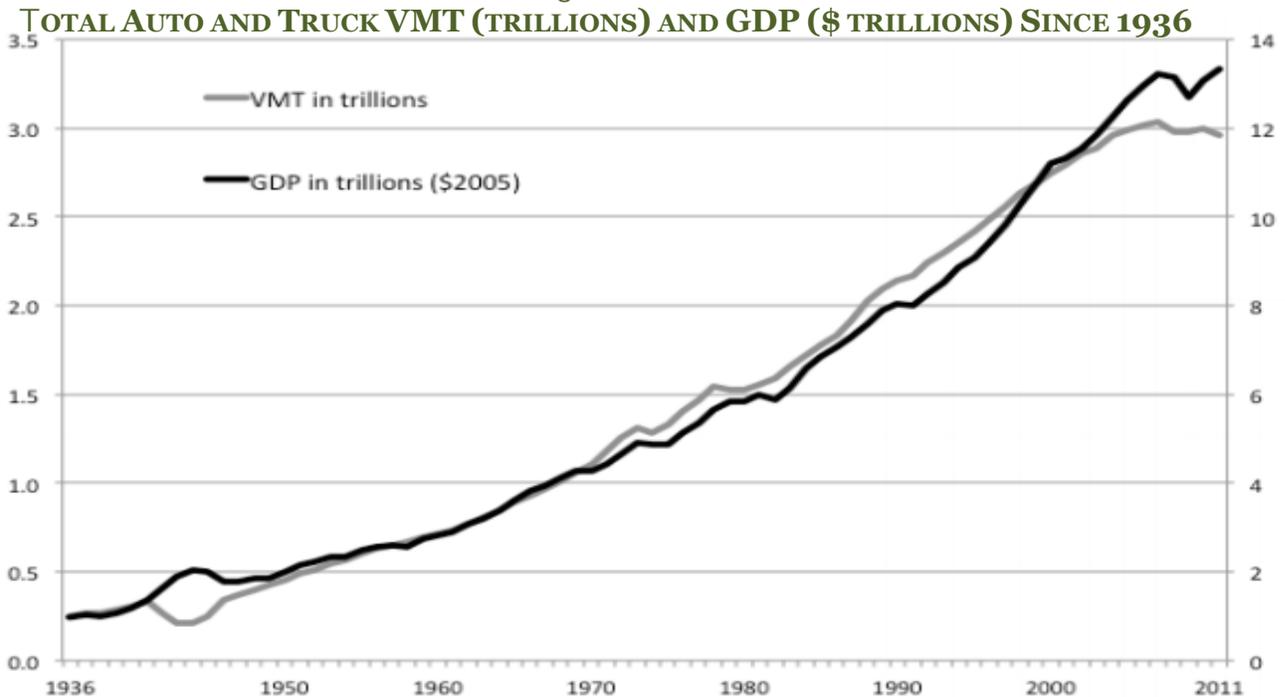


Figure 4.2

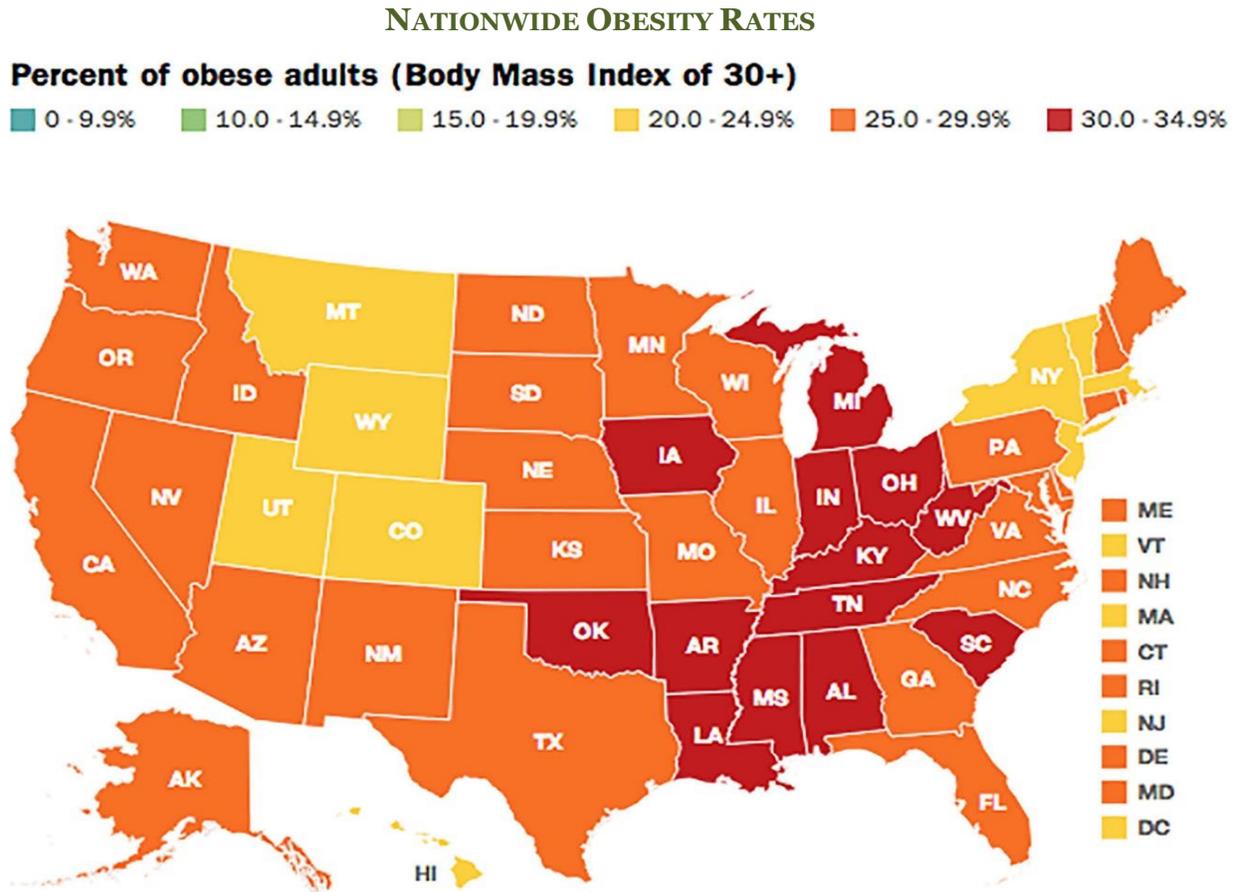


### Health and Wellness

The United States is facing a myriad of health concerns. The U.S. ranks among the highest in obesity rates worldwide, as illustrated by Figure 4.3. Many have pointed to the sedentary lifestyle associated with auto-oriented development as a primary factor in this epidemic. Bicycle and pedestrian-friendly communities such as Minneapolis-St. Paul and New York City tend to score higher on health statistics due to higher levels of physical activity. In locations where non-auto travel is difficult or infeasible, health problems are aggravated because physical exercise is not as easily incorporated into daily activities.

Obesity rates are particularly troubling among younger Americans. Many indicators suggest that the current youngest generation will have shorter life spans than their parents on average. The Centers for Disease Control and Prevention (CDC) now recommends healthy community design, active transportation and public transportation, and good air quality in order to promote public health. These troubling signs will be a factor in the development of the future transportation system.

**FIGURE 4.3**



Organizations and communities in the MAPA region such as Live Well Omaha and county health departments are working to improve health in the metro area. In the spring of 2010, Douglas County was awarded a 5.7 million dollar grant to fight childhood obesity. Some of the money will be used for transportation related projects such as community trails, more parks and green spaces, as well as an update to the Transportation Element of the City of Omaha Master Plan with special emphasis on active transportation.

Increasing Retirees

The growing number of senior Americans will dramatically rise in the coming years as the members of the baby-boomer generation enter retirement. Many elderly people are unable to drive or do not own a motor vehicle. Therefore, increasing transportation options is of particular importance to this segment of the population.

In recognition of this, seniors' organizations have taken an interest in transportation and community design. For example, AARP is strongly promoting the Complete Streets approach to road design. Given the high growth of this population segment in the coming decades, the accessibility of the transportation system will continue to be a major issue of concern.

### Environment

Motor vehicle transportation results in emissions that decrease air quality. Pollutants caused by vehicles include carbon monoxide (CO), nitrous oxides (NO<sub>x</sub>), sulfur oxides (SO<sub>x</sub>), hydrocarbons, volatile organic compounds (VOC), and particulate matter (PM).

Ground level ozone (O<sub>3</sub>) is currently of particular concern to the MAPA region. Ozone is the result of the combination of NO<sub>x</sub> and VOCs. Recent studies show that humans are more negatively impacted by ground-level ozone pollution than previously understood, which has led the EPA to reduce the ozone standard. Given this reduction, the MAPA region is in danger of falling into non-attainment air quality status if ozone levels reached at some points in the past decade are reached again. MAPA is coordinating with the Nebraska Department of Environmental Quality (NDEQ), Iowa Department of Natural Resources (IDNR), and local jurisdictions in a public education and outreach effort, like our Little Steps Big Impact Campaign, to reduce ozone and mitigate going into non-attainment. The new standard was announced in the fall of 2014.

If the metro area receives a non-attainment designation, this can have major implications on economic development. Additionally, offsetting technology and measures will need to be put into place to reduce the level of O<sub>3</sub> in the air. Go to [www.LittleStepsBigImpact.com](http://www.LittleStepsBigImpact.com) for more information on this important issue for the area.

There is also concern about the impact of greenhouse gases (GHGs) in affecting climate change. Motor vehicles produce carbon dioxide, which are presumably partly responsible for increases in carbon dioxide levels in the atmosphere.

As will be discussed in the following segment, decentralized, auto-oriented development also consumes a large amount of valuable farm land that is needed to grow crops and resources. Transportation and land use should be coordinated to minimize development on "greenfields," which is previously undeveloped land.

Auto makers are starting to introduce new alternative-fueled cars into the market. Currently there are some commercially available options already in existence such as ethanol / E-85, compressed natural gas (CNG), and hybrid electric vehicles such as the Toyota Prius and Honda Insight, and the Nissan Leaf among many other models. The introduction of cleaner, 'greener' vehicles will help to mitigate some of aforementioned environmental concerns associated with auto-oriented development.

#### **4.4 URBAN FORM AND TRANSPORTATION**

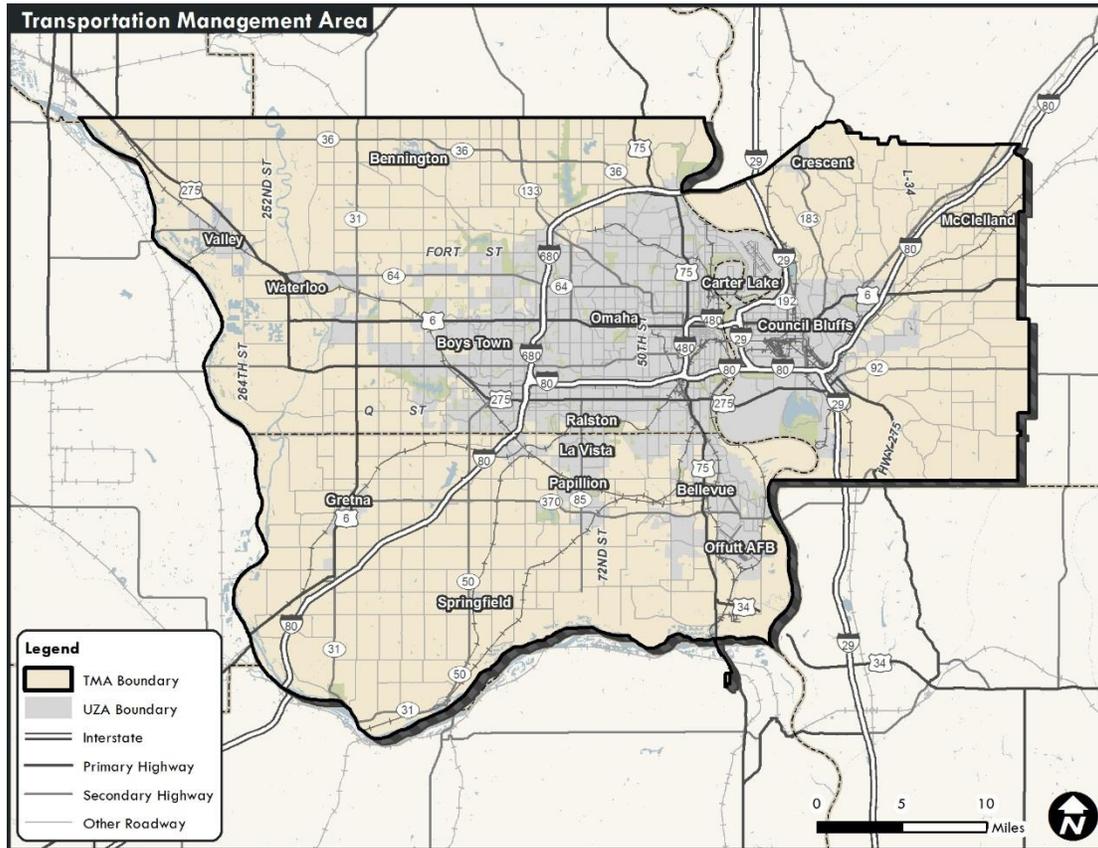
The transportation system influences the character and shape of the region's urban form. For instance, the role of transportation in decentralization is often cited. In this scenario a new high speed facility such as a freeway or commuter rail line is constructed that decreases travel times between a distant suburb and an urban employment center. This causes the suburban area to become a more viable option for commuters. Developers and elected officials respond to the new market demand and create new residential areas, which is followed by retail and commercial services to support the residents. In this example, the new transportation facility became the catalyst to the land use development.

However, the opposite can also occur. A new suburban area might be highly desirable for any number of reasons (*e.g.*, good school district, political boundary, attractive development, etc.), but not have the transportation infrastructure necessary to support the development. Congestion occurs as the population grows, and transportation improvements become necessary to provide for the residents' needs. In this case, the development occurred independent of transportation and the infrastructure must be incorporated later.

Due to the concerns cited above surrounding low-density, auto-oriented development, there are many efforts to increase population densities. This would reduce land consumption and make alternative transportation modes more viable. The City of Omaha and the Omaha by Design organization undertook a policy initiative called "Environment Omaha," which included an Urban Form and Transportation portion. This plan called for Omaha to increase population density from the current 3,218 people per square mile to 4,500 people per square mile within 20 years. This would be a reversal of recent trends which have led to a sharp decline in density; in 1950, the City of Omaha had a population density of approximately 6,000 people per square mile.

Urbanized areas are regions defined by the Census Bureau with concentrated development. Specifically, the Census Bureau used the threshold of core Census blocks with a population density of at least 1,000 people per square mile and surrounding census blocks that have an overall density of at least 500 people per square mile. The green lines on Figure 4.4 shows the urbanized area in the greater Omaha-Council Bluffs area.

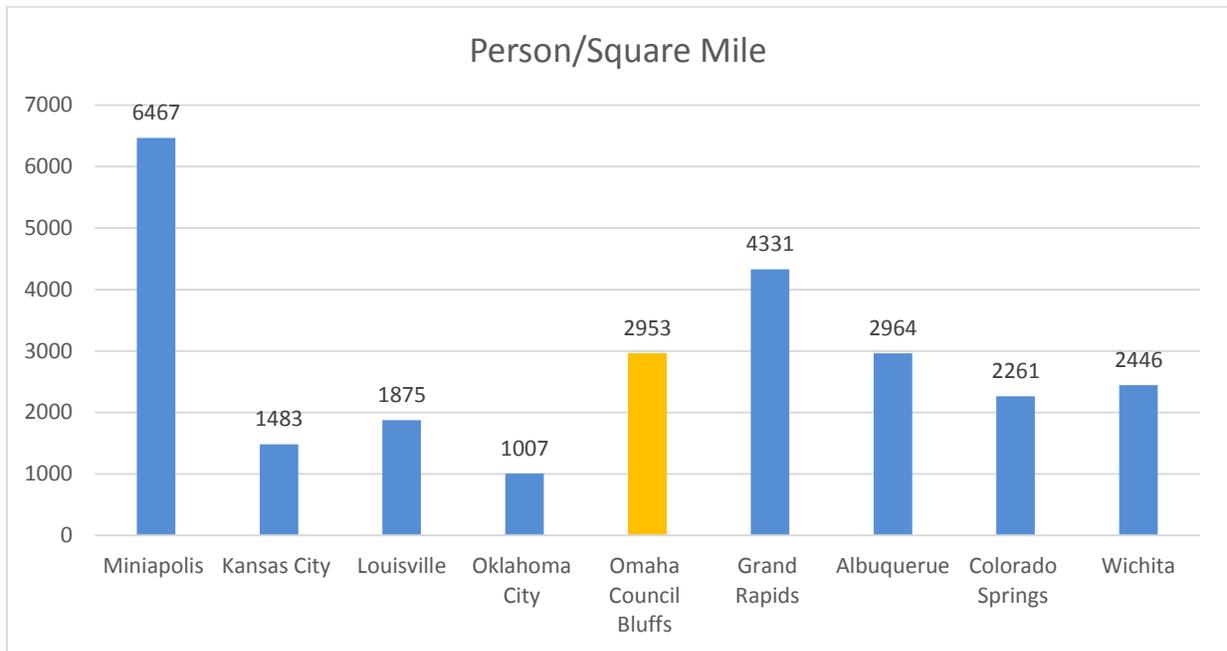
**FIGURE 4.4**  
**OMAHA-COUNCIL BLUFFS URBANIZED AREA BOUNDARY**



Urbanized area boundaries are often used to measure population densities, because larger definitions of metropolitan areas often include large amounts of rural land. Urbanized areas give a more accurate picture of population density within the developed portion of a region.

The population density in 2010 for the Omaha-Council Bluffs urbanized area was 2,368 people per square mile. This is nearly 900 people per square mile less than the density for the City of Omaha alone cited above. When compared to some peer regions, the Omaha-Council Bluffs urbanized area has a higher population density than our peer urbanized areas, as illustrated in Figure 4.5:

**FIGURE 4.5**  
**POPULATION DENSITY VS. PEER REGIONS<sup>3</sup>**



Population densities tend to be higher in the MAPA region than many peer regions due to a multitude of factors. Nebraska State law grants metropolitan class cities (*i.e.*, the City of Omaha) broad annexation powers relative to many other states. The City of Omaha has used this authority to annex formerly autonomous cities such as Benson, Millard, and, most recently in 2007, the former City of Elkhorn. This annexation policy has provided the City with the tools necessary to maintain a contiguous development pattern, and avoided “leapfrog” style development (far-flung islands of development that are not adjacent to existing development) frequently seen in other metro areas. The City of Omaha uses the provision of infrastructure in addition to zoning regulations to control development in this manner. Also, lot sizes in most subdivisions in the MAPA region are relatively modest and large lot (acreage) development is somewhat limited.

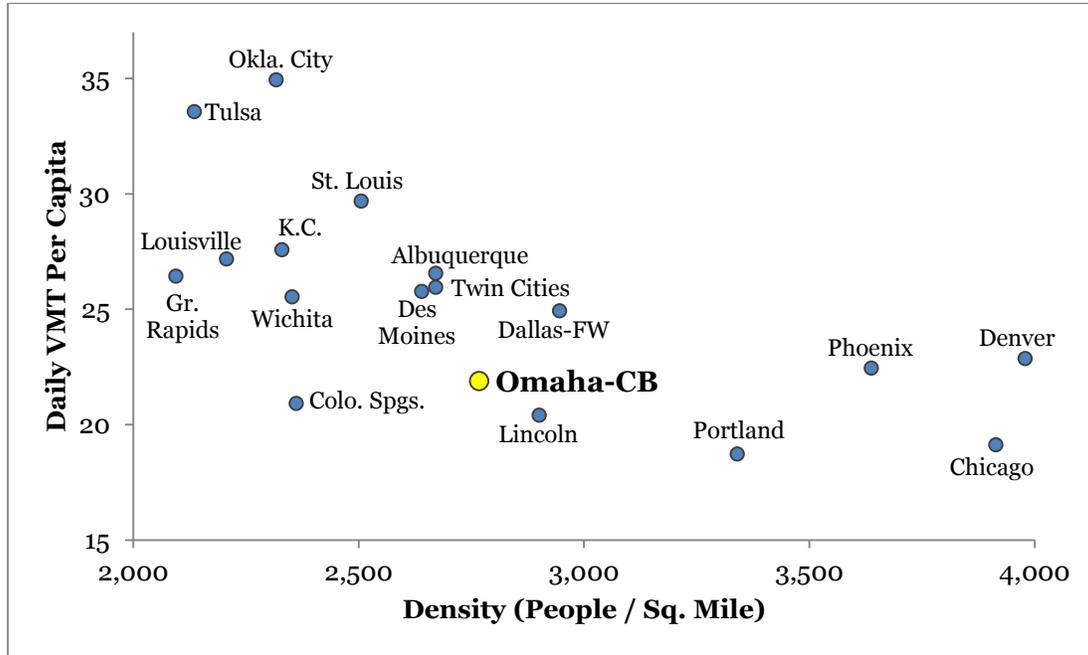
Population densities typically affect the amount of vehicle miles traveled (VMT) in a region. Where densities are higher, trip origins are closer together, which results in shorter car trips and makes alternative modes of transportation such as mass transit more effective. Consequently, VMT tends to be lower than in areas with lower population densities.

This relationship is confirmed statistically when population densities are compared with *per capita* VMT for various metro areas. In Figure 4.6 these numbers are shown for the Omaha-Council Bluffs urbanized area and the peer regions that have been used in other figures, as well as other metro areas that are included for the sake of comparison. Note

<sup>3</sup> 2013 American Communities Survey, U.S. Census Bureau, 2014

the overall trend downward and to the right, indicating that as population density increases, *per capita* VMT tends to decrease:

**FIGURE 4.6**  
**VMT PER CAPITA VS. DENSITY - PEER REGION COMPARISON**



While the urbanized portion of the MAPA TMA is already more densely populated than many similarly-sized regions, increasing population densities will help the metro area achieve its goal of creating a more balanced, multi-modal transportation system. This will create benefits for the environment, improving public health, and reducing many costs of infrastructure that accompany auto-dependent development.

On the other hand, while drivers tend to drive less as densities increase, this reduction can be offset by more drivers competing for the same road space. Therefore, in the absence of robust transportation alternatives, higher population densities can exacerbate congestion.<sup>4</sup> The majority of travel in the MAPA TMA for the foreseeable future will continue to be done by motor vehicle, since this occurs even in metro areas with robust alternative transportation options. Consequently, attempts to create a more balanced transportation system should not impede the regional goal of maximizing accessibility and mobility.

#### 4.5 MULTI-MODAL DEVELOPMENTS

There are many actions that communities can take to create developments that are more amenable to alternative modes of transportation. 50% of all trips are three miles or less and over 25% of trips are one mile or less. However of these trips under one mile, 65%

<sup>4</sup>Paul Sorensen, "Moving Los Angeles," *Access* 35 (Fall 2009): 16-24.

are taken by motor vehicle. It is also worth noting that a full one-third of Americans cannot drive. This includes about 20% of Americans over 65, all children under 16, and many disabled and low income Americans who cannot afford automobiles. In order to create a transportation system that serves the needs of all residents, communities in the MAPA region should be truly multi-modal.

By following the following action steps, cities and counties can design developments to accommodate all modes of transportation:

### Connectivity

- Sidewalks and trails should connect to nearby developments, shopping areas, and access to mass transit.
- Incorporate context sensitive or Smart Growth principles in the street circulation network and functional classification as proposed by CNU-ITE.<sup>5</sup>
- Shorten block lengths and limit cul-de-sacs as long, isolated streets discourage walking.
- On longer blocks, dedicate right-of-way for pedestrian connections between lots.
- Connect any parks, commons, or green spaces with sidewalks and trails.



### Walkability

- Make streets safer for pedestrians by lowering speeds through narrowing streets, reducing speed limits, and using other traffic calming techniques.
- Provide separation between streets and sidewalks, especially on streets with higher speeds (greater than 25 mph).
- Plant trees between sidewalk and street to provide shade and buffer pedestrians from traffic.
- Provide good disability access to streets in all directions.



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<sup>5</sup> Brian Bochner & Fred Dock, "Street Systems and Classifications to Support Smart Growth," 2<sup>nd</sup> Urban Street Symposium (Anaheim, CA), July 28-30, 2003.

Bicycle-Friendly

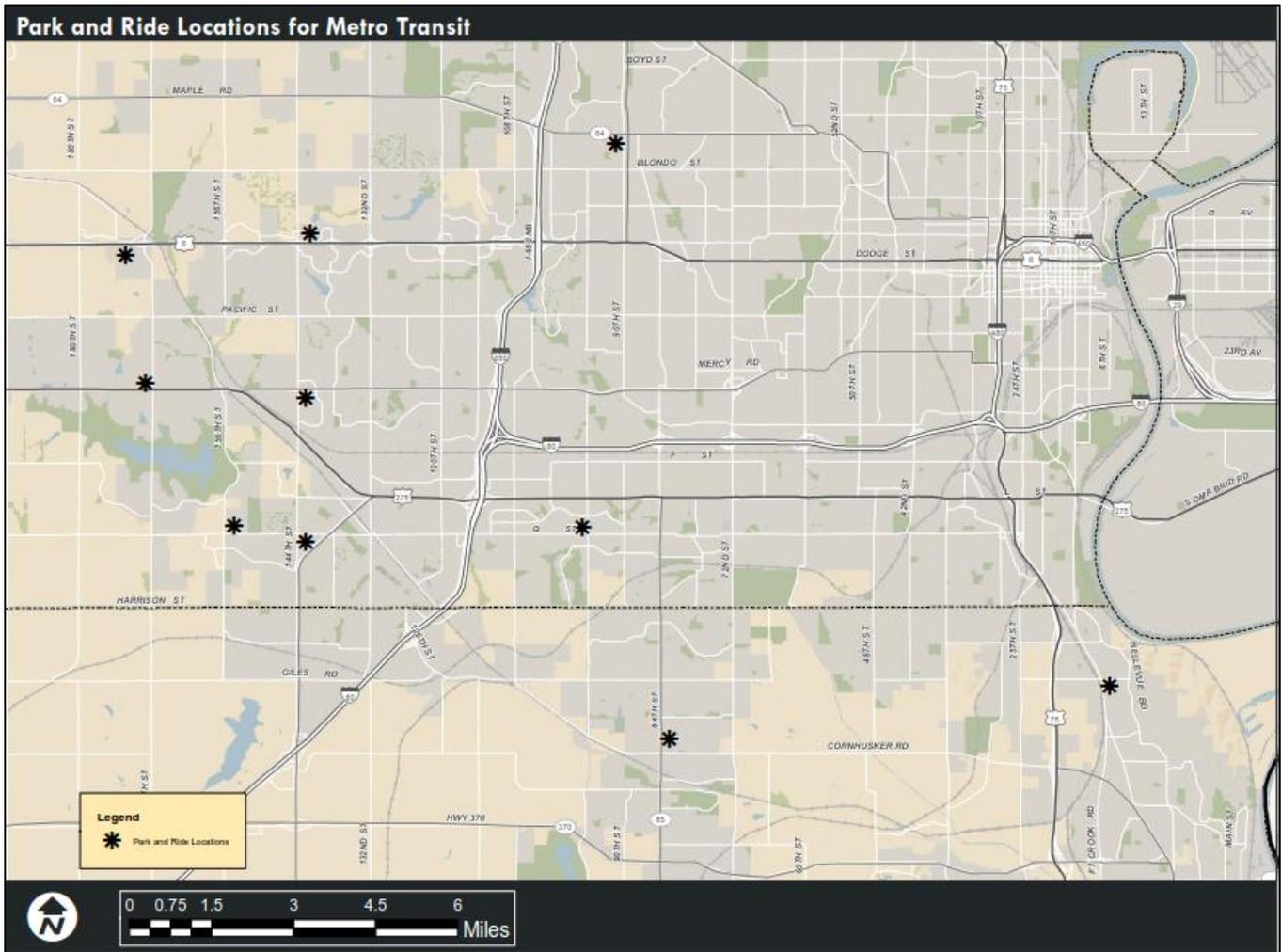
- Construct wide sidewalks (5' or wider) where possible, especially on “collector” streets that connect to external arterial streets or parks and schools within the development.
- Identify bicycle routes with signs and striping on the road such as “sharrows.”
- On higher traffic facilities, give consideration to creating segregated bike lanes.



Transit-Friendly

- Incorporate transit-oriented development (T.O.D.) principles, such as integrating transit stops into new mixed-use centers.
- Create “transit-proximate development” by clustering higher density development within reach of mass transit.
- In suburban areas with lower densities, work with local transit agencies to provide innovative transit uses such as circulators,, and bus rapid transit (BRT) lines that are more appropriate to suburban or exurban contexts.
- Currently there are several Park and Ride Lots in the Omaha Area that serve many of the denser suburban areas a map of which is included on the next page.





## 4.6 COMPLETE STREETS

“Complete Streets” is a term used nationally to describe the transformation of vehicle dominated thoroughfares in urban and suburban areas into community oriented streets that safely and conveniently accommodate all modes of travel, not just motorists. Complete street concepts include considerations for better accommodation of all roadway users using the following elements:

- Roadways are designed to relate to their context and land use objectives
- Safer and more convenient walkways, sidewalks, and crosswalks
- Safer and more convenient bikeways
- Access management to improve public safety and reduce congestion (see more in Section 5.5)
- Mixed land uses that have direct frontage to the street and provide easier access for non-motorized modes of travel (especially in urban areas)

Transforming major urban thoroughfares into complete streets is complicated, requiring a diverse range of skill sets and broad support from the community. Fortunately, other metropolitan areas have demonstrated success stories that have been translated into guiding documents.<sup>6</sup> Successful complete street transformations require community support and leadership, as well as coordination between various disciplines. It is also important to have an interconnected network of major and minor streets with some redundancy in traffic capacity on parallel major streets.



Complete Streets principles Complete Street and New Urbanism inspired developments including pedestrian and bike friendly streets, continuous sidewalks, and mixed use zoning, have been done in several areas in Omaha including:

- Village Pointe
- Midtown Crossing
- Akasrben Village
- The Shops of Legacy

#### **4.6.1 STREET REALMS**

Complete streets can be viewed in terms of three basic zones or realms.

##### Context Realm

The context realm of a complete street is defined by the elements that frame the major roadway. Identifying distinct qualities of the context realm requires focusing on several key areas. Consideration should be given to all of the following with modifications as appropriate to fit the specific context of the area.

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<sup>6</sup> Detailed guidance comes from a joint effort of the Institute of Transportation Engineers and Congress for the New Urbanism. Best practices have been published as “Context-Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities.”

- *Building Form and Massing:* To enhance an already high quality street design and new buildings should be placed close to the street in order to frame the public space.
- *Architectural Elements:* Consider building placement adjacent to the major roadway.
- *Transit Integration:* Land use and zoning policies should foster transit-oriented development (TOD) and increase access to alternative modes of travel.
- *Site Design:* The complete street truly is integrated into the surrounding environment when the interface between the site and the street is complementary to the pedestrian environment created along the entire corridor.

### Pedestrian Realm

The pedestrian realm of a complete street extends between the outside edge of sidewalk and the face-of-curb located along the street. Safety and mobility for pedestrians within this realm is predicated upon the presence of continuous sidewalks along both sides of the street built to a sufficient width for accommodating the street's needs as defined by the environment.

Recommended design elements for promoting a healthy pedestrian realm generally focus on one of four areas of concentration: pedestrian mobility, quality buffers, vertical elements, and public open space. Together, these best practices can be implemented in both urban and suburban environments, to varying degrees, for promoting healthy pedestrian environments.<sup>7</sup>

- *Pedestrian Mobility:* The presence of a comprehensive, continuous pedestrian network serves as the foundation for fostering a walkable community that supports active transportation and mode choice. Sidewalks provide clear zones to accommodate pedestrian travel.
- *Quality Buffers:* Providing separation between pedestrians and moving traffic greatly enhances the character of the pedestrian realm.
- *Vertical Elements:* Vertical elements traditionally incorporated into the pedestrian realm include street trees, pedestrian-scale street lighting, and utilities.
- *Public Open Space:* Specific design elements incorporated into the pedestrian environment should reinforce the area as a public space and provide opportunities for visitors to enjoy the character of the corridor.

### Travelway Realm

The travelway realm of a street is defined by the pavement area that traditionally accommodates the travel or parking lanes needed to provide mobility for bicycles,

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<sup>7</sup>Institute of Transportation Engineers, "Recommended Practice: Context-Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities," 2006.

transit, and automobiles sharing the transportation corridor. Recommended design elements incorporated into the travelway realm serve to achieve greater balance between travel modes sharing the corridor and favor design solutions that promote human scale for the street and minimize pedestrian crossing distance.

- *Multimodal Corridors*: Balance between travel modes within the same transportation corridor fosters an environment of choice for mobility that could lead to reduced congestion on major roadways and a healthier citizenry.
- *On-Street Bicycle Lanes*: Bicycle lanes (typically 5 to 6 feet wide) should be considered for designated bike routes when vehicle speeds range from 35 to 45 miles per hour.
- *Median Treatments*: Medians are often incorporated into the travelway realm to provide dedicated left turn lanes, opportunities for landscaping, and pedestrian refuge at crossings.

### Geometric Design in Walkable Urban Areas

An important goal of the Complete Streets approach is creating “walkable” or “livable” communities. While some traffic facilities such as freeways and principle arterials are designed for the primary purpose of moving large amounts of vehicle traffic quickly, Complete Streets recommends features that often reduce travel speeds along corridors that have been identified for bicycle and pedestrian travel.

In 1996, the Federal Highway Administration (FHWA) published Flexibility in Highway Design, a guide that provides methods and examples of ways to balance safety and mobility with environmental, cultural, and historical concerns. Furthermore, in 2006 the Institute of Traffic Engineers in cooperation with the FHWA, the U.S. Environmental Protection Agency and the Congress for New Urbanism developed a proposed recommended practice for designing major urban thoroughfares for walkable communities. Geometric design in urban areas should utilize the inherent flexibility contained within existing design guidelines to achieve greater compatibility between transportation and land use.

The following proposed geometric design variables can be incorporated to calm traffic in multi-modal corridors and create walkable urban areas.

- “Design Speed” can be more closely related to the “Actual Speed” reducing the need for overcompensation for errant driving typical for highways.
- Consider design for slower vehicular traffic which would provide smoother flow of vehicles for a safer and more effective traffic flow.
- Consider Road Diets on thoroughfares with available vehicle capacity or too little pedestrian or bicycle capacity. Road diets should be used to balance the needs for multiple modes when necessary.
- Sometimes a slight reduction in level of service may be necessary to accommodate efficiencies in other modes.

- Consider design for a “dense grid network” with suitable block length for pedestrian activity. Traffic modeling should include analysis for the dense grid infrastructure.
- Eliminating free flow right turn lanes should be a consideration.
- Curb extensions can be provided at intersection to shorten pedestrian crossing distance.
- Consider maintaining and/or providing on-street parking to calm traffic and buffer the sidewalk areas.
- Consider utilizing street trees and or a continuous row of pedestrian scaled lighting to narrow the perceived width of the roadway section in order to calm traffic.
- When bike lanes are provided it may be beneficial to use wider outer lanes to accommodate a striped bicycle lane while providing a narrower vehicle lane. The effective lane width serves a dual function of calming vehicle traffic and improving vehicle facilities. Bicycle lanes also provide for emergency snow storage during the seasonal extremes.

#### **4.6.2 GREEN STREETS**

The MAPA TMA is very street heavy. Omaha alone has over 2,000 miles of streets. Because streets are such a large portion of total public space in the MAPA area, many are finding it vital to make sure streets and corridors are attractive, functional, and efficient.

To help address this need, the Green Streets approach has been adopted. The Green Streets approach for the MAPA TMA includes:

- Improved traffic safety
- Increasing property values
- Increased pedestrian and bicycle access
- Better storm water management
- Upgraded development
- Better image and community marketing

A main view in the Green Streets approach is to consider the function of streets (to move traffic and people) in combination with creating a designed environment that is a positive public space. This can be done in several ways: adding foliage and other green elements to the space, road dieting, etc.

To help address the need for Green Streets in the area a task force has been formed. This group will aid in the process of establishing a Green Streets plan, present standards, and establish a process to help key decision makers implement Green Streets in the area.

There are already some Green Streets in the MAPA TMA. One example is Farnam Street from 10<sup>th</sup> to 13<sup>th</sup> Streets. However, many streets can be improved. When contrasting Farnam to Cuming Street from 30<sup>th</sup> Street to Saddle Creek Road, the differences in environment and look are noticeable.<sup>8</sup>

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<sup>8</sup> RDG Planning and Design, “Green Streets for Omaha,” 2008.

For more information on Green Streets for Omaha, go to [www.OmahaByDesign.Org](http://www.OmahaByDesign.Org).

#### **4.6.3 COMPLETE STREETS POLICY FOR THE MAPA REGION**

With the adoption of last LRTP, the Regional Transit Vision and the Bike – Pedestrian Plan there have been a number of priority corridors identified. Future project based on these plans can implement the use of complete street principals and promote alternative modes of transit including pedestrian and bike usage. With the continued development of the Heartland 2050 Plan and growing interest in areas like Midtown, Dundee, OldMarket, Aksarben Village and other mixed use developments the MAPA region will likely see an increase in the construction and renovation of walkable and bike able areas. After selection of these corridors, any projects in these corridors could be designed in accordance with Complete Streets principles and considerations. This includes establishing bicycle and pedestrian ways in new construction and reconstruction projects, unless the cost would be excessively disproportionate to the need or probable use or if additional right-of-way creates an unreasonable impact upon adjacent land use.

MAPA will strive to provide opportunities for local engineers and planners to participate in training in Complete Streets and Context Sensitive Solutions approaches. Future planning efforts should identify desirable areas to “retrofit” with a Complete Streets approach, which limits costs compared to user benefits. This policy leaves open the possibility to implementing Complete Streets on a region-wide basis at a later date, should it be required by federal law or desired by the MAPA region.

Beyond the policy set forth in this update of the Long Range Transportation Plan, other important policy documents that should reflect complete street policies or enabling language include:

- Local Comprehensive Plans
- Local Transportation and “Green Streets” Plans
- Area Plans (for the applicable area served by the complete street)
- Park Master Plans (if adjacent to the corridor)
- Economic Revitalization/ Development Strategies
- Urban Design Standards
- Internal Departmental Policies and Procedures

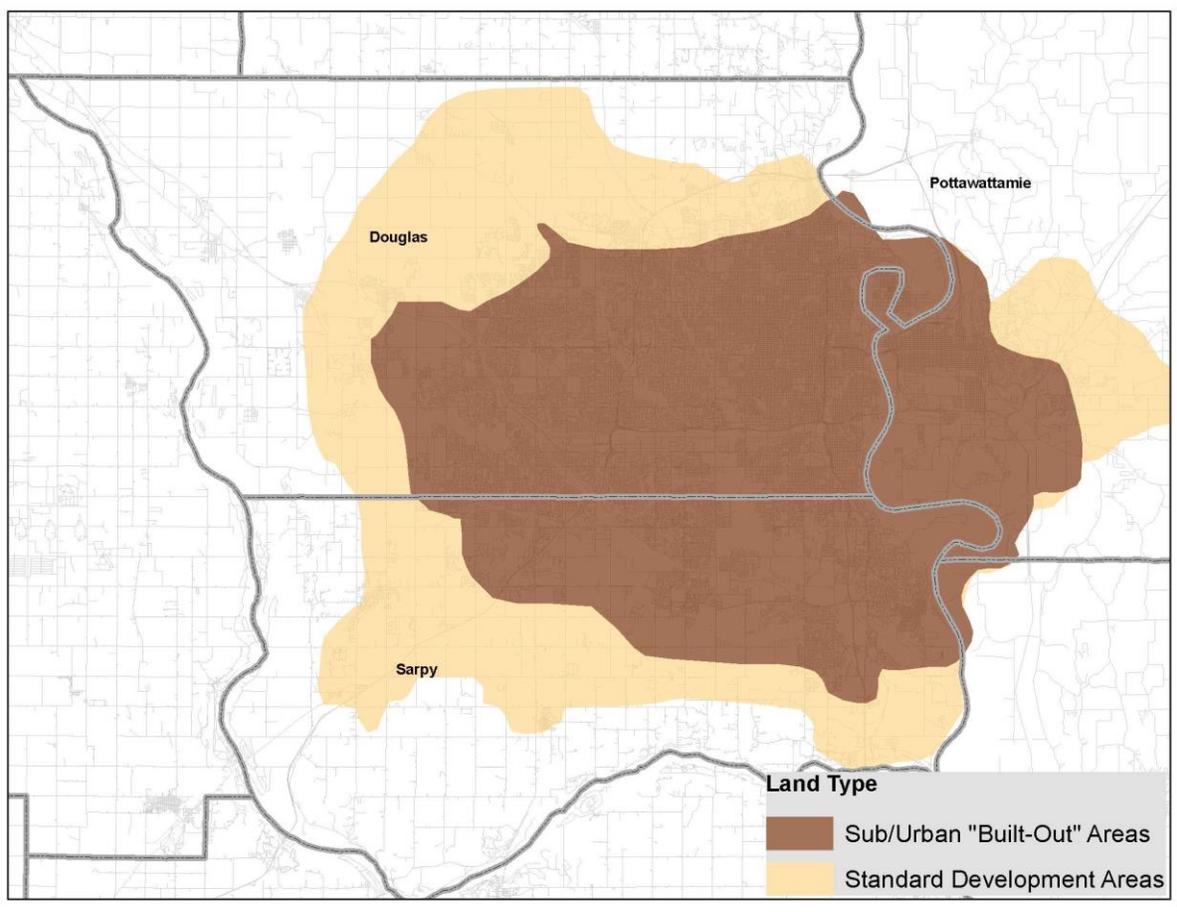
## 4.7 FUTURE GROWTH SCENARIOS

In MAPA's Metro Beltway Feasibility Study, completed in March 2010, several future growth scenarios were developed and analyzed. The assumptions for each scenario are explained below:

### Status Quo

Future development and densities follow the local comprehensive plans in the region. These plans show some increases in densities and mixed use developments, but do not differ dramatically from development that has been constructed in recent decades. The assumed densities in this scenario are approximately 3 units per acre. This scenario is the basis of the socio-economic projections utilized in MAPA's travel demand model discussed in Section 7. Figure 4.7 shows a map of Future Land Uses gathered from local comprehensive plans in the MAPA TMA:

**FIGURE 4.7  
STATUS QUO LAND USE SCENARIO**

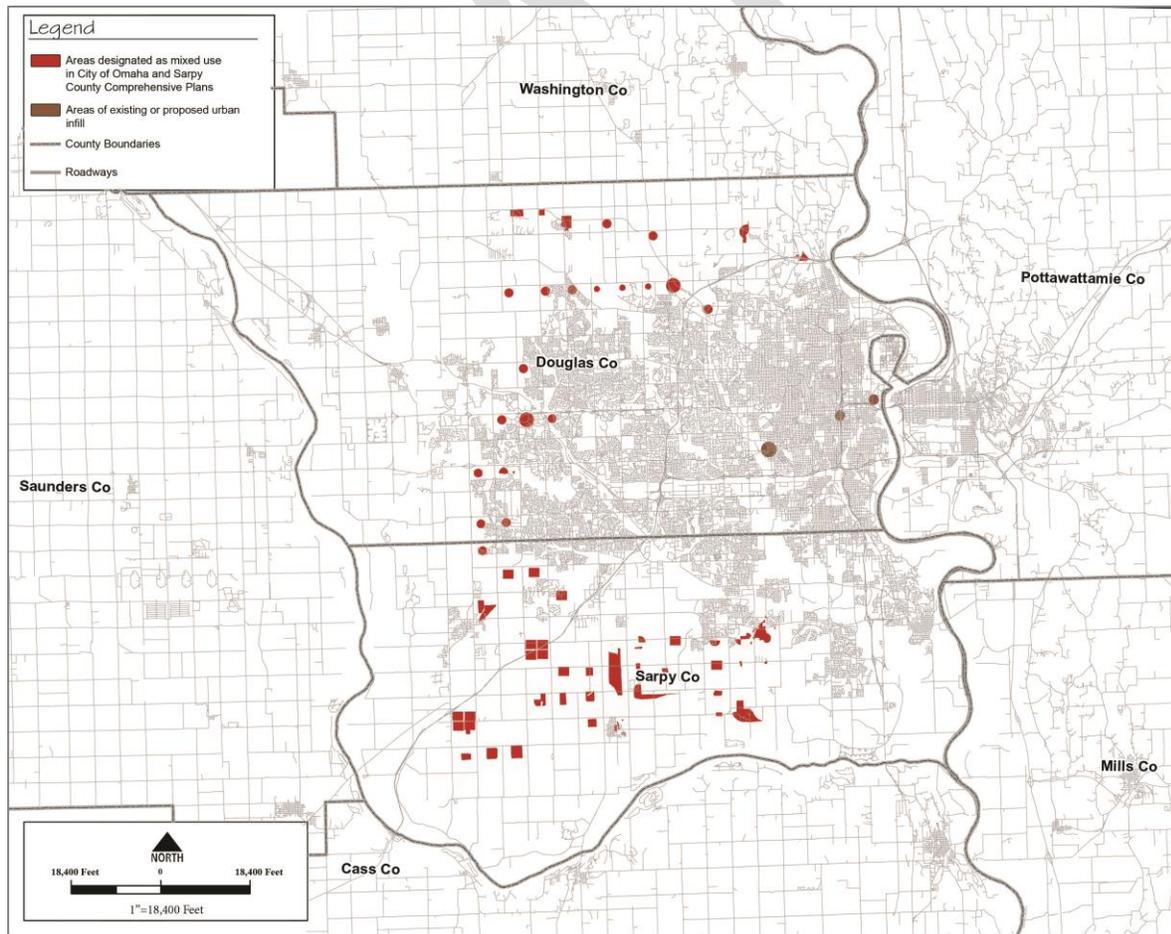


Targeted Density

This scenario includes clustering higher density development around mixed-use nodes. The overall densities for this scenario are about 5 units per acre. Nationwide trends have seen an increase in popularity in these developments that include office, retail, and residential uses within walking distance. Market demand for these is expected to continue to grow due to demographics. Many baby boomers that are entering retirement age that like to forego the maintenance associated with a single-family home and enjoy the activities in a mixed-use center.

Both nationally and locally, the percentage of total households with children has been falling, while the percentage of single person households has been increasing (see discussion of household size in Section 2). This would also indicate a larger demand for this type of development. Recent successful examples of these mixed-used developments in the MAPA region include Aksarben Village, Midtown Crossing, and Riverfront Place. Figure 4.8 identifies the areas designated as mixed-use centers in the City of Omaha and Sarpy County Comprehensive Plans:

**FIGURE 4.8**  
**TARGETED DENSITY LAND USE MAP**



### Transit Oriented

The Transit Oriented scenario looked at what could be expected should the MAPA region undertake a major investment in a 50-mile light rail transit system. Such a project would dramatically alter transportation and land use in the metro area as it is known today. High density development along light rail lines would likely occur, with large mixed use nodes including residential, retail and office uses of at least 12-units per acre surrounding transit stops (this estimate is conservative, as densities around transit stops in Chicago range from 15 to 30 units per acre). Growth in the urbanized areas would presumably be less decentralized in this scenario, although projections outside the urbanized areas were not changed since people choosing to live in a semi-rural/exurban environment would presumably not desire to live in a high-density area along a transit line

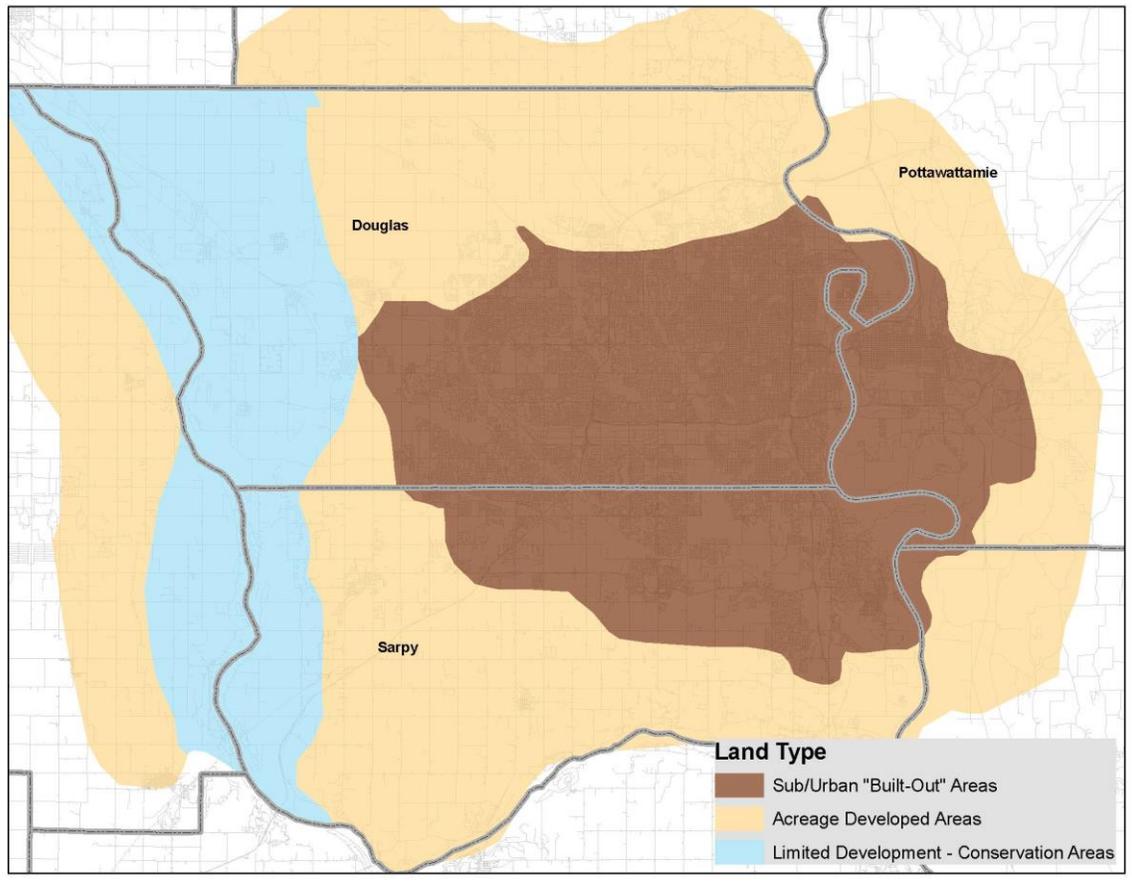
Note that there are no current plans for such a transit project, and that this scenario would require significant political changes and extensive redevelopment costs, which were not included in the analysis performed for the Beltway Study, making the scenario highly unlikely to occur in today's environment.

### Sprawl

This scenario examined what would occur if the region developed in a less dense, more suburban or exurban pattern, which is commonly referred to as "sprawl." This scenario would result in a worsening effect on regional goals such as reducing infrastructure costs, creating a more balanced multi-modal transportation system, and decreasing emissions and land consumption. On the other hand, there is still a large market for low-density development, such as acreages. The survey at the completion of the Beltway study indicated that 57% of respondents in the MAPA region would choose a less dense area if they were to change residences. As consumer preferences can sometimes conflict with public policy goals, it is important to analyze the impacts of this scenario even if no governments in the MAPA TMA currently plan to increase low-density development or "sprawl."

Figure 4.9 shows the areas that would be fully built out by 2035 in this scenario versus what would be built out by 2035 in the *Status Quo* scenario. Clearly, the 2035 sprawl scenario in Figure 4.9 compared to the status quo in Figure 4.7 is dramatically different as sprawl is projected to be greatly increased.

**FIGURE 4.9**  
**LAND USE AND METRO AREA SPRAWL SCENARIO**  
**YEAR 2035 OUTCOME**



## Conclusions

Following MAPA's Metro Beltway Feasibility Study, this Long Range Transportation Plan proposes a three-pronged policy approach to meet the future transportation needs:

- Regional **LAND USE POLICIES** affect transportation, and should be coordinated with transportation investments. Targeted density residential and commercial mixed-use developments and promoting infill will result in a more efficient use of land and make alternative modes of transportation more feasible.
- Enhancing **TRANSIT** ridership in the region would also help to alleviate future congestion and create a more balanced, multi-modal system. A comprehensive transit study should be conducted to test transit opportunities in greater detail and establish reasonable goals and objectives for more robust transit service in the region.

- Without major investments, the transportation system's performance is likely to degrade in the coming decades, resulting in millions of dollars in added costs due to increased travel times and congestion. Maximizing mobility and accessibility has been identified as a regional goal, and land use policies and transit investment will not remove the need for additional investment in the roadway system. Even in cities that emphasize transit and have comparably high transit ridership, the vast majority of travel still takes place using personal vehicles. Therefore, in addition to strategies to create a more robust multi-modal transportation system, investment in additional **ROADWAY CAPACITY** will remain necessary in the future.

DRAFT

# Street, Highway, & Bridge

## 5.1 INTRODUCTION

The network of streets, highways, and bridges represents the primary form of transportation in the MAPA TMA. From residential streets to interstate freeways, it is utilized daily by the vast majority of residents in the metro area to get from point A to point B. In recent decades, hundreds of millions of dollars have been spent to construct and maintain the system that exists today. Ensuring that the roadway system continues to be safe and provides a high degree mobility for residents and businesses is critical to the region's future.

The MAPA LRTP provides the metro area with a roadmap for anticipated transportation improvements. While the 25-year planning timeframe inherently carries with it a high level of uncertainty, it is nonetheless important to periodically assess the region's transportation system and evaluate long range plans and goals. Furthermore, projects must be listed in the MAPA LRTP in order to be eligible for federal transportation funds.

As noted in Section 4's discussion of traffic trends, traffic levels have grown rapidly in recent decades in the MAPA region. Traffic growth has slowed of late, and since 2008 has remained essentially stable in most portions of the metro area. Nevertheless, it is anticipated that traffic growth will resume in future years as the region's population and employment continue to expand. Traffic increases will probably never reach the growth seen from the 1970s to the 1990s. During that time women entered the work force in large numbers, which contributed significantly to daily traffic volumes. That increase has since stabilized as the percentage of women entering the workforce has plateaued.

Even with the recent stabilization in traffic volumes, the metro area has failed to keep pace with new suburban growth. Needed improvements to the roadway system still lag behind residential, commercial and retail development. This section will list these current needs, as well as likely future needs to provide an effective transportation system.

## 5.2 ROADWAY SYSTEM IN THE MAPA REGION

As of early to mid-2010, Douglas, Sarpy, and Pottawattamie Counties have approximately 560,000 licensed drivers, (including permits). These three counties cover an area slightly larger than the MAPA TMA, as only the western, more populous portion of Pottawattamie County is contained in the TMA. Of the metro area's drivers, approximately 67% (376,000) are in Douglas County. 21% (118,000) are in Sarpy County, and 12%, or just over 65,000, are in all of Pottawattamie County.

To accommodate these drivers, state and local governments operate and maintain approximately 5,500 centerline miles and 11,347 lane miles of streets, highways, and bridges in the MAPA region. These facilities also serve as the primary thoroughfares for freight and goods movement that supply the regional and national economies.

### **5.2.1 FREEWAY SYSTEM**

Freeways are roadways characterized by high travel speeds, divided medians and limited access (no at-grade intersections). Most but not all freeways in the metro area part of the national interstate system. Two major interstates bisect the metro area. Interstate 80 is one of the primary east-west corridors in the nation, connecting the San Francisco Bay area on the west coast with the New York City region on the east coast. In the MAPA TMA, I-80 travels from at the Platte River on the southwest to the Underwood Interchange (G-30/Magnolia Road) on the northeast. It carries the highest traffic volumes in the MAPA region, and has averaged as high as 188,000 vehicles per day in some recent years between 72<sup>nd</sup> Street and the I-480/Kennedy Freeway system interchange. Interstate 29 travels from Kansas City on the south through the Council Bluffs area. Further north it traverses the eastern Dakotas to the Canada border, where a Canadian highway ultimately leads to Winnipeg, Manitoba.

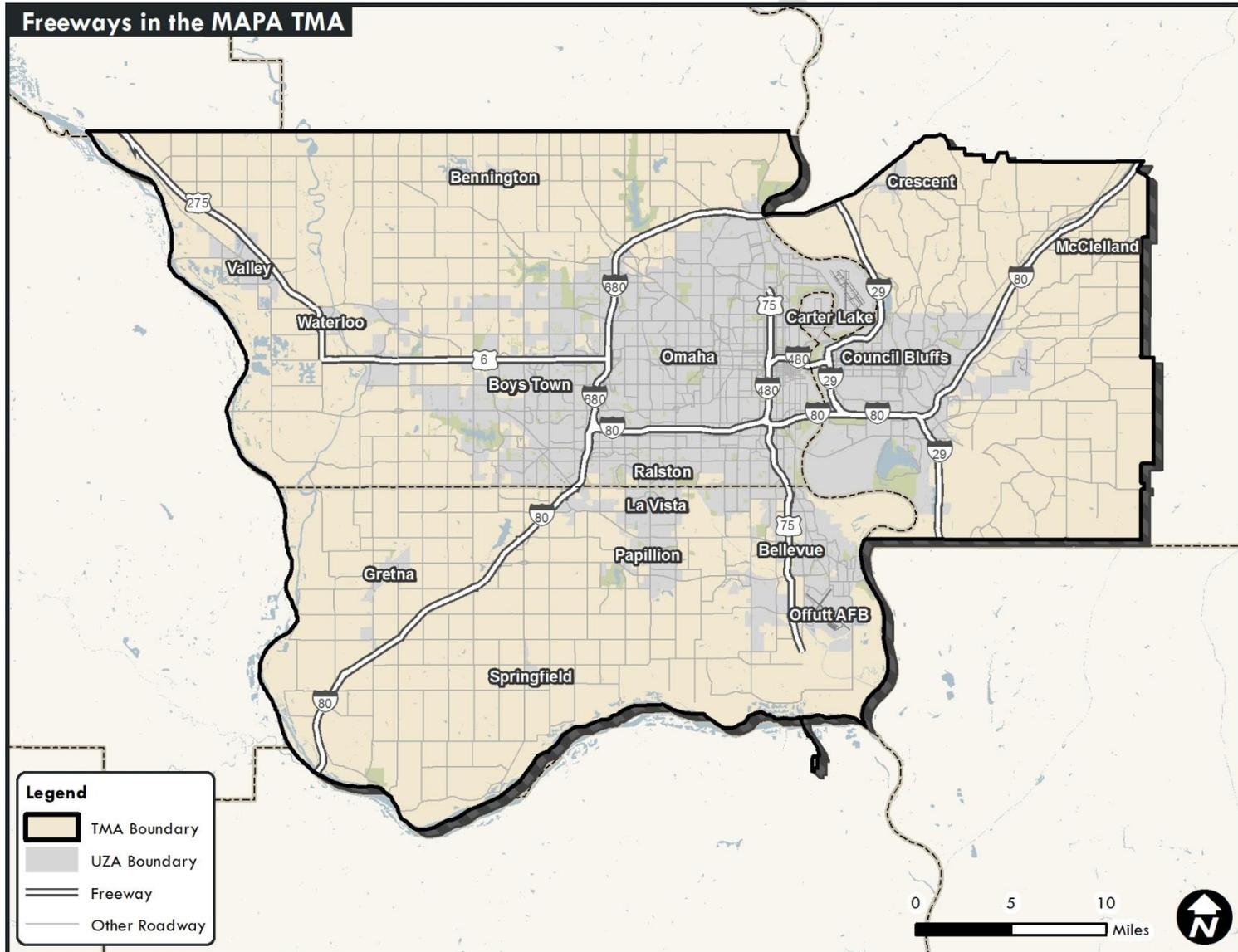
Omaha is also served by I-480, which operates as an interior loop through the downtown area of Omaha across the Missouri River to Council Bluffs. I-680 travels from its junction with I-80 in southwest Omaha and loops to the north side of the metro area before crossing the Missouri River and connecting with I-29. It continues further to the north along I-29, until just south of the Pottawattamie-Harrison County line, where it becomes an east-west facility that connects I-29 and I-80.

The MAPA region has several other freeways that are not designated as interstates. The Kennedy Freeway runs along US-75 from Fairview Road to the I-80/I-480 junction. The North Freeway is US-75 from the I-480 junction to the interchange with Sorensen Parkway and Storz Expressway.

The West Dodge Expressway was completed in 2006. This major project created an above-ground freeway to travel from 120th Street to the West Dodge Road/I-680 Interchange. With the extension of improvements along US-6/West Dodge Road in west Omaha and former Elkhorn, this freeway now creates a continuous freeway between Omaha and Fremont along US-6, L-28B (West Dodge Road between US-275 and US-6), and US-275. Figure 5.1 illustrates the freeway system in the MAPA region:

Metropolitan Area Planning Agency  
**Long Range Transportation Plan 2040**

**FIGURE 5.1**  
**FREEWAYS IN THE MAPA TMA**



### **5.2.2 U.S. & STATE HIGHWAYS**

The MAPA TMA is served by numerous U.S. and State highways. With the exception of where a U.S. or state highway runs along a freeway, these facilities are divided or undivided highways that have at-grade crossings and frequently operate at higher speeds than other arterial roadways (45 mph and higher). These highways supplement the freeway system and provide access to many of the region's large employment and commercial centers.

Prominent examples of these roadways in Nebraska include Nebraska State Highway 370 in Sarpy County and Highway 31, which travels from southern Sarpy County through Gretna, the former City of Elkhorn, and north to Washington County. State Highway 92 travels across the entire breadth of the MAPA TMA, from the Platte River to the junction with US-275, along West Center Road to L Street in Omaha, across the Veteran's Memorial Bridge into Council Bluffs, where it becomes Veteran's Memorial Road and travels east to the edge of the MAPA area just west of Treynor.

In the urbanized area, these highways are sometimes virtually indistinguishable from arterial roadways operated by municipalities. In recent years, jurisdiction along several state highways has been transferred to local governments. Examples include former Iowa Highway 183 (Old Lincoln Highway) between Council Bluffs and Crescent, former Iowa Highway 191 (Railroad Highway) that travels from Council Bluffs through Underwood and Neola to I-680, as well as former Nebraska Highway 38 (West Center Road) in Omaha. Currently, Nebraska Department of Roads (NDOR) is negotiating with local jurisdictions along Highway 85 (84<sup>th</sup> Street) to potentially remove it from the state system.

### **5.2.3 OTHER MAJOR AND LOCAL STREETS**

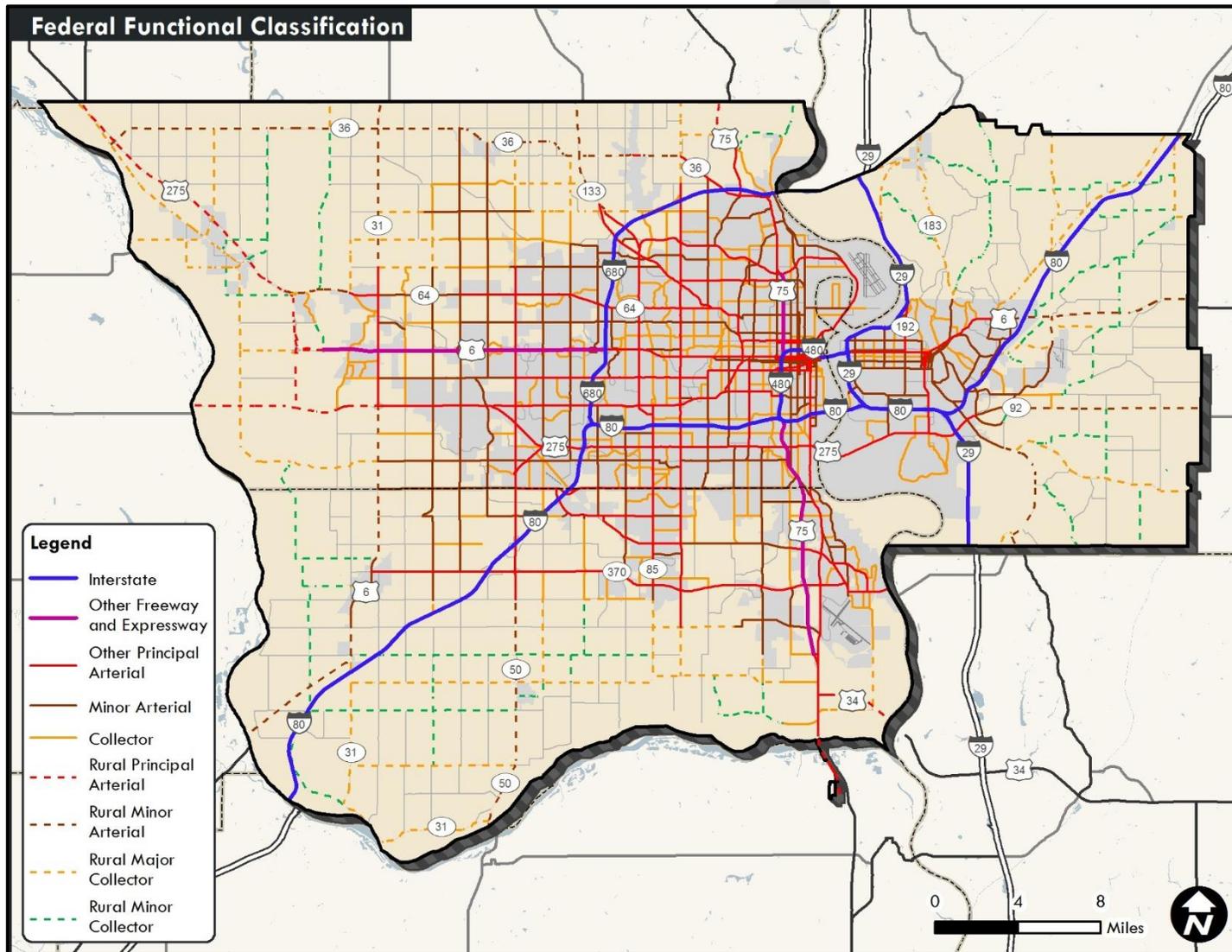
The local jurisdictions in the MAPA TMA operate and maintain several thousand miles of streets and roads. These roadways vary in character from rural gravel roads in unincorporated areas to six-lane divided urban arterials that carry more than 50,000 vehicles per day. Included in these streets are also thousands of miles of residential streets. Although they carry light to medium traffic, they serve as the last link connecting households to the surface street and highway network in the MAPA region.

### **5.2.4 FUNCTIONAL CLASSIFICATION AND NATIONAL HIGHWAY SYSTEM (NHS)**

The Federal Highway Administration (FHWA) groups roadways into classes according to the character of service they are intended to provide. In order to be eligible for federal-aid funding, a roadway must be identified as part of the functionally classified road network (Figure 5.2).

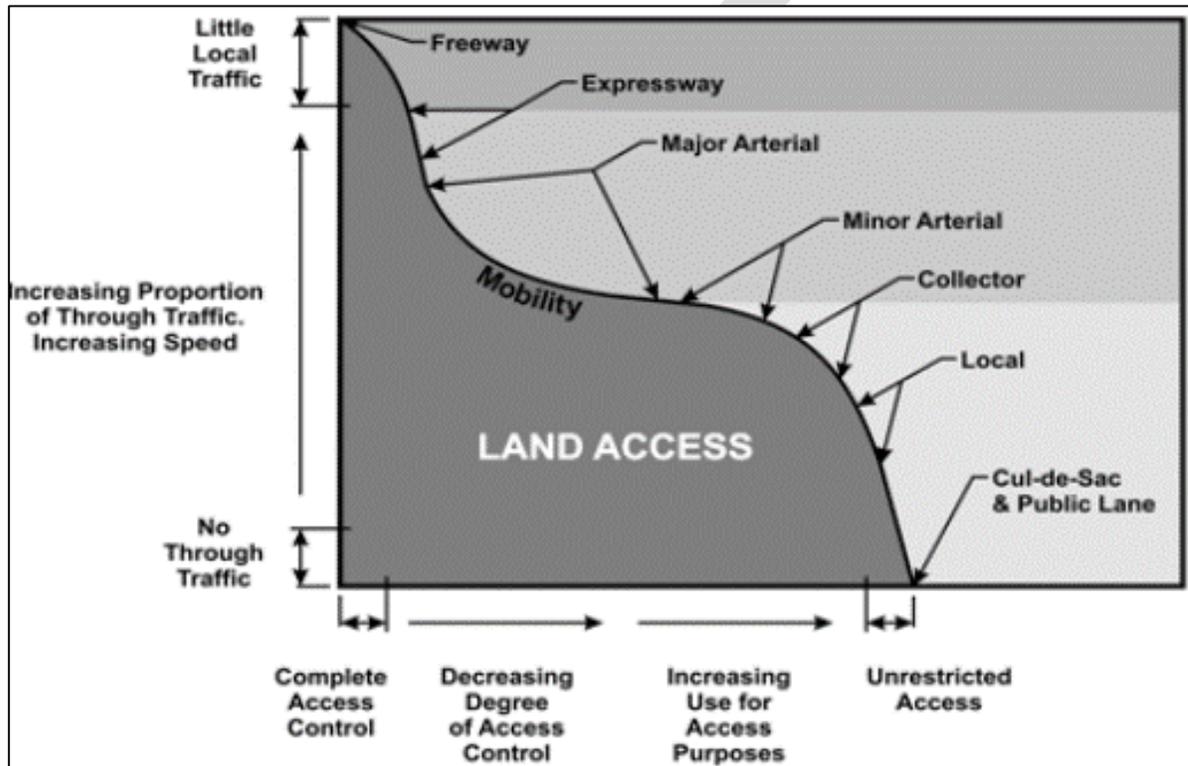
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**Long Range Transportation Plan 2040**

**FIGURE 5.2**  
**FUNCTIONAL CLASSIFICATION MAP**



The functionality of a street is related to traffic mobility and land access. Higher level facilities such as freeways and expressways have lower access which allow for higher speeds and capacities. Conversely, lower level facilities such as local streets and minor collectors allow for greater access, but have reduced mobility due to lower speeds and capacities. This relationship can be seen in Figure 5.3:

**FIGURE 5.3**  
**MOBILITY AND THE RELATIONSHIP BETWEEN TRAFFIC TYPES AND ACCESS CONTROL BY ROADWAY TYPE**



Tables 5.1, 5.2, and 5.3 list the number of center-line, lane miles, and miles by each federal functional classification in the MAPA TMA:

**TABLE 5.1**  
**CENTER-LINE MILES BY FEDERAL FUNCTIONAL CLASSIFICATION**

County	Interstate (PAI)	Other Principal Arterial (OPA)	Minor Arterial (MA)	Collector	Local (LOC)	Total
Douglas	35	204	222	279	2,442	3,182
Sarpy	17	63	62	158	1,020	1,320
Pottawattamie (MPO)	38	18	72	146	605	879
<b>MAPA</b>	<b>90</b>	<b>286</b>	<b>356</b>	<b>583</b>	<b>4,067</b>	<b>5,381</b>

**TABLE 5.2**  
**LANE MILES BY FEDERAL FUNCTIONAL CLASSIFICATION**

County	Interstate (PAI)	Other Principal Arterial (OPA)	Minor Arterial (MA)	Collector	Local (LOC)	Total
Douglas	182	795	624	587	4,882	7,070
Sarpy	81	246	162	325	2,040	2,855
Pottawattamie (MPO)	154	67	162	292	1,198	1,872
<b>MAPA</b>	<b>418</b>	<b>1,108</b>	<b>949</b>	<b>1,203</b>	<b>8,120</b>	<b>11,798</b>

**TABLE 5.3**  
**MILES BY FEDERAL FUNCTIONAL CLASSIFICATION**

Functional Class	Nebraska Part		Iowa Part		Total	
	Segment Miles	Lane Miles	Segment Miles	Lane Miles	Segment Miles	Lane Miles
Interstate	91	276	80	167	171	443
U.S. Roads	169	377	22	52	190	429
State Roads	166	321	8	17	174	338
Local Roads	337	770	2	4	339	774
<b>Total</b>	<b>763</b>	<b>1,744</b>	<b>111</b>	<b>240</b>	<b>874</b>	<b>1,984</b>

### 5.3 PAVEMENT CONDITIONS

Both Iowa DOT and NDOR have extensive asset management programs that monitor pavement conditions. The states measure road surface quality annually, and use the data to determine needs on the system. Tables 5.4 shows the pavement status in the metro area according to the Nebraska Serviceability Index (NSI) and the Pavement Condition Index (PCI) used in Iowa.

**TABLE 5.4**  
**ROAD SURFACE QUALITY BY STATE**

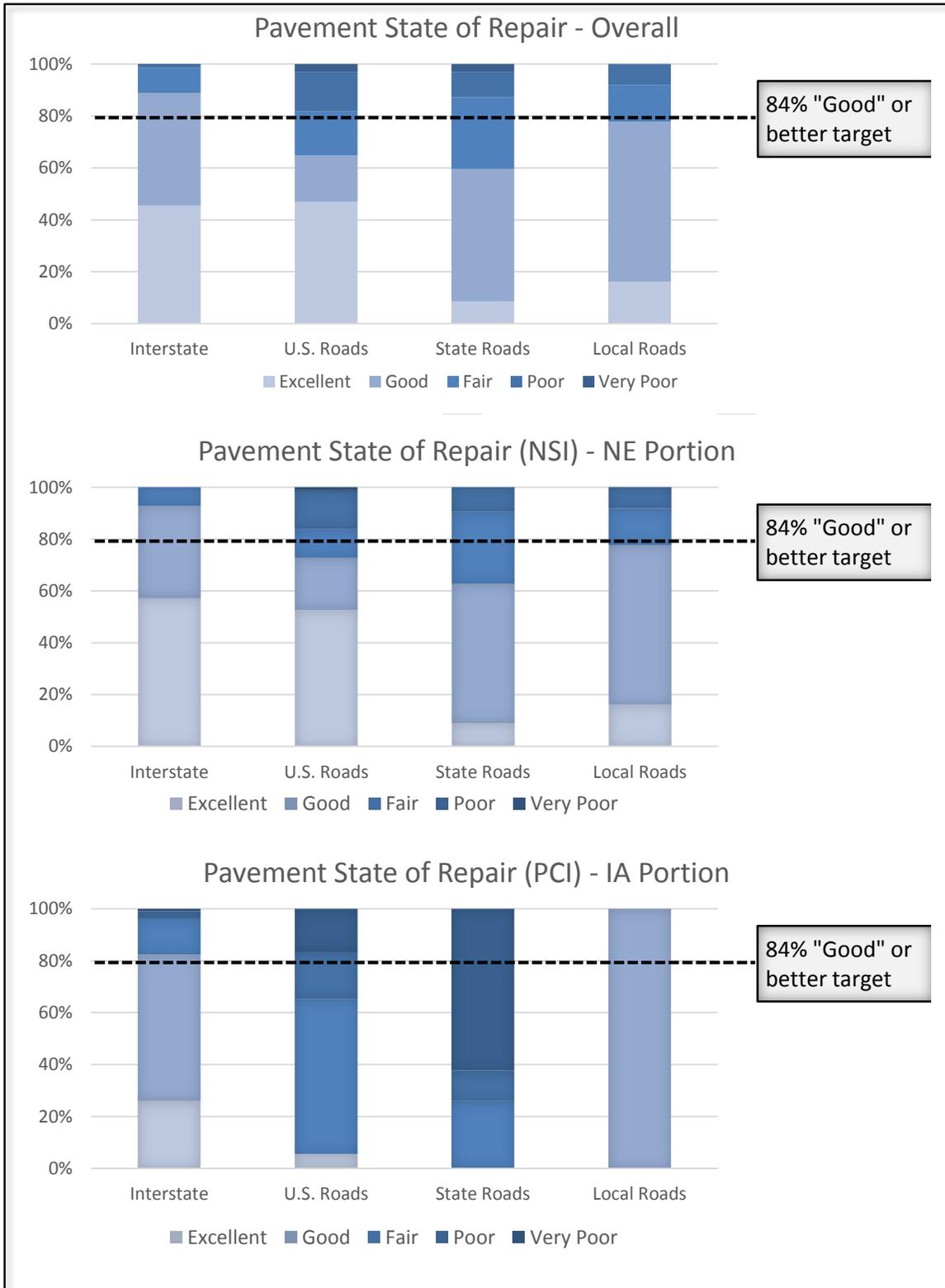
NSI	Nebraska Portion					Total
	90-100	70-89	50-69	30-49	0-29	
Functional Class	Excellent	Good	Fair	Poor	Very Poor	
Interstate	158	99	19	0	0	276
U.S. Roads	198	76	42	56	5	377
State Roads	29	173	89	31	0	321
Local Roads	124	474	109	63	0	770

PCI	Iowa Portion					Total
	85-100	70-84	50-69	30-49	0-29	
Functional Class	Excellent	Good	Fair	Poor	Very Poor	
Interstate	44	94	24	5	2	167
U.S. Roads	3	0	31	9	9	52
State Roads	0	0	4	2	11	17
Local Roads	0	4	0	0	0	4

Note that the numbers above represent data collected solely by the state and do not cover the roadway system in its entirety. This also accounts for the discrepancy between the road conditions on the Iowa and Nebraska sides of the region. Therefore, while these numbers are helpful at providing a general idea of pavement conditions, it should be understood that they are incomplete and not precise.

Based on the above pavement conditions, about three-quarters of the roadway system in the MAPA region is rated “good” or “excellent.” About 10% is rated “poor” or “very poor.” These numbers paint a picture of generally good pavement conditions with a smaller portion of trouble-spots. Figure 5.4 displays this information in graphical format. As discussed earlier, this data is based on the existing information, but shows overall, Nebraska has a greater level of pavement conditions compared to the conditions in Iowa.

**FIGURE 5.4**  
**MTIS STUDY AREA PAVEMENT EXISTING STATE OF REPAIR**



## **5.4 BRIDGES IN THE MAPA REGION**

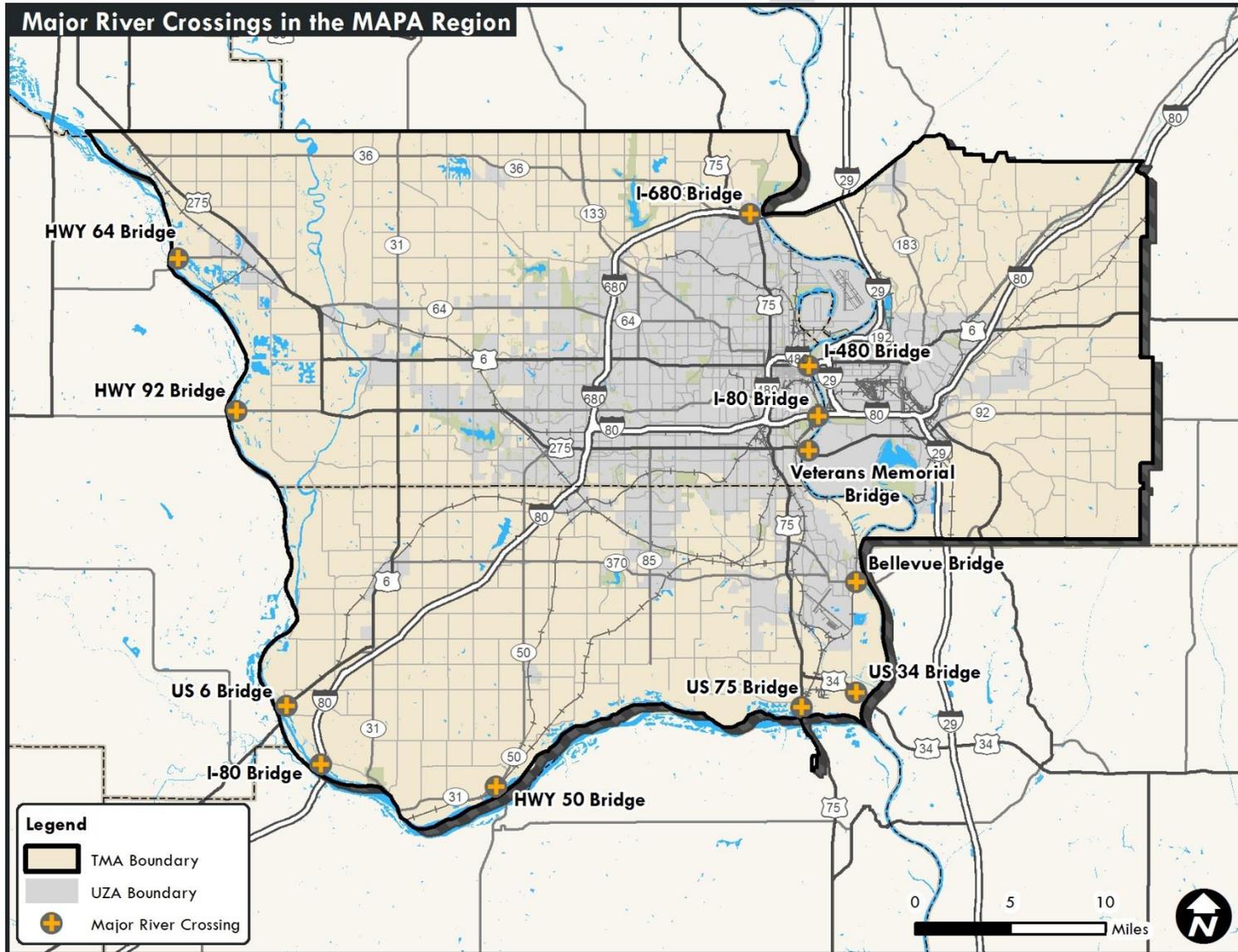
The two major rivers in the MAPA region are the Missouri and Platte Rivers. Twelve bridges cross these two rivers in the MAPA region. These are shown in Figure 5.5.

The Missouri River is the dominant geographical and political boundary in the MAPA region. It is one of the nation's major waterways and is the state line dividing Iowa and Nebraska (with the exception of Carter Lake, Iowa). There are currently five roadway crossings of the Missouri River, which are listed in Table 5.5:

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**FIGURE 5.5**  
**MAJOR RIVER CROSSINGS IN THE MAPA REGION**



**TABLE 5.5**  
**BRIDGE CROSSINGS BETWEEN NEBRASKA AND IOWA**

Bridge	Roadway	Lanes	Vehicles/Day (2014)
Bellevue Bridge (toll)	Hwy. 370	2-Lanes	2,900
Veteran’s Memorial Bridge	US-275/Hwy. 92	4-Lanes	9,300
I-80 Bridge	I-80	6-Lanes*	80,300
I-480 Bridge	I-480/US-6	8-Lanes	53,700
I-680 Bridge	I-680	4-Lanes	15,400
US 34 Bridge	US Highway 34	4-Lanes	3,800

The Interstate 80 crossing of the Missouri River has been completed, it was a joint project of Iowa DOT and NDOR. The bridge has two structures of five lanes each for a total of ten lanes. The large capacity on the bridge was chosen to meet anticipated future demand as well as to allow three lanes of traffic in each direction during closure of one of the bridges.

The new US 34 Bridge, previously the Plattsmouth Bridge, was a joint project between Iowa DOT and Nebraska DOR between 2011 and October 2014. The bridge now connects US 75 in Sarpy County and I-29 in Mills County. In addition to the roadway crossings, there is a rail crossing and a pedestrian bridge over the Missouri River. The Union-Pacific Missouri River Bridge is located east of downtown Omaha (south of Leavenworth Street) and south of Harrah’s casino in Council Bluffs. The bridge is utilized by a very high volume of rail traffic as it is one of the primary connections in the UP rail network.



Fireworks for the unveiling of the Pedestrian Bridge lights on September 13, 2008

The Bob Kerrey Pedestrian Bridge was opened in September 2008. It is open to pedestrian and bicycle traffic. Prior to its construction, there was not a legal or safe bridge over the Missouri River to cross in the MAPA TMA for bicycle and pedestrian traffic. Pedestrians frequently used I-480 even though it is not permitted on an interstate facility in Nebraska or Iowa. The bike/pedestrian bridge is located to the north of the I-480 bridge and features two 200-foot

towers. It cost \$22 million to construct and was designed to be an iconic structure for the greater Omaha-Council Bluffs metro area. Gallup donated the lights on the bridge. Gallup’s corporate headquarters are located adjacent to the Omaha landing of the bridge. Although not without controversy, the bridge has seen high levels of bicycle and foot traffic, particularly on evenings and weekends during warm weather months.

Nebraska Department of Roads and Iowa DOT opened the new Veteran’s Memorial Bridge to traffic in May 2010. The bridge is a continuous 625-foot long steel truss structure, which is among the largest in the nation. It provides a ten-foot wide bicycle and pedestrian facility, making it the second such crossing in the MAPA region.



Construction of the new Veteran’s Memorial Bridge alongside the old bridge.

The MAPA TMA is bounded on the south and west in Nebraska by the Platte River. There is no barge traffic on the placid Platte, and it is used for recreational purposes as well as commercial and industrial uses, such as the Louisville Ready Mix concrete plant. Table 5.6 illustrates the crossings over the Platte.

**TABLE 5.6**  
**BRIDGE CROSSINGS OVER THE PLATTE RIVER**

Bridge	Lanes	Vehicles/Day (2012)	TTI External
US-75 Bridge	4-Lanes	20,800	21,905
Highway 50 Bridge	2-Lanes	8,500	8,098
I-80 Bridge	6-Lanes	45,400	46,784
US-6 Bridge	2-Lanes	6,900	7,355
Highway 92 Bridge	2-Lanes	8,700	7,457
Highway 64 Bridge	2-Lanes	3,900	1,916

\*TTI External = Texas A&M Transportation Institute External Travel Study

### 5.4.1 BRIDGE DEFICIENCIES

There are nearly 1,000 bridges in the MAPA TMA. Of these, 325, or one-quarter, are currently classified as structurally deficient or functionally obsolete. A report by the U.S. DOT to Congress describes these terms as follows: “Structural

deficiencies are characterized by deteriorated conditions of significant bridge elements and reduced load carrying capacity. Functional obsolescence is a function of the geometrics of the bridge not meeting current design standards. Neither type of deficiency indicates that the bridge is unsafe.” In other words, these are bridges in need of improvement and can result in congestion or pose inconveniences to large vehicles such as trucks, school buses or emergency vehicles that are forced to take lengthy detours. However, the terms do not necessarily imply that a bridge is unsafe or on the verge of collapse.

The majority—three quarters—of structurally deficient or functionally obsolete bridges are located off the state highway system on municipal and county roads, which typically carry lower traffic volumes. 19 percent of bridges in Douglas County fall into this category as do 27 percent of bridges in the MAPA TMA portion of Pottawattamie County. The Sarpy County portion of the MAPA TMA has the highest rate of obsolete or deficient bridges at 28 percent. Pottawattamie County also has the highest number of bridges *per capita* within the metro area. Table 5.7 provides the bridge conditions by county:

**TABLE 5.7**  
**DISTRIBUTION OF BRIDGE COMPONENT CONDITION RATINGS**

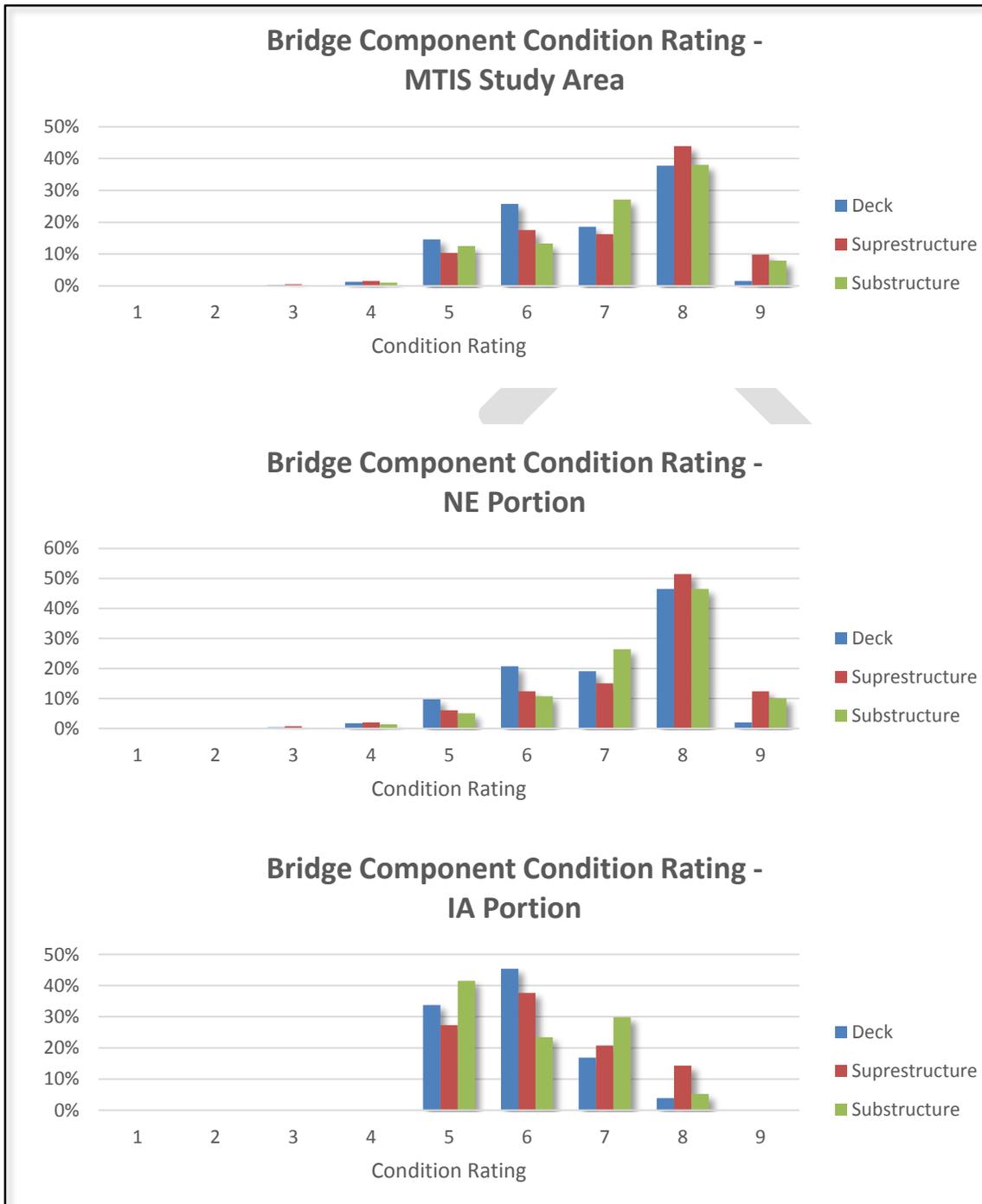
County	Count	# of Structurally Deficient	# of Functionally Obsolete	Percent Deficient or Functionally Obsolete
Douglas	502	22	75	19%
Sarpy	185	25	27	28%
Pottawattamie	566	99	54	27%
<b>MAPA Total</b>	<b>1,253</b>	<b>146</b>	<b>156</b>	<b>24%</b>

Source: FHWA, NBI 2013 Data, <http://www.fhwa.dot.gov/bridge/nbi/no10/county13a.cfm#ia>

\*Pottawattamie County bridges represent the entire county, not only the MPO portion of the county.

The Metropolitan Travel Improvement Study (MTIS) evaluated the overall condition of each bridge, the condition ratings of their main components (deck, superstructure, and substructure) were analyzed. In Iowa, part of the bridge component ratings mostly lie in the range of 5-7, while in Nebraska, the components are in better condition, with ratings between 6 and 8 (Figure 5.6).

**FIGURE 5.6**  
**DISTRIBUTION OF BRIDGE COMPONENT CONDITION RATINGS**



## **5.5 ACCESS MANAGEMENT**

Access management aims to preserve traffic flow while providing adequate access to development. It has benefits for the transportation system in terms of safety, capacity, and speed. Access management balances the needs of motorists, pedestrians, and bicyclists using a roadway with the needs of adjacent property owners dependent upon access to the roadway. In an environment with limited funds for transportation projects and competing agendas, good access management significantly improves the health of the entire transportation network.

Poor access management directly affects the livability and economic vitality of commercial corridors, ultimately discouraging potential customers from entering the area. A corridor with poor access management lengthens commute times, lowers fuel efficiency, and increases vehicle emissions. Corridor with poor access management will see increased crashes between motorists, pedestrians, and cyclists, congestion growth that outpaces traffic growth, spillover cut-through traffic on adjacent residential streets, and reduced property values on adjacent commercial development.

Access management has wide ranging benefits to a variety of users. Improvements through reduced travel time and delays and greater safety help motorists, bicyclists and pedestrians, as well as those delivering goods and services. Business owners see stabilization in property values and additional customer traffic, and improved corridor aesthetics. Government agencies enjoy a lower cost method to achieve transportation goals, while protecting the jurisdiction's investment in infrastructure that reduces the need for constant construction projects such as road widening's.

Although a goal of access management is to reduce delay and increase travel speeds, this should be employed in areas identified for the purpose of moving high volumes of vehicle traffic smoothly and safely. As discussed in Section 4.5 on Complete Streets, in order to create an environment that is more amenable to non-vehicle modes of travel, it will sometimes be necessary to employ traffic calming strategies. In such contexts, some of the tools listed below may not be appropriate.

## **5.6 ACCESS MANAGEMENT TOOLBOX**

Access management includes a variety of tools to improve corridor operation and should never be considered a one-size fits all solution. Strategies must be selected that are appropriate to the specific context. The toolbox that follows provides a general overview of various strategies available to alleviate congestion.

### **5.6.1 ON-SITE TRAFFIC CIRCULATION**

Vehicle conflicts can be reduced by on-site traffic circulation and shared-use driveways. The following improvements should be included during development application review for sites along corridors identified for access management programs.

#### Improved On-Site

Manage driveway throat length, the distance from the edge of the public street to the first internal site intersection. A minimum separation of 100 feet, or more if required by the local agency, should be provided to prevent internal site operations from affecting an adjacent public street, ultimately causing spillback problems.

#### Number of Driveways

Where new development occurs adjacent to an existing site or to another new development, driveway permit applicants should be encouraged to seek cross access easements/agreements from an existing adjacent property ownership to create interconnected internal circulation systems and shared-use external driveways.

#### Driveway Placement/Relocation

Relocate or close driveways close to intersections as appropriate to reduce operational and safety issues such as intersection and driveway blockages, increased points of conflict, frequent/unexpected stops in the through travel lanes, and driver confusion as to where vehicles are turning.

As a best planning practice, no driveway should be allowed within 100 feet of the nearest intersection and full movement driveways should be no closer than 300 feet to an intersection in urban areas or 600 feet to an intersection in suburban areas on arterial roadways. Driveways closer than these distances to an intersection on arterial roadways should be restricted to right-in/right-out access only. In all cases, the location of driveways should be in accordance with the standards of the local jurisdiction.

#### Cross Access

Cross access is a service drive or secondary roadway that provides vehicular access between two or more continuous properties, which prevents the driver from having to enter the public street system to travel between adjacent uses. Cross access can be a function of good internal traffic circulation at large developments with substantial frontage along a major roadway. Similarly, backdoor access occurs when a parcel has access to a parallel street behind

buildings and away from the main road. When combined with a median treatment, cross access, and backdoor access ensure that all parcels have access to a median opening or traffic signal for left turn movements.

### **5.6.2 MEDIAN TREATMENTS**

Segments of a corridor with sufficient cross access, backdoor access, and on-site circulation may be candidates for median treatments. Median treatments can improve traffic flow, reduce congestion, increase traffic safety, and provide opportunities for pedestrian buffers. While medians restrict some left-turn movements, access to businesses is enhanced and traffic delays are reduced. Landscaping and gateway features incorporated into median treatments improve the aesthetics of the corridor, in turn encouraging investment in the area.

#### Non-Traversable Median

These features are raised or depressed cross-section elements that physically separate opposing traffic flows. They should be considered for a new cross-section or retrofit of an existing cross-section along multi-lane roadways with high pedestrian volumes or collision rates as well as in locations where aesthetics are a priority. A non-traversable median requires sufficient cross and backdoor access. As these treatments are considered, sufficient spacing and locations for left-turn bays must be identified.

Advantages of non-traversable medians can include increased safety and capacity by separating opposing vehicle flows, space for pedestrian refuge, and restricting turning movements to locations with appropriate turn lanes. Disadvantages may include increased emergency vehicle response time due at some destinations, inconvenience, increased travel distance for some movements, and potential opposition from the general public and affected property owners.

#### Left-Turn Lanes/Storage Bays

Where necessary, exclusive left-turn lanes/bays should be constructed to provide adequate storage space exclusive of through traffic for turning vehicles. These bays reduce vehicle delay related to waiting for vehicles to turn and also may decrease the frequency of collisions attributable to lane blockages. In some cases, turn lanes/bays can be constructed within an existing median. If additional right-of-way is required, these can add costs.

#### Offset Left-Turn Treatment

Exclusive left-turn lanes at intersections of streets with medians many times are configured to the right of one another, which causes opposing left-turning vehicles to block one another's forward visibility. An offset left-turn treatment shifts the left-turn lanes to the left, adjacent to the innermost lane of oncoming

through traffic. If permissive left-turn phasing is used, this treatment can improve efficiency and safety by reducing crossing and exposure time and distance for left-turning vehicles. In addition, the positive offset improves sight distance and may improve gap recognition.

### **5.6.3 INTERSECTION AND MINOR STREET TREATMENTS**

The operation of intersections can be improved by reducing driver confusion, establishing proper curb radii, and ensuring adequate laneage of minor street approaches.

#### Skip Marks (Dotted Line Markings)

These pavement markings can reduce driver confusion and increase safety by guiding drivers through complex intersections. Intersections that benefit from these lane markings include offset, skewed or multi-legged intersections. Skip marks are also useful at intersections with multiple turn lanes. The dotted line markings extend the line markings of approaching roadways through the intersection. The markings should be designed to avoid confusing drivers in adjacent or opposing lanes.

#### Intersection and Driveway Curb Radii

Locations with inadequate curb radii may cause turning vehicles to use opposing travel lanes to complete their turning movement. Inadequate curb radii may cause vehicles to “mount the curb” as they turn a corner and cause damage to the curb and gutter, sidewalk, and any fixed objects located on the corner. This maneuver also can endanger pedestrians standing on the corner. Curb radii should be adequately sized for area context and likely vehicular usage.

# Traffic and Congestion Trends

## 6.1 INTRODUCTION

A look at current traffic trends help to gauge where the MAPA region is heading and how the transportation system is likely to perform over the coming 25 years. It also offers an opportunity to the region to step back and consider what steps will be necessary to meet future transportation needs. Travel data and trends are vital to setting goals, choosing appropriate action steps, and tracking the region's progress toward attaining those goals.

Data and statistics play an important role in this analysis. For instance, travel time studies confirm that nearly all of the metro area is within a half hour's drive, and most of the area can be reached within twenty minutes during nonpeak hours.

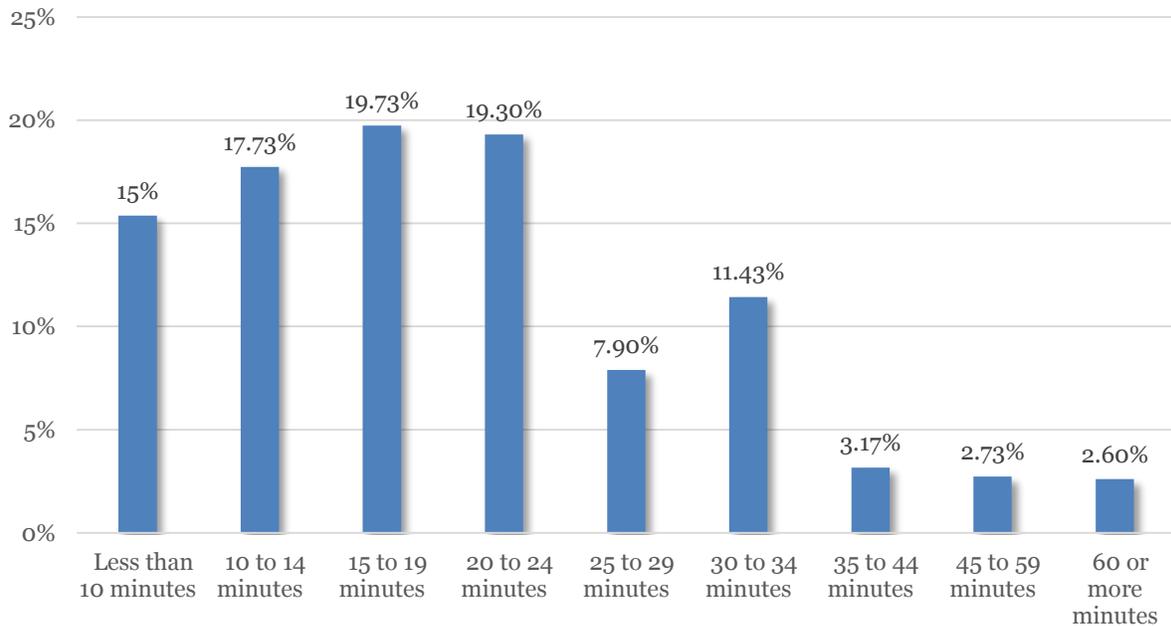
Traffic congestion has grown over recent decades in the MAPA TMA resulting in added delays and costs to area residents and businesses. Traffic Growth (6.3) and Congestion in the MAPA Region (6.4) of this section specifically discuss recent trends and statistics related to congestion. These sections also serve as MAPA's Congestion Management Process (CMP), which MAP-21 requires TMAs to maintain and use in transportation planning efforts. The primary causes of congestion and strategies to alleviate and mitigate them are identified in this part of the Chapter.

## 6.2 COMMUTING TO WORK

Commuting to and from work is one of the most essential functions of the transportation system. The morning and late afternoon peak travel periods generally represent the highest periods of congestion. Much of the transportation planning work is performed with an eye toward improving work trips.

Travel times to work reported by the Census Bureau attest to the Omaha-Council Bluffs region's reputation as being generally convenient for travel. More than half of all commutes to work in the MAPA TMA are less than 20 minutes and three quarters of commutes take less than 25 minutes. Figure 6.1 shows the average travel times for work commutes:

**FIGURE 6.1**  
**PERCENTAGE OF DRIVERS PER COMMUTE TRAVEL TIME FOR MAPA TMA, 2012**



The automobile is the predominant mode by which people get to work in the MAPA region. Over 90-percent of all work trips are made by a car, truck, or van. Of these, about 84-percent are made by people driving alone. Table 6.1 shows the most recent Census data indicating the means of transportation to work in the MAPA TMA:

**TABLE 6.1**  
**MEANS OF TRANSPORTATION FOR WORK COMMUTES**

Transportation Type	Percent
Car, truck or van - drove alone:	82.9%
Car, truck or van - carpooled:	9.9%
Public transportation:	1.0%
Walked:	1.9%
Taxi, motorcycle, bicycle, or other means:	1.0%
Worked at home:	3.3%

Source: 2012 ACS 5-year Estimate

These percentages are not uncommon for medium-sized metro areas in the Midwest. The personal vehicle offers a high level of convenience and mobility. Hence, the often-repeated phrase that Americans have a love affair with their cars, trucks, and SUVs.

While the automobile has advantages to users, a transportation system designed almost exclusively for motor vehicles carries costs, as discussed extensively in Section 4. This is particularly true when auto trips are made by single-occupancy vehicles (SOV). Table 6.2 provides the percentages of vehicle occupancies for work trips in the MAPA TMA:

**TABLE 6.2**  
**VEHICLE OCCUPANCY FOR WORK TRIPS**

Vehicle Occupancy	Total Travelers	Percent of Drivers
Drove alone	331,171	83.8%
2-person carpool	31,602	7.7%
3-person carpool	4,610	1.0%
4 + person carpool	2,959	0.7%

Source: 2012 ACS 5-year Estimate

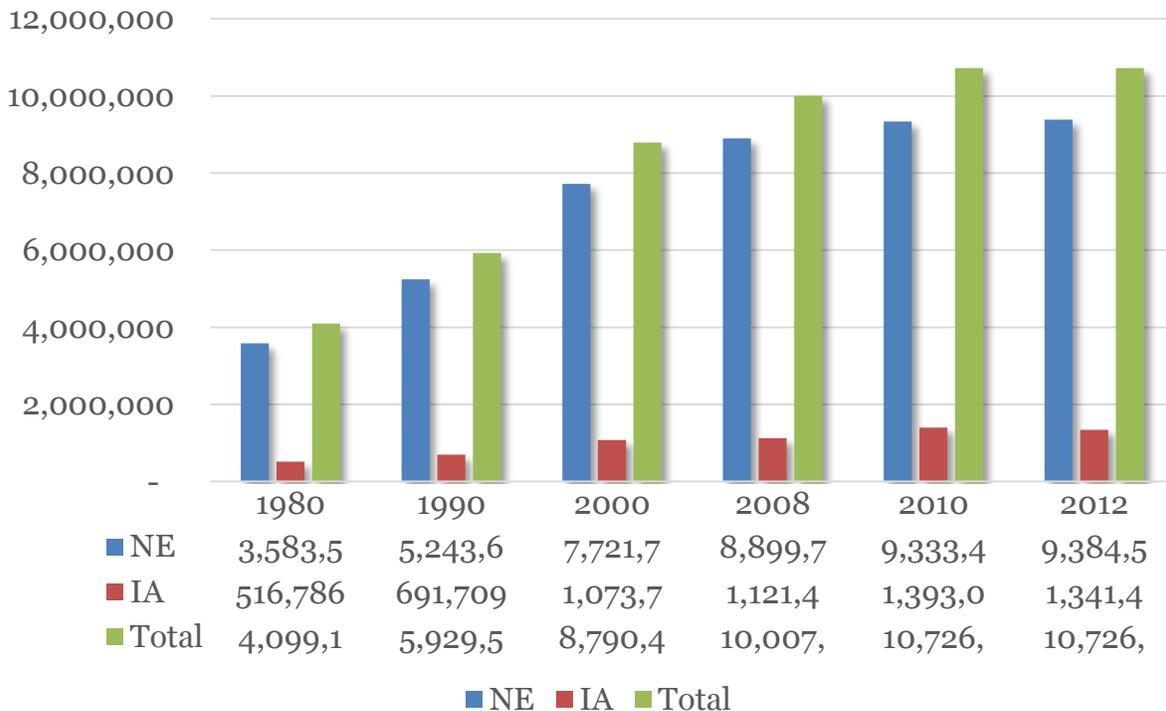
Figure 6.2 shows the commute patterns of workers between counties in the greater Omaha metro area based on the 2010 American Community Survey. Not surprisingly, the largest movements are into Douglas County from Sarpy and Pottawattamie Counties since many residents of these two counties work in Douglas County, which has the region’s highest concentration of employment. However, there is also extensive movement between the surrounding counties. The 2010 data shows worker flows of over 6,000 between Lancaster County (Lincoln, NE) and the MAPA region.



### 6.3 TRAFFIC GROWTH

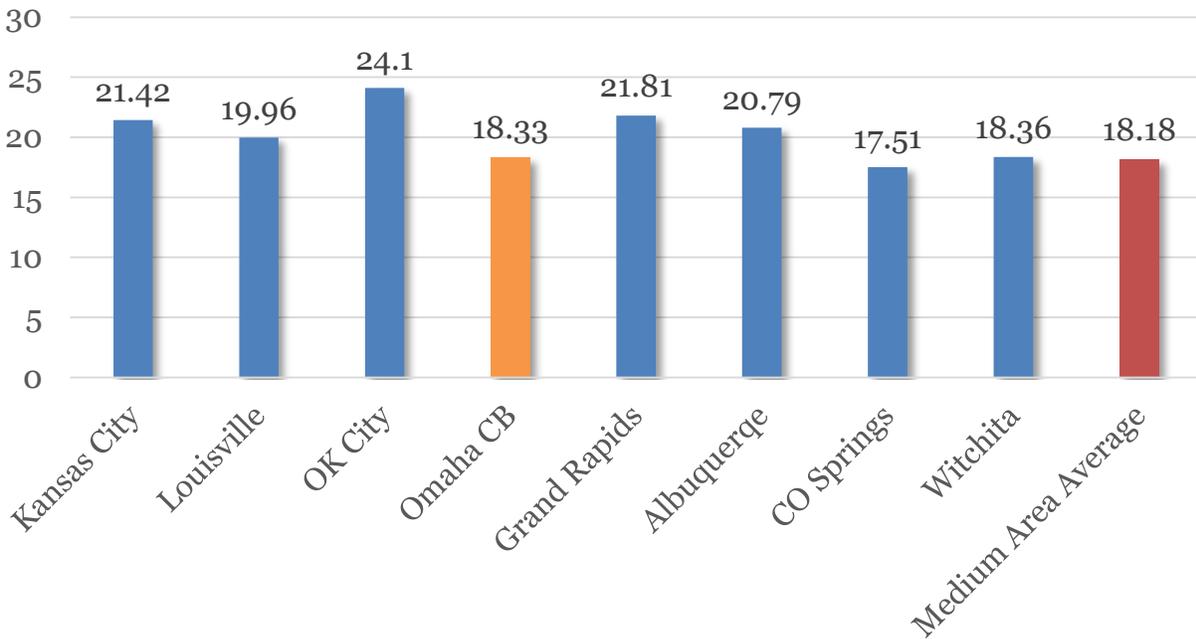
Traffic levels have grown rapidly over recent decades in the MAPA region. Vehicle Miles Traveled (VMT) is a common statistic used to measure traffic levels, which is calculated by multiplying the length of a road segment by the Average Daily Traffic (ADT) collected through traffic counts. According to MAPA Traffic Growth studies, VMT in the MAPA TMA has experienced an increase of more than two and one-half times in the past 30 years. In 1980, the daily VMT was approximately 6.6 million VMT per day, but in 2012 this amount had grown to over 10.7 million VMT. Figure 6.3 illustrates this growth for both the Nebraska and Iowa portions of the TMA, as well as the regional total:

**FIGURE 6.3**  
**TOTAL VEHICLE MILES TRAVELED (VMT) IN THE MAPA REGION**



Historically residents in the MAPA TMA drive less than residents of most other medium-sized areas (Figure 6.4) The Texas Transportation Institute’s *Urban Mobility Study* also lists Omaha as having among the lowest *per capita* VMTs in the nation for mid-sized metro areas. This is largely the result of a contiguous and relatively dense urban form and a smaller freeway system than most of MAPA’s peer regions. Keeping the *per capita* VMT low, and further reducing it has been identified as a regional goal by groups such as Omaha by Design, which aim to promote active modes of transportation and coordination of transportation with land use. The relationship between population density, land use policies, and transportation is further discussed in Section 4.

**FIGURE 6.4**  
**DAILY VEHICLE MILES TRAVELED (VMT) PER CAPITA (IN 1,000S)**



Source: 2012 Urban Mobility Report, Texas Transportation Institute

## 6.4 CONGESTION IN THE MAPA REGION

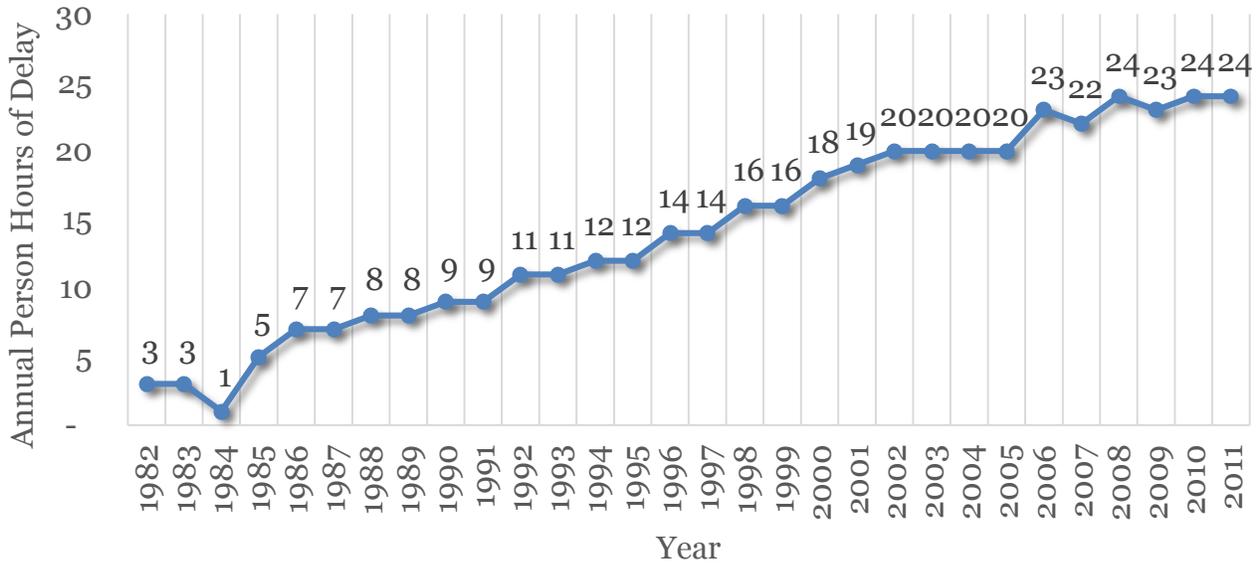
In order to address traffic congestion, MAP 21 legislation requires TMAs to create and implement a Congestion Management Process (CMP). See Section 6.5 for MAPA’s Congestion Management Process. The CMP aims at providing effective management and operations of the transportation system in order to increase mobility and efficiency and more effectively utilize the region’s resources. The following sub-sections explain MAPA’s Congestion Management Process.

Congestion has grown significantly in the MAPA region over the past 25 years. The Texas Transportation Institute’s annual *Urban Mobility Study* (which was last completed in 2012) provides a comprehensive look at traffic and congestion across the nation’s metro areas. While it is a macroscopic congestion measure that does not necessarily take into account all local factors affecting congestion, it nevertheless provides a reasonable and consistent source of data that that can be tracked and compared over time.

Figure 6.5 shows the TTI study’s estimated hours of delay per traveler in the greater Omaha-Council Bluffs metro area between 1982 and 2011. This study’s figures show a seven-fold increase in delay associated with congestion, growing from three annual hours per person in 1982 to 24 hours in 2011. Figure 6.6 compares the MAPA region’s delay to other similar metro areas. Note that the peer regions have a broad range of

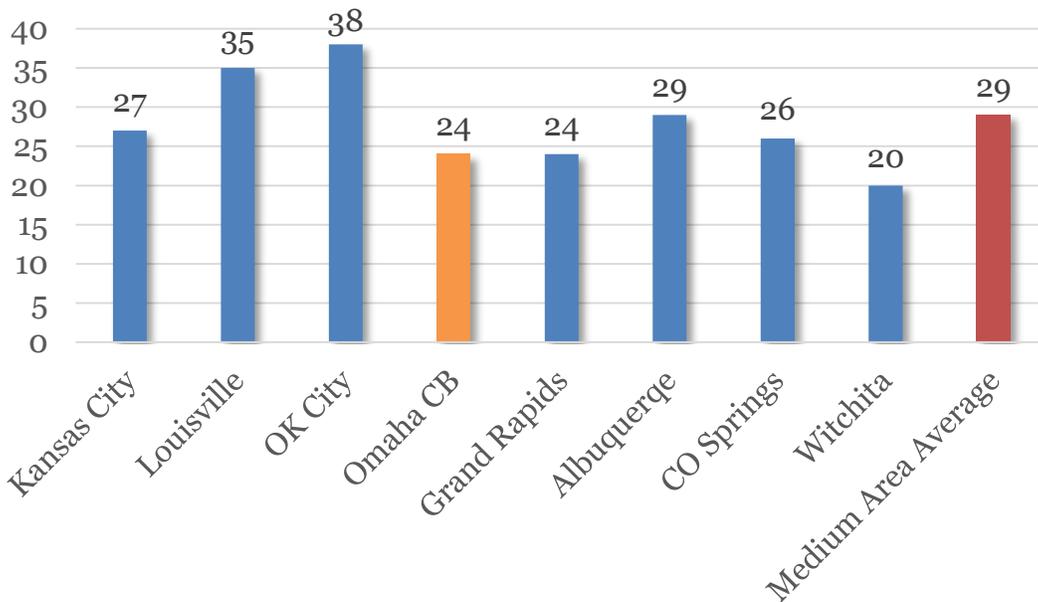
average delay. The 24 annual person hours estimated for the Omaha-Council Bluffs metro area is near the average for MAPA’s peer regions.

**FIGURE 6.5**  
**MAPA REGION ANNUAL DELAY PER AUTO COMMUTER, 1982-2011**



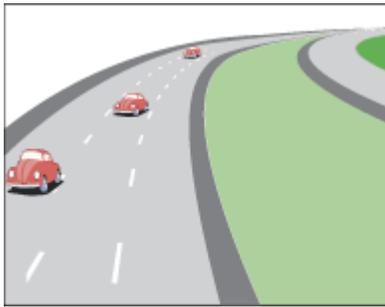
Source: 2012 Urban Mobility Report Data , Texas Transportation Institute

**FIGURE 6.6**  
**ESTIMATED ANNUAL DELAY PER AUTO COMMUTER, 2011**

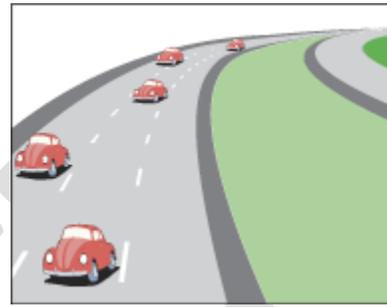


Source: 2012 Urban Mobility Report, Texas Transportation Institute

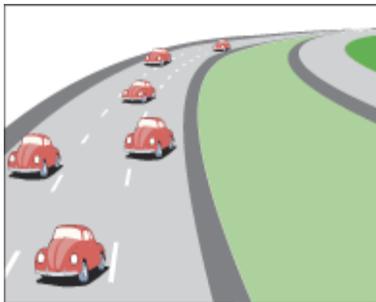
Another way to gauge congestion levels is Level of Service (LOS). This measure was used in the 2007-2009 MAPA Travel Time Study. The *Highway Capacity Manual* recommends a method of determining LOS based on average vehicle travel speed for each road segment. The LOS for a road ranges from LOS “A”, meaning no congestion and very light volumes, to LOS “F”, indicating a complete breakdown in a facility’s performance due to very heavy congestion. The pictures below provide visual approximations of the traffic levels experienced in each LOS.



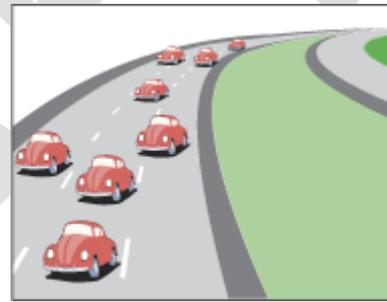
LOS “A”



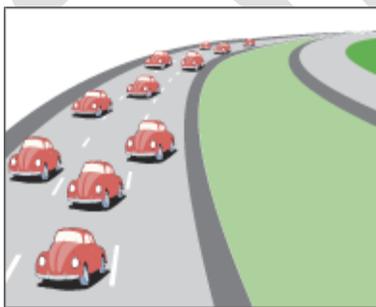
LOS “B”



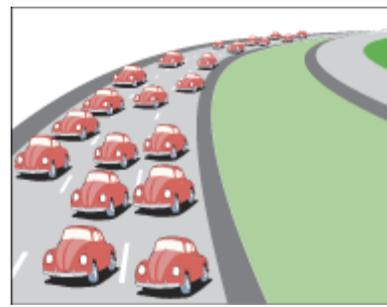
LOS “C”



LOS “D”



LOS “E”

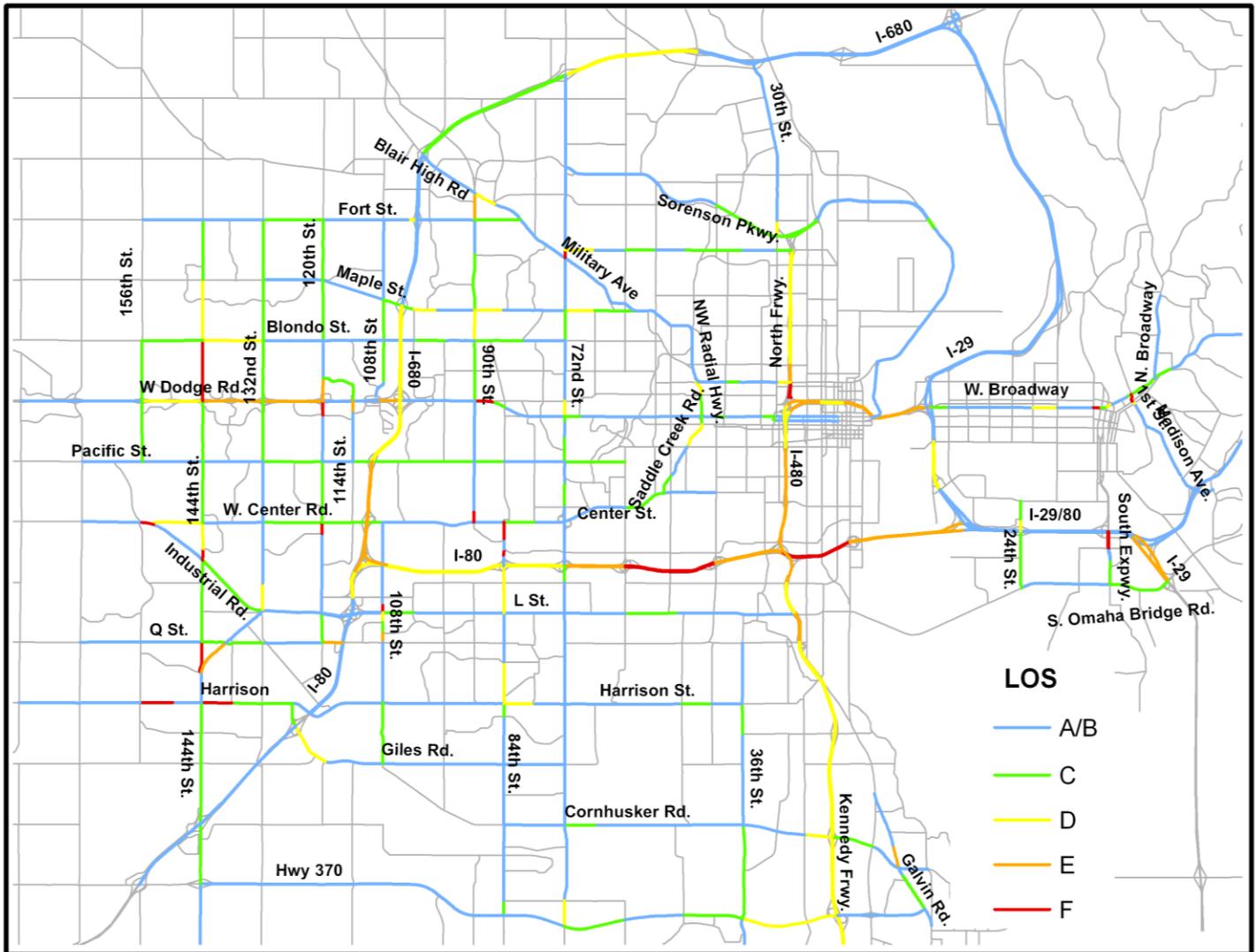


LOS “F”

MAPA’s current data for Level of Service (LOS) was collected between 2007 and 2009 in the MAPA Travel time Study. However, the Metropolitan Travel Improvement Study (MTIS) is currently collecting LOS information and will be used in future studies. Figure 6.7 shows the average Level of Service (LOS) for the PM peak hour in the outbound direction (that is, the direction generally radiating away from downtown Omaha) along

segments monitored in the study. The study data confirms that congestion levels throughout most of the region are relatively low. Nevertheless, some congestion “hot spots” merit specific attention.

**FIGURE 6.7**  
**PM RUSH HOUR LEVEL OF SERVICE, 2007 – 2009**



The local street system appears to have a generally high LOS rating. It is worth bearing in mind that the LOS ratings in the map above represent an average of several travel time runs recorded between four and six o’clock. Since the peak travel period in Omaha is limited, the worst traffic conditions are not represented here.

Sections with the most congestion include some locations near freeways and several in west Omaha. For instance, 84<sup>th</sup> Street between Harrison Street and West Center Road has several sections that are between LOS “D” and “F.” Areas of high delay in west Omaha include Harrison Street, West Dodge Road, and 144<sup>th</sup> Street north of West

Dodge Road. In general, the east-west streets appear to perform better than north-south streets. This makes sense since the majority of travel is in an east-west direction, and traffic signals are timed accordingly to maintain traffic flow during the high traffic periods.

Along the freeways, the highest trouble spot occurs along I-80 between 72<sup>nd</sup> Street and the I-29 west junction in Council Bluffs. Several sections rate an LOS “D”, including I-680 between the I-80 junction and Pacific Street and most of I-480.

In general, the segments identified as having an LOS worse than “D” (*i.e.*, sections with orange or red on the map) are fairly limited to particular locations and do not indicate a severe level of congestion on a widespread basis in the MAPA TMA. It should be further noted that projects are either under construction or planned along most of the locations with higher congestion levels that should improve the Level of Service. For instance, the large Council Bluffs Interstate Reconstruction project will improve the Missouri River crossing on I-80. The Nebraska Department of Roads is also constructing or planning improvements along the most severely congested sections of I-80 and I-680. The City of Omaha is also planning projects along 144<sup>th</sup> and Blondo Streets, while Harrison Street has been widened to a four-lane urban section east of 144<sup>th</sup> Street.

The Travel Time Study also illustrates the results of recent projects in the MAPA region. Several congestion hot spots from previous years have recently been improved. Prior to 2007, L Street / Industrial Road west of 120<sup>th</sup> Street was a four-lane facility. The LOS for L Street varied between “C” and “F.” During the past few years, it was improved to a 6-lane facility with several intersection modifications. These changes were evident in the most recent round of data collection as the LOS now ranged between LOS “A” and LOS “C.” Similar improvements could be seen along Q Street in southwest Omaha. Recent capacity improvements to four-lane arterials directly corresponded to LOS improvements in the Travel Time Study.

It should also be noted that there are a number of segments identified as LOS “C” or “D”. While this is to be expected in any major metropolitan area, future growth will likely increase traffic on facilities past their current design capacities. The strategies listed below to reduce and mitigate congestion levels should be utilized in order to avoid a significant decrease in mobility.