NDR ACTION PLAN

prepared by

THE NEBRASKA DEPARTMENT of ROADS

State of Nebraska

ACTION PLAN

(Pursuant to PPM 90-4)

Prepared by

The Nebraska Department of Roads

Submitted to Governor J. James Exon by:

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Approved and submitted to the Federal Highway Administration by:

J. James Exon
Governor of the State of Nebraska

Accepted and Approved on the 13th day of June, 1973 by:

John B. Kemp
Regional Federal Highway Administrator
Federal Highway Administration
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FOREWORD

In September of 1972 the Federal Highway Administration (FHWA) selected Nebraska as one of three pilot states in a new program with the aims of increasing the involvement of the public and other agencies in the highway development process, insuring full consideration of the economic, social and environmental effects of highway projects, and insuring that decisions made on such projects are made in the best overall public interest. The FHWA titled this new program the "Action Plan".

In response to PPM 90-4 (See Appendix A), the FHWA directive to the states requiring this Action Plan, the Nebraska Department of Roads has prepared this document. While it seeks to be comprehensive to that charge by the FHWA, two factors must be remembered.

1) This document is not designed to be the last or final word on the subject of public participation or environmental considerations. We recognize that as times change and advances are made in the environmental technologies, revisions may be required, but this document is written to be as complete as possible at this time.

2) This document is written to provide ways for increased public participation in highway matters, and to insure that full consideration is given to the possible economic, social and environmental effects of highway programs.

We at the Department of Roads feel that because of our current procedures, such as the corridor studies and the hearing process, input from the public is already an important component in our planning decisions. Likewise, an extensive range of studies designed to pinpoint economic, social and environmental effects has been in use for some time.

But we also recognize that public participation should be increased, especially at the early stages in the highway planning, and that recent advances in the social sciences and in measuring techniques require that we refine and develop new procedures.

Our response to the requirements of PPM 90-4 is the Nebraska Department of Roads Action Plan. The document will set forth those refinements of existing procedures and those new procedures we feel will provide the level of public participation and consideration of environmental effects necessary to answer both the charge of the FHWA, and desire of the public we serve.

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In April, 1972, Roy Jorgensen Associates, Incorporated, a management consultant firm, began a Comprehensive Pre-Construction Management study of the Department of Roads to insure proper programming and scheduling of projects. One of the outputs of this review will be a pre-construction procedural manual. Though the study was not planned as part of the Action Plan effort, the manual will document all existing procedures including those proposed in the Action Plan. It is expected that this procedural manual will be completed by November 1, 1973. This manual will contain complete documentation of the decision-making process, who makes the decisions based upon what documentation. Detail flow charts for hundreds of activities will be included as well as manpower and time requirements for each activity.

Upon completion and approval, the pre-construction procedures manual and the 3-C area operations plans and plans for the counties and municipalities (as indicated in Section 2) will be made attachments to this Action Plan through reference.

TABLE OF CONTENTS

SUMMARY OF THE ACTION PLAN

The Action Plan has been developed in response to PPM 90-4, using public participation in the highway planning and development process and insuring full consideration of the economic, social and environmental effects of the highway programs.

The document itself consists of a list of definitions and four sections of introductory information -- Background, Authority, Development of the Action Plan, plus a section presenting an Overview of the Department of Roads. Following the introductory material there are seven sections discussing the changes proposed by the Action Plan and a section on implementation. An appendix of charts, examples and supporting documents is also included.

The following is a section by section summary of the Nebraska Action Plan:

Section 1 -- Background

PPM 90-4 (The Process Guidelines) is discussed and its impact is explained.

Section 2 -- Authority

This section was included to show that the Nebraska Department of Roads is, and has, the authority to adopt the changes recommended in the Action Plan.

Section 3 -- Development of the Plan

The Department of Roads utilized a Task Force and three Advisory Groups in the actual development of the Nebraska Plan. The composition of these groups and a chronological presentation of the development process are presented in this section.

This section also indicates what steps are to be taken by other agencies who prepare federal aid highway plans, such as 3C, counties and municipalities.

Section 4 -- Overview of the Department of Roads

The current structure and procedures of the Nebraska Department of Roads is discussed with emphasis on the process by which projects are developed from initial concept to final design.

Section 5 -- Planning Study Report

This section presents a new document developed to promote awareness of system planning activities at the earliest stages of project development. The contents of the Planning Study Report and its uses are discussed.

Section 6 -- Level of Projects

The Process Guidelines direct that the Action Plans must identify the different procedures used on projects of different types and complexity. Section 6 outlines the manner to be used in determining procedure and level-type of proposed highway projects.

Section 7 -- Identification of Social, Economic and Environmental Effects

This section describes the methods used to identify areas where studies must be undertaken during the development of projects. Twenty-eight different study areas are defined. Under each area, typical examples of subjects involved in each degree of study are listed.

Section 8 -- Systematic Interdisciplinary Approach

The make-up of an interdisciplinary unit, and the sources of other non-engineering expertise are presented. How these people and disciplines enter into the highway decision making process is explained.

Section 9 -- System Planning

This section explains the systems planning activities of the Nebraska Department of Roads. Two general areas, rural-urban and 3C, are discussed.

Section 10 -- Participation in the Highway Programs by the Public and Other Agencies

Current areas for input are listed and six new methods for participation are outlined. These include the new position of Public Assistance Officer and the continuing use of a Citizens Advisory Group.

Section 11 -- Consideration of Alternative Courses of Action

The different alternatives of highway decisions, including the no-build alternative, and how they are considered at the different study phases are explained.

Section 12 -- Implementation and Revision

A schedule and manner of implementation is presented. Method to be used in making revisions to the Action Plan is explained.

Highlights of the recommended changes in the Nebraska Action Plan include:

1. Two additional public hearings each year by the Board of Public Roads Classifications and Standards for the purpose of obtaining the public's views on specific criteria and classifications for the integrated highway system within the state.
2. Informal meetings within the 7 field districts each year prior to the selection of additions to the one- and six-year program. These hearings will provide for two-way information by answering the questions of citizens about the proposed program, the projects and decisions within the proposed program, and gathering of information and public desires for use in future highway programs.
3. The creation of the position of Public Assistance Officer whose duties will include providing information to interested citizens on highway matters and relaying information on highway matters from interested citizens to the proper divisions within the department.
4. Increased use of the various news media to keep the public aware of highway matters.

5. The establishment of a Citizens Advisory Group, to review and keep current both the Action Plan and Department of Roads' procedures in the area of public participation.

While the Department is presently considering economic, social and environmental impacts, the introduction of the Planning Study Report and project level determination will provide a much earlier identification of these factors. Prior to any actual work on a proposed project, the Department will prepare, distribute and make available to the public the Planning Study Report, which will contain a statement of the probable environmental impact, a description of the proposed project, a statement of the expected result of not building the proposed project and similar information. Time will be given for response to this report before a firm decision is made as to whether to proceed with the proposed project.

The assignment of a project level will permit the Department to spend the necessary amount of time on the studies required for projects of varying degrees of complexity. For instance, the amount of study required for a highway in a new location will be much greater than that for the resurfacing of an existing roadway or the installation of traffic signals at an intersection.

Use of the Statewide Traffic Assignment Model will permit the study of various alternatives to a proposed project, including the "no build" alternative. While this model will provide a valuable tool for technical evaluation, the "no build" alternative will receive continuous evaluation throughout a project's development.

Beginning with the Planning Study Report, the economic, social and environmental effects of a proposed project will be studied in depth by Department personnel and personnel from other agencies when necessary. The study of the economic, social and environmental effects will be conducted in over twenty-eight areas which include most of the areas of concern encountered in the majority of proposed highway projects. Not all projects will require study in each of the study areas and a few may require study in areas not included in the list; however, this listing of study areas provides a basis upon which to begin the consideration of the economic, social and environmental effects of a proposed project. This study will continue through the design phase of a project on those projects of a complex nature.

The existing hearing procedures of the Department will continue to provide opportunity for public participation in the decision making process and will be continued under the Action Plan.

DEFINITIONS

A-95 Review Agencies -- Agencies which receive proposed plans from a clearinghouse for review. These reviews may be performed by an agency at periodic intervals throughout the development of a proposed project.

A-95 Review Process -- Initial proposals for projects are sent to a clearinghouse for redistribution to other interested agencies for review. The purpose of this review process is to avoid problems which might arise from two or more agencies planning developments in the same geographical area.

Alignment -- The location of a road along the ground.

3 C Planning -- The continuing, cooperative, comprehensive planning in an urbanized area as required by federal law. (e.g. Lincoln, Omaha or Sioux City area planning)

Channel -- Path in which water will flow.

Channel Change -- The change in direction of the natural path of flow.

Channel Clean Out -- The removal of debris, soil deposits or heavy brush in an existing path of water flow.

Clearinghouse -- A governmental agency responsible for review, distribution and coordination of various state plans as required by law. In Nebraska the Statewide A-95 clearinghouse agency is the State Office of Planning and Programming.

Corridor -- An area of variable width between two points. In highway work, corridors are defined areas where the needs for improvements are studied.

Corridor or Location phase -- The study of corridor locations, environmental considerations and alternatives for a project. This phase concludes with the release of the corridor study report.

Corridor or Location Hearing -- Public hearing held to inform the public and to obtain their views on a project location.

Design Hearing -- Public hearing held to inform the public and to obtain their views on the design features of a project.

Design Phase -- The development of a project from the conclusion of the corridor location work to the completion of final plans.

Easement (Permanent) -- Land used and maintained by the Department but owned by another.

Easement (Temporary) -- Land used by the Department of Roads, and then returned to the owner.

Environmental Impact Statement--E.I.S. -- A written summary of the probable effects a project will have on the environment, especially the human environment.

SECTION 1 - BACKGROUND

Title 23 U.S.C., Section 109(h) as contained in Section 136(b) of the Federal-Aid Highway Act of 1970, P.L. 91-605, directs that "the Secretary (of Transportation) . . . . . shall. . . . . promulgate guidelines designed to assure that possible adverse economic, social and environmental effects relating to any proposed project on any Federal-Aid system have been fully considered in developing such projects and that the final decisions on the project are made in the best overall public interest, taking into consideration the need for fast, safe and efficient transportation, public services and the costs of minimizing. . . . . adverse economic, social and environmental effects."

These Guidelines were formulated as directed and distributed to the states in the form of a FHWA Policy and Procedural Memorandum (PPM 90-4 - The Process Guidelines.) PPM's are the form used by the FHWA to outline rules and regulations governing highway agencies. They can generally be thought of as interpretations of federal statutes that govern highway and transportation matters. Though PPM's are not laws, they must be adhered to by the state highway agencies because of the relationship between the agencies and the FHWA.

That relationship is outlined in Paragraph 2 of the Process Guidelines which includes this paragraph. . . . . "Such guidelines shall apply to all proposed projects with respect to which plans, specifications and estimates are approved by the Secretary after issuance of such guidelines."

While the Federal Highway Administration has long distributed PPM's that regulated many areas of highway matters, PPM 90-4 was unique. Before, the FHWA sought to regulate all highway agencies under the same rules. The result of this policy was uniform PPM's, but documents that were both lengthy and complex in order to touch on every possible situation. As public concern for such factors as the environment and the social effects of highways grew, it became obvious that uniform rules for all states could not adequately address problems that were particular to one project or one location.

In response, the FHWA circulated PPM 90-4 which directed the states to develop their own policy and procedural rules, tying them to the particular needs of that state. The Federal Highway Administration titled these individual state's policies and rules "Action Plans".

According to the FHWA these Action Plans were "to be plans of internal organization and procedures to be followed by state highway agencies to insure that the objectives of the guidelines were met. . ." More specifically, the Action Plans were to describe the organization and processes used by state highway departments in the development of Federal-Aid highway projects. Plans were also to include the assignments of responsibility for these processes within the highway agencies.

By reserving the right to approve each state's plan and by including in the guidelines a statement that each plan must be consistent with existing laws and directives, the FHWA built in a control factor. But beyond this control, the guidelines stressed that the plans should be individualized to each state's needs.

To guarantee that the plans would not simply be a writing exercise, prepared and then filed away, the guidelines require that the plans must be reviewed and approved by the governor of each state. This requirement was included as a means of obtaining inter-agency and inter-governmental coordination of the plan and reinforced a central concept of the guidelines -- involvement of other state agencies.

This then was the charge presented to the fifty states:

--Prepare an Action Plan that, when approved, would become the operating procedures for the agency.

--Plans must be individualized and flexible, but must clearly identify the way a highway agency makes decisions.

--Include in the plan ways that these decisions reflect full consideration of economic, social and environmental effects of highways and insure full public participation.

--Assign responsibility for these procedures and decisions, and involve other state and federal agencies and the public in the development of the plan.

--Submit the plan for review and approval of the governor and the FHWA.

--When approved, implement the plan with periodic review to insure that it meets current needs.

SECTION 2 - AUTHORITY

Although the Action Plan is required for federally funded projects, the Nebraska Department of Roads feels that the importance of the considerations involved is such that this Action Plan will also apply to those non-federally funded highway projects for which the State is responsible.

This Action Plan defines a process for developing programs and projects in a manner somewhat different than that used in the past. Since it is intended that this process be an integral part of the Department of Roads procedure, it is necessary that the department have the authority to adopt such a plan. As an administrative agency of the Nebraska State government, the Department of Roads has, through existing statutes, the authority to make and amend the rules and procedures under which it operates. In addition, the Legislature has given the Department of Roads power to enter into agreements with the federal government to qualify for federal-aid. Such power implies the responsibility to meet the necessary requirements to qualify for such aid.

In relation to the Action Plan, the Department of Roads has under existing state statutes, the necessary authority to institute the necessary procedures to continue to qualify for federal-aid, and once these procedures are instituted, they will become administrative rules and regulations under which the Department will operate.

The Department of Roads is the established liaison between the Federal Highway Administration and the local agencies responsible for planning of highway projects. It is the state's responsibility to assure compliance with all relevant federal requirements for federally funded projects prepared by or for these local agencies.

In the three metropolitan areas where the comprehensive, cooperative and continuing planning process is required, the existing Operations Plans will be modified to assure compliance with the requirements of the Process Guidelines.

The major requirements of the Process Guidelines will become effective by November 1, 1973 for the local governments and 3-C areas.

The Department has the responsibility and authority under existing legislation to accomplish these objectives in order that the various local governments may utilize, through or with the state, any available federal funds in providing an integrated system of public roads.

SECTION 3 - DEVELOPMENT OF THE ACTION PLAN

Though the bulk of the Process Guidelines deals with the contents of the Action Plan, the NDOR felt that how the plan was actually developed would be just as important as contents in guaranteeing its eventual acceptance and success. With this in mind, the Nebraska Department of Roads opted for a development system utilizing a Task Force and three advisory groups to produce Nebraska's Plan.

The Task Force was composed of four Department personnel: the Federal-Aid Projects Coordinator, the Project Development Division head and a member from the Urban and Secondary Roads and Information Divisions. This Task Force was assigned the responsibility of compiling background and data, writing and editing the document.

The three Advisory Groups were used as resource people and as "clearinghouses" for the plan as it developed from concept to final draft. The groups included:

--A Departmental Advisory Group composed of a representative of the Federal Highway Administration, the Deputy State Engineer-Engineering Services, Deputy State Engineer-Highway Administration, Transportation Planning Engineer, Roadway Design Engineer, Information Director, Right-of-Way Director, Director of Liaison Services, the Highway Commission Executive Secretary and a representative of the Governor's office. This Departmental group provided technical assistance and input especially in relation to the actual highway development process. But this group, as the other two, was not limited to any one area of input and reviewed the entire document at its various stages. Because these are the people who will actually implement this plan, their involvement in the development should facilitate implementation and provide a high level of agency input.

--An Inter-Agency Advisory Group composed of representative from: the FHWA, State Office of Planning and Programming, Department of Environmental Control, Game and Parks Commission, Department of Economic Development, the Governor's Office, State Historical Society, Legislative Council, Natural Resources District, Housing and Urban Development, Department of Interior, Environmental Protection Agency, Soil Conservation Services and Metropolitan Area Planning Agency. The Inter-Agency Advisory Group provided input especially in the areas of social, economic and environmental considerations and systems planning. But here again the Inter-Agency Group reviewed the entire document and was not limited to one section or area.

--A Citizens Advisory Group. While the formation of the Departmental and Inter-Agency Advisory Groups is an obvious and rather natural procedure, the formation of a Citizens Advisory Group was a new experience for the Department. This group was formed by contacting a variety of citizens groups who had dealt with the Department in the past, or who by virtue of their area of interest might be interested in participating. An attempt was made to include groups of various economic, social, environmental and geographic interests. These groups were contacted through the Governor's office and were invited to send a representative to an organizational meeting (A list of all those groups contacted and those who were represented on the Citizens Advisory Group follows this discussion.

At the initial meeting the Citizens Group organized itself, electing a chairman and setting up a meeting schedule that meshed with the schedule set for the Action Plan. The Task Force supplied administrative support such as reproduction and mailing services, but the group functioned independently of the Department or the Task Force.

Membership in the Citizens Advisory Committee was left open and that fact was advertised in press releases relating to the progress of the Action Plan development. In fact, three additional members to the group were added by the original members who expressed the desire to invite a broader spectrum of citizenry. All Citizen Advisory Group meetings were open to the public and the press, and that fact was advertised by press release. Because of the time factor involved, the Task Force established a schedule for development of the plan. The following is a chronological summary of the activities in this schedule.

--The Task Force was organized and established a "plan-of-attack" and schedule. Advisory groups were contacted for orientation meetings. Plan-of-attack and schedule were approved. Other Department personnel, District Engineers, the Board of Public Roads Classifications and Standards, and the Highway Commission were also given an orientation to the Action Plan at their respective meetings. A press release announcing Nebraska's choice as a pilot state, explaining the manner of the plan's development and inviting public input was distributed to all media.

-Advisory group orientation meetings were held, and the basic concepts and outline of the plan were prepared by the Task Force. Sections of the first draft of the plan were prepared and distributed. Advisory group meetings were held to review these sections and receive input for the other sections. A progress press release on the plan inviting public input was prepared and distributed.

--A full draft of the Action Plan was prepared and distributed to all Advisory Group members. FHWA officials from Kansas City and Washington, D.C. met with Task Force members for a review. The third meeting with advisory groups was held, comments and suggested changes or additions were incorporated wherever possible into a second draft. A press packet containing an overview of the second draft and the announcement of a public hearing on the Action Plan was mailed to all media and presented at a press conference. Three television times, including an hour TV special sponsored by the NDOR were also announced. Second drafts and overviews were made available to the public.

--The ETV program was aired. It consisted of a half hour background on the guidelines and development of the Action Plan presented by a panel of Task Force and Citizens Advisory Group members. Following that presentation, citizens were able to phone in questions using a toll-free number. Their questions were answered live by the panel. Two other TV airings on commercial stations were held. Following the three TV programs, a formal public hearing on the Action Plan was held. Again the format was a period of time for background and discussion by Task Force members, and a period for questions and statements. Members of the Inter-Agency and Citizens Advisory Groups were represented at the public hearing. Suggestions and comments from the TV programs and the public hearing were incorporated wherever possible in the final draft. FHWA officials again reviewed the plan and their comments and suggestions were also included in this final draft. A fourth Citizens Advisory Group meeting was held to review

significant changes and to begin implementation of that part of the Action Plan involving their group. Separate meetings were held with county and urban officials to establish their responsibilities with regard to their processes under the requirements of PPM 90-4. To assure compliance with the "Process Guideline", the following steps will be taken;

1) The Operations Plans for the 3-C areas will be revised

2) Plans for the counties and other municipalities will be developed.

These plans will be completed and approved by the Department of Roads and the Federal Highway Administration by November 1, 1973.

--The final draft was completed and submitted to the Governor for his review and approval and to the regional office of the FHWA.

DEPARTMENT OF ROADS

ACTION PLAN TASK FORCE

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CITIZENS ADVISORY GROUP

Organization	Representative
Missouri River Basin Commission	Mr. Carroll Hamon
Nebraska Motor Carriers Association, Inc.	Mr. James N. Preston
Nebraska U.S. Highway 81 Association	Mr. George H. Moyer
Nebraska's Scenic Highway No. 12 Assn.	Mr. Floyd Burkinshaw
Sierra Club	Mr. Dwight Hoxie
National Audubon Society	Mr. Walter T. Bagley
South Platte United Chambers of Commerce	Mr. Fred K. Evans
League of Nebraska Municipalities	Mr. Delmar L. Rasmussen
Better Nebraska Association	Mr. Robert B. Crosby
Citizens for Improved Planning	Mr. Douglas German
Zero Population Growth	Mr. John H. McClendon
League of Women Voters of Nebraska	Mrs. Pat Hoffman
CARE Planning Coalition	Rev. Thomas McKenney, S.J.
Nebraska Association of County Officials	Mr. Arnold Ruhnke
Nebraska Panhandle Resources Conservation and Development Project	Mr. Jack Nerud
Farm Bureau	Mr. Richard Gooding
Citizens for Environmental Improvement	Ms. Diane Beecher
Urban League of Nebraska	Mr. Mel Corbino
Nebraska State Grange	Mr. Edward Anderson
Nebraska Environmental Coalition	Mr. Ron Kurtzer
MAPA Citizens Advisory Board	Mr. Harry Anderson

INTER-AGENCY ADVISORY GROUP

Governor's Representative
Federal Highway Administration
Housing and Urban Development
United States Department of Agriculture, Soil Conservation Service
State of Nebraska Department of Environmental Control
Natural Resources District
Omaha-Council Bluffs Metropolitan Area Planning Agency (MAPA)
Nebraska State Historical Society
Department of Economic Development
State Office of Planning and Programming (Statewide A-95 Clearinghouse)
Game and Parks Commission
Legislative Council
United States Environmental Protection Agency
Department of Interior, Bureau of Sport Fisheries and Wildlife

DEPARTMENT OF ROADS ADVISORY GROUP

Federal Highway Administration
Deputy State Engineer-Engineering Services
Transportation Planning Engineer
Roadway Design Engineer
Program and Planning Engineer
Information Director
Right-of-Way Director
Governor's Representative
Director of Liaison Services
Highway Commission Executive Secretary
Bridge Engineer

SECTION 4 - OVERVIEW OF THE DEPARTMENT OF ROADS

The responsibility for the implementation of the Action Plan rests with the Department of Roads. In order to understand the application of the Action Plan, a knowledge of the organizational structure of the Department of Roads is necessary. This section describes the existing structure and the various functions within the structure which relate to highways. It should be noted that in an organization of this size there are a number of supporting functions which do not directly affect highway projects and these will not be included in this discussion; nor will those divisions described necessarily be discussed in full detail, but rather with the intention of generally describing the process by which projects are developed from initial concept to final design. In addition, this section will not describe any plan or study developments in detail as these are the subject of another portion of the Action Plan.

It is the responsibility of the Department of Roads, under the direction of the Director-State Engineer, and within federal and state laws, to provide for the proper planning, engineering design, construction, maintenance, operation and protection of the state highway system.

In order to accomplish its assigned responsibility, the Department of Roads is subdivided into three offices, seven field districts and an Assistant to the Director-State Engineer whose functions are in the areas of management and review. The three offices are: Office of Engineering Services, Office of Highway Administration and Office of Operations. Each of these offices is under a Deputy to the Director-State Engineer. In addition, an Assistant Attorney General is assigned to the Department to assist in legal matters. This organizational structure is graphically represented on page 4-2.

A narrative description of the organizational structure of the Department of Roads follows:

A. Office of Engineering Services

The Office of Engineering Services is generally responsible for: highway planning, project programming, functional, location and design studies, roadway and bridge design, right-of-way, the urban and secondary road program and transportation planning.

The Office of Engineering Services is composed of seven divisions:

Bridge

Transportation Planning

Project Development

Urban and Secondary Roads

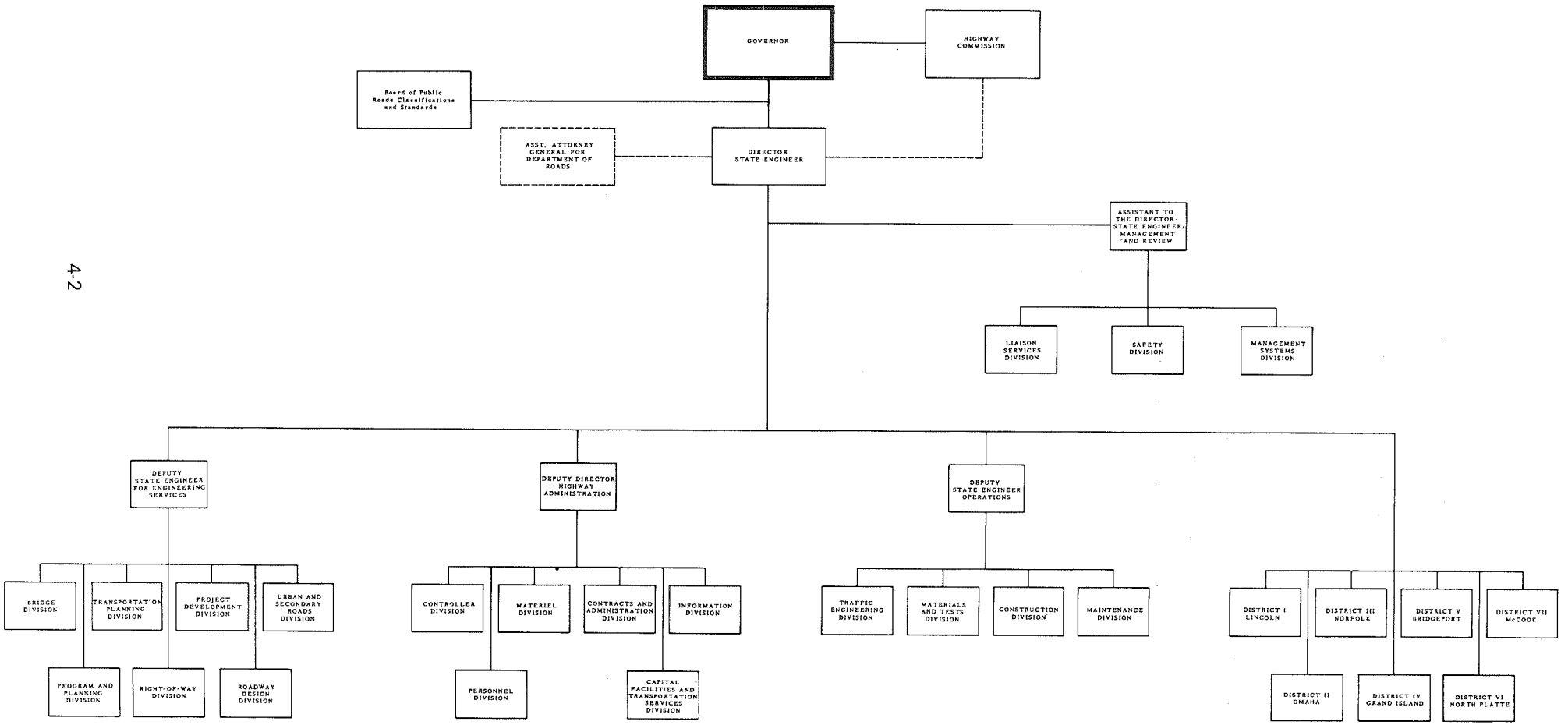
Program and Planning

Right-of-Way

Roadway Design

STATE OF NEBRASKA
DEPARTMENT OF ROADS

ORGANIZATIONAL CHART



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Of these seven divisions, three are primarily concerned with the earliest phases of project planning and development. They are Transportation Planning, Program and Planning, and Project Development.

A-1. Transportation Planning Division

The Transportation Planning Division was organized in response to the 1962 Federal-Aid Highway Act which required that urban areas of 50,000 or more population base all federally funded projects on a cooperative, continuing, comprehensive (3C's) planning process. Transportation studies have been conducted in the urban areas of Omaha, Lincoln and Sioux City, Iowa, which includes Dakota County in Nebraska. These studies, developed in cooperation with local officials, forecast future transportation needs based on factors such as land use, population, other means of transportation, anticipated funding, etc.

One of the products of these studies is a major street or thoroughfare plan. This plan depicts, on a map of the area studied, the recommended improvements needed to safely and efficiently accommodate the traffic 20 years in the future. This map is given wide news coverage. The study, the data evaluation and the map form the basis of the comprehensive, continuing and cooperative planning for the urban area. In order to be useful, these studies must be continually evaluated as various factors change, and to provide twenty year transportation needs.

Comprehensive, cooperative, continuing planning in the three urban areas is performed by the Metropolitan Area Planning Agency in Omaha, the Siouxland Interstate Metropolitan Planning Council in the Sioux City area and the Lincoln City-Lancaster County Planning Department in the metropolitan area. These three groups are responsible for the comprehensive planning in their metropolitan areas and the transportation system planning in these areas is an integral part of the total planning process. Data gathering, processing and evaluation is performed by a technical committee, consisting of representatives from all levels of government concerned and working under the direction of the planning agency. These agencies also perform clearinghouse reviews for federally funded projects which affect the urban areas.

As a part of the continuing planning process, these transportation plans are subjected to a major review at five year intervals, or more often if changing policies or trends in development warrant. As a part of this major review process a new major street or thoroughfare plan is developed along with alternative plans. Included in these plans are such considerations as mass transit options, varying the locations of expressways, development of parallel routes and similar possibilities. Before any of these plans is adopted as the plan upon which to proceed, the public is offered an opportunity to review and comment on the various alternatives. If these comments warrant, further study may be performed and additional alternatives developed.

Citizen participation is provided by means of citizens advisory groups working with the technical committees. In addition, the monthly meetings of the technical committees are open to the general

public so that any citizen with a question or suggestion may participate in the process. When a plan is developed, the political jurisdictions hold a hearing on the plan.

Various projections and priorities recommended by the DOR Transportation Planning Division for the 3C areas are used in establishing needs and priorities for the statewide plan. This division, together with the local agencies, established corridor locations in the urban areas. Once a decision is made to proceed with the planning, development and functional layout of a proposed project within a corridor, this division continues to review and study the projected effects of the project upon the transportation system in the urban area as well as the effects of various changes in the urban area characteristics upon the proposed project. Any significant developments which may arise during this review and study process are reported to those divisions working on the proposed project so that development of a project, from its earliest phases, may be evaluated, revised and critically re-examined as necessary. Those divisions involved in the development process refer information, such as proposed design criteria, etc., to the Transportation Planning Division for urban area projects for an evaluation of the effects of these considerations on the development of a transportation system within a particular area.

A-2. Program and Planning Division

The program needs and cost, assistance to other divisions in the development of the six-year construction program, establishment of the functional classification of all highways, maintenance of a long-range highway plan, maintenance of a statewide traffic assignment model, maintenance of liaison with the Federal Highway Administration regarding addition, deletion or revision of federal aid routes, and many related functions. These activities are performed for those routes on the state and federal aid highway system. Information provided by this division is utilized throughout the development of a project. For example, the projected traffic count and sufficiency rating are factors considered in determining need, functional classifications and anticipated traffic volume are factors considered in establishing design criteria, and the truck weight studies provide a basis for determination of surfacing type and thickness.

Traffic counts and origin-destination studies permit accurate forecasting and simulation of traffic distribution through the statewide traffic assignment model. This information can then be used to identify areas of need and as projects are developed, this same model can be used for a check of the project's response to the need. Inventories maintained by this division, such as railroad grade crossings and bridges, also provide information for consideration in determining project priorities.

This divison assists the three urban areas in the state by providing current traffic volume counts on state highways in these areas for use in their comprehensive planning process.

A-3. Project Development Division

The Project Development Division is responsible for performing the necessary engineering work to develop a project to the stage at which specific and detailed design can be performed. This division performs the necessary corridor studies, provides for the interdisciplinary environmental studies, using both staff personnel and persons from outside agencies when necessary, programs projects for federal or state aid, secures required approval on all projects programmed, and provides for meeting all public hearing requirements through the Public Hearing Officer. Corridor locations, preliminary project alignment within a corridor, types of improvement and the effects of no construction are alternatives studied in this division. The economic, social and environmental effects of these alternatives are also studied simultaneously.

This division has the prime responsibility for the development of the one and six year programs. This is accomplished by the utilization of the reports and recommendations generated by the Program and Planning Division, input from the District Engineers, the State Highway Commission, other divisions, etc. Through coordination meetings these inputs are put together as needs and, based on estimated available funding, priorities are established for the next one and six year programs to be recommended.

Use of the statewide traffic assignment model, or the Transportation Planning study models in urban areas, provides data for use in locating a corridor and suggesting alignments within that corridor. The planning study reports are prepared by Project Development Division. Since this division is responsible for meeting public hearing requirements, citizen comments, information and recommendations received at these hearings are studied and when areas of further investigation or re-examination are indicated, the Project Development Division performs the required study efforts. The results of the various studies are contained in the location study report, prepared by this division.

A-4. Roadway Design Division

The Roadway Design Division is responsible for the detailed location and development of final plans, estimates and specifications for construction on Interstate, Primary, Urban and Secondary routes on the state highway system. This division is responsible for assuring the proper coordination of utility modification or relocation and any necessary railroad work made necessary by a proposed project. Plans and specifications for roadside development, landscaping and erosion control measures are also provided by this division.

The Roadway Design Division develops the functional plans used for design public hearings. Functional plans provide a graphic display of a proposed project on the selected alignment but without sufficient detail to determine right-of-way takings, construction details or other specific information. It is the purpose of these plans to provide a proposal to the public for the purpose of obtaining information and comment from the citizens affected by the project. Comments and information

received at hearings indicating the need for further consideration in the design of a project are studied and incorporated in the project plans by this division. The design study report is also prepared by this division.

In order to develop plans, specifications and estimates which will provide a safe facility this division utilizes certain engineering design criteria or standards. These criteria have been developed through years of study and observation. They are under continuing study for revision as various conditions such as motor vehicle design and safety characteristics change. For example, the sharpness of curves, steepness of grades, access and other design criteria will be much different for a primary highway in a rural area, carrying 10,000 vehicles per day at 65 miles per hour than those for a secondary road carrying 500 vehicles per day.

A-5. Bridge Division

The Bridge Division is responsible for the development of plans, specifications and estimates for highway bridges, railroad grade separation structures, interchange structures, special drainage structures and incidental structures. This division also consults with the Office of Operations on construction and maintenance problems related to bridges and other highway structures, and on the application of the sufficiency rating for all bridges on the state highway system. When a highway project includes a bridge structure, this division provides the relevant information for the design study report. This divison also conducts studies on floods, flow characteristics, channel changes or relocations and related items for flowing streams.

As in the Roadway Design Division, the Bridge Division utilizes various design criteria and standards in accomplishing its function. Both the Roadway Design Division and the Bridge Division are responsible for providing the detailed plans necessary for the construction of a project.

A-6. Right-of-Way Division

The Right-of-Way Division is responsible for the appraisal, negotiation and acquisition of right-of-way and easements for material pits and highway construction and maintenance. This division is also responsible for providing relocation assistance when relocation of homes or businesses is necessary for the construction of a highway. This assistance includes assuring the affected persons of the availability of comparable facilities in which relocation is possible.

The work of this division is performed simultaneously with that of the Roadway Design Division beginning with a title search when project location is determined, and concluding with certification that all required right-of-way is or will be paid for and owned by the state prior to construction.

Although the Roadway Design, Bridge and Right-of-Way Divisions are primarily responsible for that final and detailed development of a project necessary for construction, these divisions may be called upon in the earlier phases to assist in identifying problems which might affect certain locations. For

example, certain locations may have terrain features which would present design problems of such magnitude that the location would be undesirable. In other instances, the expected right-of-way problems might suggest investigation or selection of other alternatives. During the design phase of a project and while the details of right-of-way are being studied and acted upon, information may be developed which necessitates review at the project development phase.

As the specific location of a proposed project is determined and design details are developed a more complete consideration of the economic, social and environmental effects of the project is performed and additional pertinent information is included in the final environmental impact statement.

A-7. Urban and Secondary Roads Division

The Urban and Secondary Roads Division is responsible for processing all county transactions with the Federal Highway Administration and acts as a liaison for the counties concerning the County Federal-Aid Secondary System and County Federal-Aid Secondary Projects.

This division assists the counties in obligating Federal-Aid Secondary funds for specific projects selected by the counties. These projects, initiated at the local level, are taken from the one and six year road programs and submitted by the counties to the Board of Public Roads Classifications and Standards. Under state law, these one and six year programs must be offered for public hearing before they can be accepted by this Board.

In addition to assisting in obtaining Federal funds, this division reviews and approves the final plans, specifications and estimates for County Federal-Aid Secondary Projects which are prepared by either the counties or consultants.

This division administers the Federal-Aid Traffic Operations Program to Increase Capacity and Safety (TOPICS) for those cities which utilize this program. The nature of the assistance provided by this division for this program is the same as that provided to the counties for the County Federal-Aid Secondary Program.

B. Office of Administration

The Office of Administration is primarily responsbile for maintaining the operating structure and various supporting functions within the Department.

The Office of Administration is composed of six divisions:

Controller

Materiel

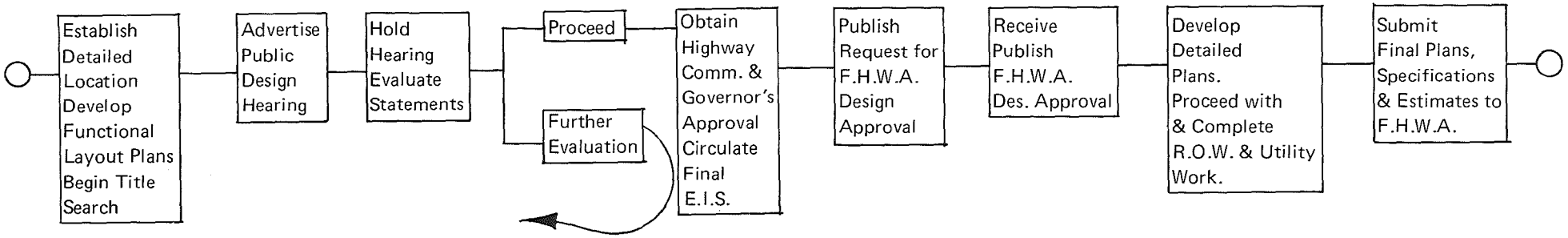
Contracts and Administration

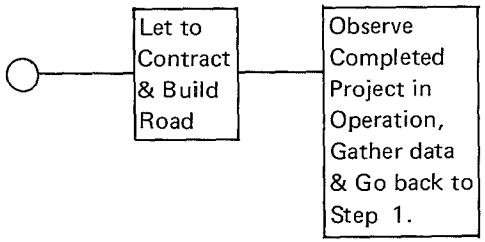
Information

Personnel

Capital Facilities and Transportation Services

DESIGN PHASE





SECTION 5 - PLANNING STUDY REPORT

It is the objective of the Department to promote awareness of the results of system planning activities at the earliest stage possible. Certain studies and considerations must be made at a very early stage in a project's development so that information is available to the personnel of the Department, other agencies and to the public. To achieve this objective, it shall be the Department's policy that:

1. Certain economic, social, environmental and engineering areas, including all areas required by law, will be studied and such effects as can be recognized at this early stage will be identified to the extent practicable.
2. The alternative of no-build as opposed to the anticipated improvement be examined.
3. The above developed information and other available data be assembled in a document which could then be utilized as a tool for providing the Department, other agencies and the public with an overview of the proposed project at a very early stage in the project's development.

The document developed from the above policies will be known as the Department's Planning Study Report (PSR) (See Appendix, Section D). This document will contain all basic data necessary for an examination of a project following the system planning stage and will be the basic document upon which any decisions must be made prior to more in-depth studies being made on this project. It will be the responsibility of the Project Development Division, in coordination with other divisions of the Department, to develop the PSR.

The PSR will be prepared before the commencement of the Location and Design stages for the subject project and will summarize the studies, determinations and data from the system planning stage.

The PSR will contain as a minimum:

1. A map of the project location indicating the approximate termini.
2. A statement of the contemplated type of improvement.
3. A typical cross section, if applicable.
4. Documentation of the supporting needs for the project.
5. A statement as to whether the preliminary examination of the proposed project indicates any likely significant environmental impact.
6. A statement of the alternatives and other modes considered.
7. A list of the study areas examined, together with an indication of any determination made in these early studies.

Some of the data contained in the Planning Study Report may be developed by, or through coordination with, other agencies, local officials and the public.

The information in the PSR will be presented in a clear and comprehensible manner to allow full public understanding.

Following selection of a level, legal publication describing the proposed project and stating the proposed level will be made, and the Draft Planning Study Report will be distributed to other agencies, local officials and interested parties. After publication, 30 days will be allowed to file a request through the Department of Roads Hearing Officer (as set forth in the published legal notice), to change the level or to receive comments on the Draft Planning Study Report.

Following preparation of the Planning Study Report, the Level Review Committee will reconsider its proposed level selection and establish the level. This level will then be entered in the PSR. If the final level established is different from than in the Draft PSR, the level will be given new publication.

The Level Review Committee will review the project at established checkpoints during the life of the project, and if necessary, revise the level of project, incorporate additional studies, or recycle the project to a previous stage.

Procedures to be followed for the four levels of projects will be as follows:

LEVEL "A"

1) Environmental Impact Statement or Negative Declaration (as determined by studies) - Required
2) Corridor or Location Study - Required
3) Local Informational Meetings - Required
4) Location Study Report - Required
5) Design Study Report - Required
6) Formal Public Hearing Offer - Required if:
   a) Project goes through or bypasses any city or town
   b) Project would have a significant economic, social or environmental effect
   c) Project would substantially change the function or layout of connecting roads or streets
7) An additional formal public hearing may be offered if deemed advisable due to extreme interest or controversial nature of project.

LEVEL "B"

1) Environmental Impact Statement or Negative Declaration (as determined by studies) - Required
2) Corridor or Location Study - As Needed
3) Local Informational Meetings - As Needed
4) Design Study Report - Required
5) Formal Public Hearing Offer - Required if:
   a) Project goes through or bypasses any city or town
   b) Project would have a significant economic, social or environmental effect
   c) Project would substantially change the function or layout of connecting roads or streets
6) An additional formal public hearing may be offered if deemed advisable due to extreme interest or controversial nature of project.

LEVEL "C"

1) Environmental Impact Statement or Negative Declaration (as determined by studies) - Required
2) Local Informal Meeting - As Needed
3) Design Study Report - Required
4) Formal Public Hearing Offer - Required if project goes through or bypasses any city or town.

LEVEL "D"

1) Negative Declaration - Required

NOTE: The public hearing criteria shown above is subject to any requirements of PPM 20-8, the Federal Highway Administration document on public hearings.

SECTION 7 - IDENTIFICATION OF SOCIAL, ECONOMIC AND ENVIRONMENTAL EFFECTS

The identification of social, economic and environmental effects can only be accomplished through an examination by qualified personnel of the proposed project, and studies of the various areas which may cause these effects.

By use of the systematic, interdisciplinary approach (See Section 8), we will accomplish this identification and by examining the various subject study areas at the earliest possible stage, we will identify the areas we feel require study and recommend the degree of study which will be necessary. These determinations will then be made available, as detailed in Section 6, so that interested parties may give the Department of Roads the benefit of their knowledge of the subject areas, and that we may then have still better information with which to perform the studies for later project decisions.

The identification of social, economic, environmental and engineering effects will be the primary responsibility of the Project Development Division. Throughout all stages of the projects, the Environmental and Ecology Section of the Project Development Division will be utilized by and coordinated with the divisions primarily responsible for the current phase of the project so that economic, social and environmental effects may be checked. However, the Project Development Division will have the prime responsibility for the performance and/or analysis of the in-depth studies required.

A technical library will be maintained by the Department of Roads on environmental and socio-economic areas. Special coordination will be maintained between the staff of the Environmental and Ecology Section and the Department librarian so that an up-to-date library shall be maintained. In addition, the staff will prepare and disseminate to the Department a summary of the current books available and of the general "state of the art" in the environmental area. A bibliography of these books will be maintained in the Environmental and Ecology Section for reference and use in filling requests of outside agencies and the public for information on these environmental areas.

The Project Development Division will also be required to perform preliminary studies required for the study areas report in the Planning Study Report (see Appendix, Section D).

The study areas will determine the relative degree of study required for the social, economic and environmental decisions on the project. This is considered to be most important in the selection of the proper project level and the type and complexity of the study. If special conditions or study areas exist on any project or corridor study, these will be noted and the appropriate study made.

The anticipated degree of study on each area will be indicated by the use of Roman numerals I, II, III or IV. A "I" would indicate an extensive in-depth study at each phase, while "IV" would represent little or no study on the particular study area. It should be noted, however,that these degrees of study may have no direct relationship to the "Level of Project" established and that a degree "I" study may be required on a Level C project or a degree "IV" study could be performed on a Level A project in a particular area.

In each of the study areas, consideration will be given to both the immediate and long-range effects, of the proposed project.

The study areas listed on Sheet 4 of the PSR (see Appendix D-5) will be examined and the appropriate level of study deemed necessary by this preliminary examination will be noted.

Following is a compilation of the study areas and a description of the type of study which would be estimated for the various degrees of study:

STUDY AREAS

ACCESS CONTROL

Access control as specified follows the general guidelines as detailed in the Nebraska Department of Roads Access Control Booklet.

I. A study of the access as determined by expressways will involve access only at presently designated points, at interchanges or at carefully selected public roads. No individual access on private property would be allowed directly upon the highway facilities although frontage roads could provide access to other roads thus providing access to the highway facilities.

II. Access control whereby only certain openings as specified in the Access Control Booklet would be allowed for certain types of highways and at certain distances from each other or from public access points. The type of control would extend through either all or a majority of the highway project.

III. This would be isolated areas of access control where there is an accident potential if unlimited access to the highway facility was allowed, or in those areas where unusual congestion might be expected to occur.

IV. No access control required (No study needed).

AESTHETICS

Aesthetics in this usage would refer to the compatibility or acceptability of the proposed highway design with the surrounding area. This could involve the determination of landscaping requirements, the type of structural treatment as in the case of an urban elevated expressway, or highways in or near important recreational areas and could refer to possible joint use concepts and the involvement of additional right of way. The possibility of scenic easements to preserve outstanding views or to preserve areas in their natural state adjacent to the right of way or to preserve the existing environment around constructed rest areas would also be a consideration of aesthetics.

I. A study of aesthetic requirements of major urban projects, especially where joint use was contemplated or desirable, and major recreational areas both in or adjacent to these areas. Treatment compatible with the historic character of the area, or other special considerations requiring landscaping and/or aesthetic measures not normally associated with highway construction.

II. The treatment of major projects where aesthetics are normally accomplished as part of the location of rest areas and the aesthetic treatment of such.

III. The normal landscaping activities associated with construction projects such as grass plantings and minor tree plantings, but no major landscaping involved.

IV. No requirements.

AIR POLLUTION

At this time no fully acceptable standards of air pollution have been established that apply specifically to highway projects and the effects of exhaust emissions on the quality of the air. It is anticipated that federal standards in this relationship will be forthcoming in the near future. At such time as these standards become available, they will be implemented as an addendum to the Action Plan. In the meantime, those air quality standards as determined by state law for the state in general will be observed.

I. Study needed.

II. No study needed.

ALTERNATE ROUTES

Alternate routes are an integral part of all highway projects, and in addition to considerations of alternate routes, a condition of no-build must also be considered. There may not be any feasible alternative other than the no-build and while consideration must be given on all projects to alternates, there are some routes, especially where maintenance or repair type work is to be done, where the only feasible routing is on the existing facility. Much study and documentation is devoted to alternate routes on corridor studies and to all other highway projects.

I. Alternate routes shall be considered on any corridor studies and on any relocation and will be considered in any areas where 4f lands exist. These routes are studied to the detail necessary to establish the relative values of the various routes including the no-build alternate, and discussions of these are held in both the environmental statements and in the negative statements.

II. Routings where an existing highway can be utilized for the improved facility are limited to study of existing parallel routes to determine necessary level of service on a proposed facility and an alternate of no-build.

III. Minor consideration is given to other alternates at this level. Consideration is given to types of construction more than alternate routes as the type of construction does not lend itself to alternate routes.

IV. Alternates have very minor consideration. The no-build alternate is carefully considered.

CHANNEL WORK

I. Extensive channel changes may be required due to hydraulic considerations or possible road relocation. Possible upsetting of ecological balance of ecosystems along the river area that require study of environmental considerations. Could involve extensive widening of channel which might also involve extensive ecosystem upsetting. Consideration to be given to possible alternatives to channel change or to mitigating the ecological damage if channel changes are required.

II. Minor changes may be required on streams where no significant effect on the ecological balance is expected although the study will be conducted on the possible effects. This discussion would be in the negative statement if no significant effects are discovered.

III. Minor cleanout basically on right of way or minor revision beyond right of way on drainageways that do not carry running water and have no fishing potential at all.

IV. No channel changes, and any stream or drainageway revisions limited to cleanout only within the right of way.

CIVIL RIGHTS

Studies will be performed to assure that the planning, location and design of the proposed project will involve no practices which would serve to discriminate or violate anyone's civil rights as set forth in the Department of Transportation's Rules and Regulations for Title VI of the Civil Rights Act of 1964. (These studies will be in addition to those civil rights studies performed as shown under NEIGHBORHOOD EFFECTS and RELOCATION NEEDS AND RESOURCES.)

I. Significant minority population in area of project. In-depth study, review and reports to be made to assure no discriminatory practices. Examine possible alternatives which would minimize any adverse effects.

II. Small minority population in area of project. Review and report to assure none are adversely affected.

III. No minorities in project area or insignificant number and no affect upon them. Document this fact.

CONSERVATION LANDS AND UNIQUE NATURAL AREAS

These would be termed as public and private set aside lands devoted to conservation practices such as wet lands for waterfowl, unique natural or biological areas, game refuges where no hunting is permitted and other set aside lands.

I. Actual disruption of unique natural area or land areas where conservation practices are active shall be considered. Assessment is to be made of noise, air and water pollution where these areas are near a highway.

II. Study to assure no adverse effect and no area taken that would disrupt any existing practice or condition.

III. Facility alongside study to insure no adverse effect or right of way required.

IV. No such area involved.

ECONOMIC ACTIVITY

The impact of a road construction project on the economic activity of a locale, area or region can take many forms. Roads and highways are the channels through which virtually all activities of commerce must pass and therefore are a significant factor in the present and continued development of the affected area. The assessment of the impact of a proposed project and level determination will be made by the Department of Roads economist and reviewed by the Nebraska Department of Economic Development.

I. An economic study on proposed new construction projects or new highways or roads where these roads or highways did not previously exist. This would especially involve situations where alternate route considerations must be made (i.e., new alignments or positioning of bypass routes).

II. A study involving proposed major new additions, expansions or deletions to existing roads or highways to include the addition or deletion of entrance or exit points to presently positioned roadways.

III. This study would involve minor projects which are proposed or being considered for construction within the city limits or incorporated limits of any community or subdivision of a community in Nebraska.

IV. This would apply to minor upgrading and repairs to existing roadways for which any Economic Impact is not apparent.

FARMING DISRUPTION

I. Significant disruption of farming operations caused by new right of way, especially if this is on a diagonal basis, from existing farming practices, or significant interference with existing irrigation practices so that these practices must be extensively modified, or abandoned.

II. Some right of way involved on a new location located essentially on existing property lines or additional right of way required alongside an existing highway or minor relocation to correct substandard geometrics. Minor changes in irrigation practices without requiring complete revamping of facilities would be included.

III. Minor right of way with little or no disruption to any farming operations.

IV. No involvement.

FISH AND WILDLIFE

This assessment will be made in conjunction with the Nebraska Game and Parks Commission. Their reference material will be used for initial assessment, and the level of the study will be determined by joint consideration.

I. Disruption of a significant amount of fish or wildlife, or disturbance or an existing ecosystem, as on a large channel change, or interference with a unique or endangered species either by noise, air or water pollution or by the interference with the breeding or nesting areas.

II. Minimal interference such as normal right of way taking along an existing roadway where no unusual or significant wildlife area was taken.

III. Little or no interference, as in disturbance of the existing grassed area in a project where all rebuilding was within the existing right of way.

IV. No interference.

HISTORIC SITES

The general procedures to be followed in regard to historic sites are as detailed in PPM 90-1, Procedures for Historic Preservation (see Appendix, Section F), and these procedures will be followed. In general these limits apply:

I. Any interference with registered historic sites which will require coordination and a determination of degree of significance from the Director of the Nebraska State Historical Society.

II. Any area that after proper coordination with the Director of the Nebraska State Historical Society is determined that the interference is not significant and that construction can proceed in the area.

III. No interference.

JOINT DEVELOPMENT

This would refer to projects in which there would be a multiple use of the roadway embankment or right of way for purposes other than highway usage such as dams, empondment structures or flood control levees, and would involve one or more other public agency. These could include but not necessarily be limited to the Corps of Engineers, Bureau of Reclamation, Natural Resources Districts, Soil Conservation Service, cities and counties.

I. Major projects where the needs of another agency would be formulated first and that the highway work would be incidental to that prime purpose of the initiating agency. Usually the environmental considerations would be processed by the other agency. This could involve the Corps of Engineers structures or other large water developed projects.

II. Projects developed in conjunction with other agencies where other use can be made of the highway embankment or right of way, but the primary usage of a facility is highway purposes. This would involve water empondments where right of way outside the normal highway right of way limits would be the responsibility of other agencies for the use of the embankment for a levee. The funding level on these projects would be studied with the concept that if no additional cost was involved in the use of the highway for these concepts, that other agency cost participation would normally not be required. If additional funding is necessary to accomplish the desired goals of the other agency, then additional funding would be requested of this agency.

III. Smaller projects such as small soil conservation, soil saver dams or projects with no large water empondment and generally requiring no other agency funding.

IV. No involvement.

MAINTENANCE AND OPERATING COSTS

Maintenance and operating costs can be determined by specific information as developed for benefit cost ratios and this at one time formed a considerable basis for the selection of projects as benefit costs of alternate facilities were sometimes largely determined by construction costs and maintenance and operating costs. While these costs are still important and must be considered within the general scope of all projects, the addition of the socio-economic costs is now further considered in addition to the maintenance and operating costs. While all costing on a project must be examined and should be a part of the project reports, it is no longer the only consideration of project construction and must be equated along with the socio-economic costs in the final selection of project routing. It is not thought appropriate to include these in a I, II, III, IV degree although any special conditions should be considered in the determination of the project. Special conditions could include such considerations as pumping costs for an underpass built in a high ground water area where environmentally it might be more feasible to construct a facility of this type rather than a viaduct. Therefore, the following degreees would apply.

I. Need for study indicated.

II. No study requirement.

MULTIPLE USE OF SPACE

Multiple use of space would involve those projects in which usage by the public or some other agency can be made of that space which was acquired for the development of the highway project. This can involve use under an existing overhead structure, the use of air space above the roadway, usage alongside the highway, or a combination of these and could be developed either at the time of construction or later.

I. This would involve major projects such as parking garages utilizing air space or major implementation of available space under overhead structures, and would involve studies conducted either by the Department or the potential developer desiring approval of multiple funding. This multiple usage could occur either during the development of the project or the utilization of existing space after the project was completed.

II. The minor usage of existing space for public-quasi-public uses where the project requires only a minor amount of existing right of way and/or air space, and the possible use of existing right of way either on a permanent or temporary basis where the construction of facilities is basically parallel to the existing highway where air space over the roadway itself is not required.

III. No multiple development.

NEIGHBORHOOD EFFECTS

I. The general consideration in this area would apply primarily to those expressway corridors and limited access urban projects where the character of access allowed on the highway facility would have an effect upon existing neighborhoods by changing the sociological areas. Areas which could be affected include schools, churches, neighborhood cohesiveness, access to public parks, recreational facilities, shopping center, etc. These neighborhoods which would be affected by the construction will be studied to determine the actual impact of the construction on the neighborhood character and cohesiveness. In addition, studies would be conducted to assure that the proposed project does not have the purpose or effect of discrimination on the grounds of race, color or national origin. When feasible, alternatives will be examined for possible relief of existing discriminatory conditions.

II. Projects where either by location of the facility or by the type of access allowed would have little or no effect on the neighborhood character or cohesiveness.

III. No effect on neighborhood cohesiveness although other effects might be considered such as right of way taking along the adjacent right of way.

IV. No study required.

NOISE POLLUTION

Standards as set forth by the Federal Highway Administration will be observed on projects. The general method of determining the level of noise near the project is determined by the use of the approved computer programs.

Observations are also made varying traffic conditions in the proposed construction area. While the Guidelines give specific information on the noise levels to be observed in the various noise sensitive areas next to the project, the following shall apply in general.

I. Preliminary noise study information indicates that there is significant increase of noise which will be above the allowable standards as set forth by FHWA PPM 90-2, and that corrective structures, landscape or acquisition of additional right of way beyond that normally required will be implemented in order to lessen the impact of the noise on the surrounding developed area. Projects near developing urban areas where preliminary traffic data indicates that the traffic noise will be above the accepted level and where it is desired by the community to preserve the areas and where it is not desirable for noise sensitive areas to develop, proper zoning procedures will be initiated in conjunction with the local zoning authority so that a proper compatibility of the highway with the surrounding area will be realized after the construction of the highway.

II. Noise studies indicate that noise will be below the allowable levels in the area and that there are no noise sensitive areas that will be susceptible to noise.

III. No noise problems either because of a low level traffic or no noise sensitive areas adjacent to the highway.

OPEN AREAS

These would be those declared open areas around or in urban areas that are recognized as "open areas" and that should be preserved as much as possible.

I. Interference with an open area either by noise, exhaust emissions or actual land taking. A special study and local coordination is to be accomplished in regard to these areas.

II. Those areas where after proper study it is determined that actual construction will have no significant effect upon these open areas.

III. No such area involved.

PUBLIC HEALTH AND SAFETY

This area is involved in the general public health and safety and most of the requirements have been covered under other study areas. This would include neighborhood effects, water, air and noise pollution, open areas, etc. This area could include the access of rescue vehicles entering the expressway facilities, the proper marking of signs, the proper maintenance of existing rest area facilities, and would also include the maintenance of borrow areas during and after construction so that they can be maintained in a mosquito-free condition. This does not lend itself to establishment in the I, II, III, IV degree, but if major problems are anticipated on a project, a study will be made.

I. Need for study indicated.

II. No study needed.

PUBLIC INTEREST

No attempt at the initial project development stage will be made to assess a I, II, III, IV degree of public interest. While certain opinions may be known as to the desirability or problems that might be associated with a particular project, the purpose of the Action Plan and of the dissemination of information is to obtain public opinion in the various areas. Public interest expressed on the proposed project and given to the Department of Roads as outlined and detailed in the Action Plan will form an important part in the project's development and could indicate that a change in the project levels may be desirable. There are existing methods and new methods developed in this Action Plan (See Section 9) as to how expressions of public opinion or public concern may be officially relayed to the Department for their actions.

In addition, a basic statement of the probable environmental impact of this project will be developed and included in the Planning Study Report.

Following the establishment of the proper project level, required studies will be performed and documented for utilization in the preparation of the environmental impact statement or the negative declaration, in the consideration of possible alternatives and for the use of the appropriate divisions of the Department of Roads, other agencies and the public. These studies shall be developed to an extent appropriate for each alternate route, location or type of improvement in order that a balanced decision may be made in the selection of the proper alternative.

I. High degree of interest indicated.

II. No particular interest involved.

PUBLIC TRANSPORTATION AND OTHER MODES

Public transportation in general would be related to those urban or rural areas where an alternate means of transportation other than the conventional automobile equipment on highways should be seriously investigated and encouraged.

The State Office of Planning and Programming is the State Agency responsible for coordinating public transportation and has contracted a private firm to study the mass transit needs of those populations living outside the metropolitan areas of the state. Known as the Rural Transportation Study, this project is designed to aid in the development of an effective multimodal transportation system for rural Nebraska and to develop recommendations for a systematic approach to obtaining funds for this system. Special attention will be focused on the needs of the poor, the elderly, the physically handicapped, and other generally captive residents of the small cities and rural areas. The study will also provide planning information that will be used in Nebraska's input to the 1974 National Transportation Study.

Specific improvments in the existing system and viable methods for future transportation are being sought. Improvements might include the upgrading of both inter- and intra-city bus services, a greater use of intra-city taxis, and an increase in the use of presently established air carrier routes. New methods of transportation in rural areas

could be developed. For example, the community school bus fleet could be used to transport members of the community other than students. Air service could be provided to those areas showing substantial need. The basic study approach is to identify the real need and then, consistent with planning principles, propose an effective and feasible solution. The study was scheduled to be completed March 1, 1973.

Additionally, the State Office of Planning and Programming has contracted the Nebraska Department of Aeronautics to perform an Air Transportation Study for the State of Nebraska. The objective is to identify the total air carrier traffic patterns and the deficiencies of the aeronautical transport system. To accomplish this, 34 selected Nebraska communities are being analyzed as to their existing and future requirements. Emphasis will be placed on expanding the existing system to accommodate a greater number of Nebraska cities. This, in turn, should improve transportation between the various cities in the state and should also provide greater access to major connecting points (Omaha, Lincoln, Scottsbluff, etc.) for greater ease when travelling to an area outside the State of Nebraska. The study is to be completed by June 15, 1973.

As applicable, the results of these studies will be incorporated into the following degrees of study:

I. In urban areas, considerations on the corridor areas will be considered for alternate methods of transportation which could involve the following: personal transportation system, railroad facilities either joint highway usage or other facilities on railroad right of way, or by use of buses and exclusive bus lanes if preliminary indications are that these methods or others might be feasible and warrant additional study. It is anticipated that some city-wide studies involving a complete transportation facility study might be implemented by a city planning agency and that information obtained from this study could be used in determining if there is a feasibility for other than conventional automotive travel on the highway and the feasibility of parking facilities within or adjacent to a downtown core area to lessen downtown congestion.

II. The use of bus lanes and/or added bus turnouts in those areas where bus usage is or could be used to expedite bus travel on the proposed highway.

III. Public Transportation Studies not applicable.

RECREATIONAL AREAS AND 4(f) LANDS

This would involve studies on public and private recreational areas classified as 4(f) as well as those not meeting 4(f) criteria. 4(f) lands are defined as follows: any publicly owned parks, recreation areas, historic sites or wildlife or waterfowl refuges of national, state or local significance as determined by Federal, State or local officials having jurisdiction over such lands.

Recreational areas not normally meeting 4(f) requirements include private recreational areas such as golf courses, beaches, race tracks or other outdoor recreational areas. Normally admission is charged or fees are required to participate in the recreational activity.

I. Any right of way involvement or significant effect on the facility from noise pollution or exhaust emission or by a significant change in the location or type of access to the facility.

Study to include those alternative measures to provide for minimizing effects if 4(f) or private recreational areas are included in the project.

II. A study to determine if the proximity (no right of way required) would have a detrimental effect on the facility. No 4(f) procedures would be followed if no detrimental effects are found and the study report would be available for examination.

III. No 4(f) or private recreation areas in the vicinity of the project.

RELIGIOUS INSTITUTIONS AND CEMETERIES

This would involve the actual taking of land from either religious institutions or cemeteries or the noise studies required as these would be noise sensitive areas. Most of the information that applies to these has been covered in previous study areas, but special consideration is always given to religious institutions and to cemeteries and that avoidance of removing graves is always exercised.

I. This degree of study would involve the actual removal of a church or substantially interfering with its operations, or the actual requirement of moving a substantial number of graves or relocation of the entire cemetery.

II. Would involve the taking of land from a religious institution where it did not substantially affect the operation or the removal of one or two graves or land from a cemetery.

III. Would involve access to religious institutions or cemeteries when they are in the proximity of the project, but no other interference with these.

IV. No involvement.

RELOCATION NEEDS AND RESOURCES

These studies would determine the requirements for the relocation of housing or businesses. In both the Type I and II studies, assurances would be made that the location or design of the proposed facility does not relocate anyone in a manner prohibited by the requirements of Title VI of the Civil Rights Acts of 1964 or Title VIII of the Fair Housing Act of 1968.

I. Families or businesses may be required to be relocated as a result of the construction. Studies to provide for suitable housing and/or business opportunities to be conducted. Possible replacement housing to be provided if study indicates no suitable facilities available.

II. Relocation Assistance provided in case of relocation required. Since no extensive amount of relocatees involved, degree of study will not be as involved as in (I).

III. No relocation involved.

RIGHT OF WAY

I. (Rural) On relocations, segregation of existing farms expected and some disruption of existing farming operations. Possibility of some farmsteads being required.

(Urban) Extensive relocation of existing dwelling units and/or business establishments and possible disruption of existing land use facilities.

II. (Rural) Right of way required alongside the existing right of way with minimal disruption of existing farming practices and some possible involvement with farmsteads that are close to the existing right of way line. Borrow pits for material may be required.

(Urban) Some additional right of way and tree removal may be required alongside existing right of way or trees may be removed within existing public right of way. Easements may be required to complete construction or grading beyond the final right of way lines.

III. (Urban or Rural) No right of way required or a minimum of right of way at some isolated locations. Right of way taking should not significantly affect existing farming operations or disturb living units.

IV. (Urban or Rural) No right of way required.

SCHOOL AREAS

This would involve two areas: (1) actual interference with school property used for a school, or (2) significant effects upon an established school boundary.

I. If actual school land or buildings are requested for a construction project (a separate determination for a 4(f) classification would be required if any of the play yard had been available for public use after normal school hours) or if a limited access facility required a substantial change in the normal pattern of travel from homes to school or if the noise level of the facility was above the accepted levels for normal school operation.

II. No actual taking or segregation that might be significant but noise levels to be investigated and possible remedial measures taken if above allowable limits.

III. Noise level study to assure acceptable.

IV. No interference with schools.

TAX BASE EFFECTS AND PROPERTY VALUES

These studies would apply to those large urban projects where the proposed facility could affect a considerable amount of current taxable property and where the removal of this tax base would have a substantial effect upon the governmental operations of the entity that would be affected.

I. Corridor location in a large urban area requiring a special study to determine the amount of taxable property removed from the tax roll and what effect this would have upon the total revenue available to the city. If the study indicates a significant effect, an additional study might be required to determine what alternate taxable measures are available.

II. Determining of probable amount of taxation removed from tax roll with available listing of revenue involved projected over the next few fiscal years.

III. Amount of property removed from tax roll is not significant enough to cause any appreciable effect upon taxing authority.

IV. No effect.

UTILITIES

On almost all projects there are utilities which need to be readjusted because they occupy part of the area that is to be utilized for the construction of the highway facility. Utility types would be involved with the gas lines, telephone lines, transmission lines, electric distribution lines, oil, water and gas pipelines, either publicly or privately owned, or owned by governmental entities. Our utility policies with regard to joint utilization of right of way have been specified in the Nebraska Department of Roads "Policy for Accommodating Utilities on State Highway Right of Way".

I. Is expected that there would be little involvement with a utility which could be considered as a "I" level although the possible relocation of steel towers on a major transmission line would fall into this category, or the possible revamping of extensive irrigation facilities where this would interfere with the main water distribution.

II. Would involve the normal adjustment of utilities that would be either inside occupying state right of way or immediately adjacent on private right of way, but would not involve major transmission lines. It would also involve normal telephone, irrigation, water and similar utilities.

III. This would involve minor modifications to only a portion of the utilities located alongside the highway and would not be major in nature.

IV. No involvement.

WATER POLLUTION

In general, our contract specifications call for implementation of various water pollution control measures to be taken during the construction phase. These measures in general negate the problems of water pollution. Requirements of the "Water Quality Standard Applicable to Nebraska Water" as set forth by the Nebraska Department of Environmental Control shall be adhered to. However, there may be special considerations as listed below which will call for special emphasis.

I. Possible pier construction in a major river if water intake facilities were in the general area where immediate water pollution could take place. A special study will be required so that construction measures beyond those specified in the standard specifications will be needed. Other special problems could involve substantial general changes where the possibility of extensive siltation could occur. A special study will also be required where construction affecting a stream would be in those areas as designated by the Game and Parks Commission as trout streams or other special breeding or hatching areas.

II. This would involve normal siltation or pollution problems to be experienced in construction at or near those streams as designated as fishery potentials by the Game and Parks Commission or where a possibility of contamination of a water source exists some distance from the construction.

III. This would be a study to assure that procedures which would normally be covered by the standard specifications would be sufficient for the project.

IV. The nature of the project precludes the possibility of water pollution and contamination.

SECTION 8 - SYSTEMATIC INTERDISCIPLINARY APPROACH

In order to meet the full requirements of the Action Plan and in order to properly emphasize economic, social and environmental considerations in the entire highway planning structure, there will be created in the Project Development Division an Interdisciplinary Unit who will be responsible to the Director of Project Development. Since the Director of Project Development is concerned with all levels of planning and the development of projects in their various stages, this is the logical area in the Department organizational structure for this unit.

This unit, with its expertise in the various areas not normally available internally within a highway department, will be made available to the entire Department for their information and advice, and will be directly responsible to an Environmental and Ecology Studies Manager under the Director of Project Development. The Director of Project Development will be responsible for seeing that the recommendations of this Interdisciplinary Unit are a part of the decision-making process in the System Planning, Project Planning, Location and Design phases. This Unit's composition will vary as individuals are added to this group, but the following disciplines are available immediately:

Ecologist

Economist

Noise Study Engineer (also to be responsible for Exhaust Emission Studies)

Geologist

Sociologist

This unit will advise on definition of study areas, project level determination and the level of environmental concern and will make those necessary studies to determine the degree of involvement of the project or system with the ecology. They will also be the liaison between the Department and other agencies of the state, the university and/or consultants where it is determined that special studies or considerations are necessary. These studies with other state agencies can be accomplished with a memorandum of understanding between the Department and the agency either on specific projects or on general study of certain conditions that could apply to more than one project.

We have had the Department of Economic Development prepare studies on the three economic growth center areas of the state and an expert from the University advises us on noise studies and problems.

In addition to this unit, we have available in the other divisions of the Department qualified persons working in the following disciplines:

Architectural Engineering

Agronomy

Landscape Architecture

Biology

Botany

Communications

Political Science

Journalism

Chemistry

It will be a function of these positions to furnish the expertise in their particular area whenever required by any unit of the Department of Roads.

The Environmental and Ecology Section will participate in the Department process in the following manner:

They are organized as a section of the Project Development Division. They are placed there because the Project Development Division is involved in systems development, the one- and six-year plans, the preparation of environmental studies and reports, the holding of project informational and public hearings and does all project programming as well as conducting corridor studies--all areas where this team will be able to furnish advice and participate in the logical decision-making process of the Department.

The Environmental and Ecology Section shall contain the Environmental Studies Unit and the Interdisciplinary Unit. The environmental studies unit under a chief environmental writer, has the responsibility of preparing the negative statements, and draft and final environmental statements, securing necessary technical, socio-economic data and environmental data for the reports, including the comments from other divisions within the Department, coordinating with the Interdisciplinary Unit in their areas of expertise, responding to comments from other agencies, and securing the approval of the negative statements and environmmental statements from the Federal Highway Administration.

This section will be responsible for maintaining a "current state of the arts" library and insuring that the technical library contains the latest information both on a national interest basis, and also information developed by other State agencies. They will develop information pertinent to the State as a whole, with special emphasis on the individual counties and the planning area section of the State.

They will advise the Director of Project Development, and be responsible for the environmental section of the study area report in determining the level of study required. This Section will also advise the Director of Project Development on the proper level of project to be assigned to the planning study report. They will participate through their Study Leader, and along with the Environmental Studies Chief and the Director of Project Development, in conferences with the Federal Highway Administration on determining the type and complexity of the environmental statement required for projects. That is, either a negative declaration or an environmental statement.

In order to properly coordinate within the Project Development Division and the Design Division during the project design stages, regular meetings will be held at least every two weeks to review procedures and current project and corridor status, and possible involvement with outside agencies. These meetings shall be fully documented with minutes kept and distributed to participants including Deputy State Engineer for Engineering Services, who shall

also attend these coordination meetings. In addition to these regular meetings, continuous coordination will be maintained thru person-to-person contact and review by the Design Squad Leaders and the individuals of the Interdisciplinary Unit.

Since the concept of a formal organization in the socio-economic and environmental area in the form of an interdisciplinary team is new, the progress and organized structure of the unit shall be closely monitored by the Director of Project Development, the Deputy State Engineer for Engineering Services and the local Federal Highway Administration office.

This monitoring, which shall include periodic reviews, shall be for the purpose of ensuring that effective use is made of the information and views of the unit at all levels of the Department and that public input and views are given proper consideration in general Department policies and procedures.

The Interdisciplinary Unit will also prepare information on general environmental and socio-economic areas for the use of the Highway Department, the District Engineers, and the Highway Commission for selection on the one- and six-year plans.

While reference has been made to environmental impacts in various sections, the following may clarify the role of these impacts in the preparation of design study reports and the environmental statements.

Input From	To Activity
Public and Other Agencies through Board of Public Roads Classifications and Standards	
Public and Other Agencies through Highway Commission Regular Meetings	
Public and Other Agencies through Highway Commission Information Hearing	
Public and Other Agencies through Design and Corridor Meetings	One-Year Plan
Public and Other Agencies through Contacts with Public Assistance Officer	and
Public and Other Agencies through Highway Department Informational Meetings	Five-Year Plan
Public and Other Agencies through General contact with Department	
Highway Department--various Sections	
Environmental and Ecology Section	
Program and Planning	
Project Development Division	
Design Divison	

Input From	To Activity
Interdisciplinary Unit	
Project Development Division	
Transportation Planning Division	Draft
Roadway Design Division	Planning
Bridge Division	Study
Right of Way Division	Report
Traffic Division	
EEO Unit	
Program and Planning Division	
State Game and Parks Commission	
Federal Highway Administration	
	Planning
Agency and Public Areas through Comments on Draft Planning Study Report	Study Report
Environmental Studies Unit	
Interdisciplinary Unit	
Project Development Division	
Roadway Design Division	Negative
Construction Division	Declaration
Program and Planning Division	
Maintenance Division	
Federal Highway Administration	
Public and Other Agencies	
OR	
Environmental Studies Unit	
Interdisciplinary Unit	
Project Development Division	Draft
Roadway Design Division	Environmental
Construction Division	Statement
Program and Planning Division	
Maintenance Division	
Federal Highway Administration	
	Final
Reply from Agency and Public Areas and Hearing Information	Environmental Statement

In addition to this Interdisciplinary Unit, a Department of Roads environmental advisory group will be formed to bring other areas of expertise into the general area of policy decisions. The content composition of this group shall include the Landscape Architect, Personnel Officer, Agronomist, Building Architect, Bridge Engineer, EEO Officer, Information Director, Public Assistance Officer, Design Engineer, Construction Engineer, Environmental and Ecology Studies leader, the Director of Project Development and the Deputy State Engineer for Engineering Services. This group shall meet in monthly sessions and minutes kept of the procedures. This group shall review the general environmental policies and follow up on "after construction activities" to insure that environmental, social and civil rights considerations are being implemented.

As the need arises for persons experienced in non-transportation disciplines, they will be recruited from the various colleges, universities, technical schools and employment offices in the area. There are graduate school people who have the necessary classroom background and research ability available for additions to or replacement of present personnel. As additional training is required for these personnel, we will utilize further classroom instruction at universities, seminars and training sessions conducted by experts in the field, and other types of training that are available.

Career patterns and management opportunities do exist and will be further refined through the Personnel Division's Manpower and Training Programs. These programs would include Assessment Center for evaluation of potential managers, management training for employees placed in a supervisory position for the first time, and coordination of technical training as deemed appropriate, Tuition Assistance Program and advancement to new positions through the Department's Position Vacancy Announcement System.

SECTION 9 - SYSTEMS PLANNING

Systems planning is a constant ongoing process that involves many segments of the Department of Roads, the public, various state agencies and boards. It forms the basis of planning the general intent of the highway construction program.

There are two general areas; the rural areas of the state and those urban areas of under 50,000 population, and those three areas covered by the 3-C process. While many of the planning processes for these areas are similar, there are enough differences to detail under two main sections called Rural and 3-C.

A) Rural

The Program and Planning Division is responsible for the data gathering, inventory, mapping, and distribution of this material as outlined in Section 4. This information is used to develop one- and six-year highway programs. This process is as follows:

The Department of Roads will prepare a sufficiency rating of all highway needs and an estimate of the revenue under existing state and federal laws and regulations. A total needs study of the system will be made and a comparison of the available funding versus the total fiscal needs will be made. The analysis of this information will be made available to the Governor and the Legislature for their analysis and future guidance on the size and composition of the highway system. The sufficiency ratings are prepared every two years by the Program and Planning Division and rate all highways on the following basis: surface condition, adequate surface design, remaining life, surface width, shoulder width and condition, stopping sight distance, passing opportunity, consistency, foreslopes, rideability and alignment. These elements are given a numerical rating with the roads in poor condition receiving the lowest rating. All roads are then ranked in rating and those that are not adequate are given a cost estimate. Each field district then is given a percentage ranking of total needs. The Controller Division determines money available and each district is given an allocation to be used both for their one-year program for construction and for the "added" year for additions to the six-year plan.

The Jorgensen study is including a system to relate the accident statistics into the sufficiency and priority ratings. This system is not yet operational but should be available in limited form by late 1973, and fully operational in 1974. With this general information and the following actions the one- and six-year program is determined.

The Highway Commission and the Department of Roads will hold a joint public meeting in each of the seven field districts each year for the purpose of securing public input on their ideas of the general type of program desired, individual projects for improvement and other actions which would require either Legislative action or action by the Board of Public Roads Classifications and Standards or Highway Commission. A transcript of this hearing and an overall summary of all hearings shall be made. The transcript will be distributed to Highway Department officials, the Highway Commission members, the Board of Public Roads Classifications and Standards and to the Citizens Advisory Group.

The Board of Public Roads Classifications and Standards will hold two meetings each year in which the public and local officials are specifically invited to give information on the classification and standards on local roads and the state system along with their ideas and possible changes. These meetings will also be transcribed and this transcript along with a summary of information as prepared by the Liaison Services Division, will be transmitted to the above named groups.

This information, along with the sufficiency ratings, money availability and proposed distribution to the field districts, traffic flow and general characteristics as determined by the traffic model, and a general socio-economic analysis of the state system including a summary of pertinent data relating to the state as a whole as prepared by the state agencies, will then be made available to the District Engineers, Highway Commission members and to key Department of Roads officials including the Director-State Engineer, Deputy State Engineer for Engineering Services, Deputy State Engineer for Operations, Program and Planning Engineer, Design Engineer, and Director of Project Development. These officials will meet annually in the fall to determine which projects should be placed in the one-year construction program, to determine relative priorities of the projects in the six-year program including a detailed listing of the next two fiscal years, and to select those projects which they feel should be added to the program. Since there will be new data not previously available at the time of project selection, comments from participants at this meeting will be recorded, analyzed and reviewed to see if additional information for future meetings is required for the best possible selection program. Projects are then re-estimated for costs and when it is determined that they can be constructed with the money available, they are transmitted to the State Office of Program and Planning for their general review. After receipt of their comments, they are submitted for approval by the Highway Commission who recommends a program to the Governor. Upon his approval, the plan is then presented to the Board of Public Roads Classifications and Standards for their information. A public release of the official Department of Roads annual construction program booklet is made.

As a part of the systems operation, the Board of Public Roads Classifications and Standards plays an important role. The general information on the Board is contained in Section 4.

This Board has set the basic criteria for all streets, roads and highways in the State, in regard to cross section, grade, alignment, and the criteria for the functional classification. The procedures are detailed in Section 4. The Board is considered an integral part of system planning because of its responsibility in changing a functional classification and transferring the fiscal responsibility of a road. Because the Board of Public Roads Classifications and Standards is involved with the general system planning, it will use the procedures of the Action Plan. All requests for public hearing will require a Department of Roads report as to the engineering aspect and general traffic conditions as prepared by Program and Planning and a report on the socio-economic factors as prepared by the Environmental Studies and Interdisciplinary Team Sections of the Project Development Division.

B) System Planning in 3-C Areas

In each of the three (3) metropolitan areas of Nebraska, system planning is accomplished through the continuing, cooperative, comprehensive (3-C's) planning process.

Since the Sioux City Metropolitan Area is primarily centered in the State of Iowa with Nebraska providing supportive services for that portion of the area on the Nebraska side of the Missouri River, only the system planning in the Lincoln and Omaha areas will be discussed in detail in this section. It should be noted, however, that the basic procedures and structures are generally similar. (See Section A-1)

Following passage of the 1962 Federal-Aid Highway Act which required a continuing, cooperative, and comprehensive transportation planning process, transportation plans were developed for these three metropolitan areas, utilizing consultants to perform the actual work. A transportation network, or major street plan, was selected by local and state personnel and tested for its ability to accommodate, safely and efficiently, the traffic anticipated twenty years in the future. This testing was accomplished utilizing widely recognized modeling techniques which consider such factors as land use, population, other modes of transportation, anticipated funding, socio-economic data, etc. The volume of work necessary for detailed testing of this nature is such that the computer serves as a valuable tool in providing rapid results. The results thus obtained were reviewed by local and state personnel, and the networks or systems adjusted and retested. After several adjustments and detail review, a recommended street or thoroughfare plan was developed in each of the metropolitan areas. This plan, together with the data collected and developed in its preparation, forms the basis for a continuing planning process.

In the Lincoln Metropolitan Area, the organizational structure responsible for the 3-C planning process consists of: a technical committee made up of state, county, city and public representatives; a standing sub-committee of the Goals and Policies Committee made up of local citizens; an officials committee made up of top level city, county and state officials, both elective and appointive; and the Lincoln City Council, the Lancaster County Board of Commissioners and the Lincoln City - Lancaster County Planning Board.

In Omaha, the organizational structure consists of: a technical committee, composed of city, county, state, school board and public representatives; a citizens advisory board, composed of interested local citizens; an officials committee, composed of top level city, county, and state officals both elected and appointed; and the Metropolitan Area Planning Agency (MAPA) Council of Elected Officials.

In both of these metropolitan areas, the Federal Highway Administration is represented at the officials committee level.

The technical committees in both cities include persons from the fields of highways, public works, planning, mass transit and airports.

While the detailed organizational structure and operating procedures of these two agencies are somewhat varied, the general process for system planning and project recommendations is similar.

Using the basic data gathered for developing the transportation plan, routine review is provided on an annual basis. This review includes keeping current data on land use, population, economic factors and information on the transportation system characteristics. This is performed by the Lincoln City - Lancaster County Planning Department in Lincoln and the MAPA staff in Omaha. The various agencies represented on the technical committees provide data to these agencies for this review function.

A major review is performed at five-year intervals, or more frequently if changing conditions warrant. This major review includes extending the forecast period of the study, reviewing and altering the major street plan or network and reviewing and altering the long-range plan of improvements, if necessary. Various combinations of the "build-no build" option are tested for their effect on the overall system.

A plan re-evaluation is performed at ten-year intervals, or more frequently if warranted. This re-evaluation consists of all the elements of a major review plus a reconsideration of the planning goals and objectives, and an evaluation and updating of the technical procedures being used.

Information and data for system routine review, major review and plan re-evaluation are submitted through the technical committees and prepared for review by the planning agencies, assisted where necessary by various agencies represented on the technical committee.

After preparation by the planning agencies, recommendations are reviewed by the technical committees and citizens advisory groups. Following this review, recommendations for system additions, deletions or modifications and priorities for improvements are submitted to the officials committees. Following review by these groups, recommendations are submitted to the MAPA Council of Elected Officials in Omaha and the Lincoln City Council, Lancaster County Board of Commissioners and the Lincoln City - Lancaster County Planning Board in the Lincoln Metropolitan Area.

Acceptance of the recommendations by the latter groups of elected officials, which may follow required public hearings, provides the policy determination for this planning process.

The citizens advisory groups involved in this process provide both a review and input function. They may recommend alternate network configurations, for instance, which can be studied and the review may result in a recommendation to the next higher level which combines the best features of two or three network alternatives. Citizens may also participate directly by attending the technical committee meetings which are open to the public. The review process performed by these citizens advisory groups is also utilized in establishing short-range improvement programs and long-range priorities of recommended improvements.

The specific methods by which this process is governed are detailed in the Operations Plan for each of the metropolitan areas. In addition, an annual work program is prepared for the process in each of the metropolitan areas which outlines the work to be accomplished for the ensuing year and an annual report is prepared which reviews the work accomplished in the preceeding year. These publications are available for review by the public.

Specific questions regarding various aspects of the 3-C process may be directed to:

Nebraska Department of Roads
Transportation Planning Engineer
P. O. Box 94759
Lincoln, Nebraska 68509

or

Lincoln City - Lancaster County Planning Department
555 South 10th Street
Lincoln, Nebraska 68508

or

Omaha-Council Bluffs Metropolitan Area Planning Agency
Suite 200
7000 West Center Road
Omaha, Nebraska 68106

or

Siouxland Interstate Metropolitan Planning Council
P.O. Box 447
626 Insurance Exchange Building
Sioux City, Iowa 51102

Evaluations of the social, economic and environmental effects at the system level are prepared by the study staff which receives input from and review by the technical committee. These evaluations are necessarily very broad and lack detail; however, as individual projects become identified and locations determined, project level evaluations can be made. The study staffs provide the systematic interdisciplinary approach for these broad system wide evaluations and as individual projects are identified, review by the state's interdisciplinary unit, for federally funded projects, provides additional input for these evaluations.

C) Through the coordination of the Project Development Division and the Liaison Services Division, a map file for each county is maintained to show all state highway and 3-C agency projects and all county and city projects, since these units of government file their one- and six-year plans with the Liaison Services Division. This map file indicates possible coordination needed for projects where two agencies would be involved in the same general area or where construction by one agency would have an effect on the planned construction of another agency. The Liaison Services Division then makes the necessary contacts either with the outside agency or with the internal Department of Roads' division office so that an awareness of these projects exists and that proper coordination may be accomplished.

SECTION 10 - PARTICIPATION IN THE HIGHWAY PROGRAM BY THE PUBLIC AND OTHER AGENCIES

The central concept of public participation in highway matters is clearly delineated in section 11-(a) of the Process Guidelines. It states that:

> "Interested parties should have adequate opportunities to express their views early enough in the study process to influence the course of studies, as well as the actions taken. Information about the existence, status and results of studies should be made available to the public throughout the studies. The required public hearing (PPM 20-8) should be only one component of the agency's program to obtain public involvement."

A. Existing Procedures

The Nebraska Department of Roads has long been committed to the concept of public participation. It was using the public hearings format 15 years before PPM 20-8 established public hearings as the required procedure for citizens' input. Nebraska statute 39-1110 states that the Highway Commission shall ". . . conduct studies and investigations . . . advise the public regarding the policies, conditions and activities of the Department of Roads . . . hold hearings, make investigations. . . (etc.)." Under this broad statement, the Highway Commission and the Department established a regular, systematic hearings method under which it operated for many years.

Although they have been in existence a relatively short length of time, the 3C Planning Agencies in the state have established methods for participation by the public and other agencies and will develop additional methods in response to the guidelines in PPM 90-4. Presently this participation consists of public membership on their Technical Committee, Citizens Advisory Group and Goals and Policies Committee. Additionally, participation is added through the Technical Committee meetings, informational meetings and public hearings, all of which are open to the public.

Some of the other areas in the highway program in which there is currently participation by the public and other agencies are:

Board of Public Roads Classifications and Standards hearings

State Highway Commission hearings

Informational meetings

A-95 review process

Citizen advisory groups

Informal meetings with Department of Roads officials

Location public hearings

Design public hearings

Releases to the news media

B. Corridor Study Procedure and Involvement of Non-Department Groups

When a project has moved into the location phase, the department meets with local elected officials and representatives from any boards, commissions or agencies in the area affected by the proposed project. This meeting provides the department with the opportunity to informally present the information it has gathered and developed, indicating a transportation need in the area and request information for use in the corridor study. At this time, local officials and other non-department persons in attendance can ask questions and provide information and other constructive comments.

After this meeting these local groups forward to the department such information as areas of local significance, i.e. historic, scenic, or recreational areas, employment trends, farm to market routes being used, etc. These groups may also inform local citizens of the beginning of a corridor study and encourage their constructive participation and cooperation in the gathering of data for study.

At this time the department also collects data such as census figures, land use patterns, broad environmental data, etc. These data, together with those provided by the local groups are analyzed and preliminary alignments are selected for detailed line analysis.

After the detailed line analysis has been performed, additional informational meetings are held with local groups to receive any additional data which might further refine the study. Any information obtained is analyzed and utilized as appropriate and a corridor report is prepared for release to the public and various agencies.

Shortly after the release of the corridor report, a corridor public hearing is held and information obtained. This information is analyzed and a decision is made selecting a single corridor line for functional study.

This process is illustrated on the chart on page 10-5.

In addition to the above, during corridor studies intensive contact through meetings both formal and informal, surveys and other data gathering techniques, coordination with and participation by the public, other agencies and local officials is thoroughly solicited. But a commitment to input by the public and other agencies is not a guarantee that the methods chosen are always the best, nor that the desired response will be forthcoming. A thorough review has been made of our current procedures in this area and the Department will implement the following additional procedures in attempts to strengthen public participation especially at the early planning stage of projects.

C. New Procedures

1. The Board of Public Roads Classifications and Standards will hold two additional public hearings each year. The Board now holds hearings only at the request of the Department of Roads or at the request of local governmental officials. These additional meetings will provide a formal opportunity for the Board to meet regularly with the public for the specific purpose of obtaining their views on the specific criteria and classifications for the integrated highway systems within the state. For the convenience of the public, one of these meetings will be held in Lincoln and one out-state.

2. Prior to selection of each addition to the one and six year program, the State Highway Commission will conduct one annual information meeting in each of the 7 field districts.

The purpose of these meetings would be that of two-way information to answer questions from citizens about the highway program, projects and decisions within that program, and to gather information and public desires for use in preparing the upcoming highway programs.

These meetings will be attended by members of the State Highway Commision, the District Engineer and Liaison Officer and other Department personnel knowledgeable in the fields pertinent to early project studies and the overall highway program.

Informational material will be made available to those attending these meetings to assist them in participating. The Department of Roads will provide information such as maps of the area being discussed, sufficiency ratings for roads in each area, funding information showing amounts available, needed, and proposed, and informational booklets describing the Action Plan, the public hearing process, etc. As experience or public need dictates, additional types of information will be made available.

Results of these meetings will be analyzed and documented so the public may know the results of the meetings and the effects of their proposals.

3. In an effort to provide a means for continuous public participation in the highway program regardless of the phase involved, the Department of Roads will establish the position of Public Assistance Officer. This position will be filled by a person appointed by the Director-State Engineer and approved by the Citizens Advisory Groups. His other qualifications must include a working knowledge in highway department procedures and the ability to communicate effectively with the public. It will be the duty of the Public Assistance Officer to act as a clearinghouse for requests for information from citizens, responding to questions and complaints, to provide information to the Department adequate to insure that the public's desires and needs will be incorporated into all levels of highway decisions and to provide one central location to which any citizen can come for assistance with any question or problem he may have in highway matters.

4. The opportunity for greater and more meaningful participation in the early stages will be assured through the distribution of a Planning Study Report and the publication at that time of the level determination. The Planning Study Report will be distributed by the Department of Roads and the State Office of Planning and Programming to the A-95 review agencies, other agencies, local officials and the public. Any interested group or persons, so requesting, may be put on a mailing list which will be maintained for this distribution. At this time and through this information, other agencies or the public can then respond to the Department of Roads proposal of a highway project and its description. Through this method, we hope to make interested parties aware of a highway project at its inception.

5. In addition to the previous specified methods of obtaining the participation of the public and other agencies, greater use will be made of the news media, including timely news releases and television programming. In addition, we will prepare informational and educational booklets describing various phases of the highway process.

6. The Citizens Advisory Group (CAG) utilized in the development of the Action Plan will continue to review and advise the Department of Roads in all areas involving public participation.

Composition of the CAG will be governed by the CAG itself and will maintain a membership balanced in regard to economic, social, environmental and geographic interests.

The Public Assistance Officer will serve as an "Executive Secretary" for the CAG, so they may have liaison with the Department of Roads and to provide a source for administrative assistance to the CAG.

The CAG will meet at least annually and at any other time deemed necessary by the Department of Roads or a majority of the CAG.

Periodically, representatives of the CAG will meet with the Level Review Committee, the Environmental Advisory Group, and other units of the Department of Roads involved with Action Plan implementation for review and discussion of procedures applicable to the Action Plan.

Members of the CAG may be present at Public Hearings and may recommend procedures to the Department to provide for better public understanding and participation.

BASIC CORRIDOR STUDY PROCEDURE

COMMUNITY RELATED FUNCTIONS		INTERNAL FUNCTIONS
	STUDY BEGINS	
ORIENTATION MEETINGS (OFFICIALS, COMMISSIONS, AGENCIES, BOARDS)	1	
COMMUNITY DATA COLLECTION (OFFICIALS, COMMISSIONS, AGENCIES, BOARDS)	2	
	3	OTHER DATA COLLECTION
	4	ANALYZE DATA
	DETAILED LINES SELECTED FOR STUDY	
	5	DETAILED LINE ANALYSIS
INFORMATIONAL MEETINGS (ADDITIONAL DATA INPUT)	6	
	7	RECYCLING (ANALYSIS OF ADDITIONAL INPUT)
	8	PREPARE CORRIDOR REPORT
RELEASE CORRIDOR REPORT (TO PUBLIC & AGENCIES)	9	
PUBLIC CORRIDOR HEARING	10	
	11	ANALYZE HEARING INPUT
	DECISION	
	(1 CORRIDOR LINE SELECTED FOR FUNCTIONAL STUDY)	

rendering infeasible some alternative. This distribution will be made both by the Department to a wide range of interested parties and by the State Office of Planning and Programming to the agencies within state government as well as other governmental units which have the responsibility and expertise for the consideration of other transportation modes and other areas which must be considered in the planning of projects such as the studies made by the Department of Economic Development and the Game and Parks Commission.

The State Office of Planning and Programming is by law the agency in the State of Nebraska charged with reviewing and coordinating all Federal Aid projects. This review and clearinghouse function is performed at the earliest stage of the project and can provide the Department of Roads with early statements of rejection or concurrence in the proposal submitted to these other agencies as well as a broad range of views generated by these proposals.

SECTION 12 - IMPLEMENTATION AND REVISION

A. Implementation

The responsibility for implementation of all features of this Action Plan rests with the Director-State Engineer of the Nebraska Department of Roads. He will, when necessary, delegate responsibility for individual features to those subordinates as required.

Implementation will be accomplished within the existing organization and manpower allotments available. Funding required for implementing all features will be accomplished with the existing budget apportionments. Any funding required by other agencies for the performance of studies requested by the Department of Roads will be treated on an individual basis but still within the Department of Roads existing budget.

The preparation and distribution of the Planning Study Report and the Level of Project determination procedures and criteria will be utilized on all proposals for projects on which a Form PR-1 has not been initiated by January 1, 1974.

All other features of this Action Plan shall be implemented effective no later than November 1, 1973.

B. Revision

Revision will be made to this Action Plan as requirements necessitating a revision become apparent. These requirements may be due to legislative changes, policy changes, identification of new tools applicable to the areas of the Action Plan or by difficulties encountered in effectively implementing the Action Plan.

The revisions will be accomplished by methods dependent upon the impact of the revisions.

Major revisions would consist of those involving entire sections of the Action Plan. Minor revisions would be those in which only procedural changes or additions are to be made.

Major revisions to the Action Plan will be made utilizing the methods similar to those used for the development of the Action Plan. The public and other agencies would be notified. The Citizens Advisory Group and an Inter-Agency Advisory Group would be utilized. The revision will be coordinated and approved by the Governor and the Federal Highway Administration.

Minor revisions will be accomplished by the staff of the Department of Roads through coordination with the Citizens Advisory Group and other agencies. These revisions will then be forwarded to the Federal Highway Administration for their approval.

APPENDIX

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

POLICY AND PROCEDURE MEMORANDUM

Transmittal 293

90.4

June 1, 1973

PROCESS GUIDELINES (SOCIAL, ECONOMIC, AND ENVIRONMENTAL EFFECTS ON HIGHWAY PROJECTS)

Par.

1. PURPOSE

To provide to Highway Agencies and Federal Highway Administration (FHWA) field offices guidelines for the development of Action Plans to assure that adequate consideration is given to possible social, economic, and environmental effects of proposed highway projects and that the decisions on such projects are made in the best overall public interest. These guidelines identify issues to be considered in reviewing the present organization and processes of a Highway Agency as they relate to social, economic, and environmental considerations, and in developing desirable improvements. The guidelines recognize the unique situation of each State and do not prescribe specific organizations or procedures.

2. AUTHORITY

Section 109(h), Title 23, United States Code, directs the following: "Not later than July 1, 1972, the Secretary, after consultation with appropriate Federal and State officials, shall submit to Congress, and not later than 90 days after such submission, promulgate guidelines designed to assure that possible adverse economic, social, and environmental effects relating to any proposed project on any Federal-aid system have been fully considered in developing such project, and that the final decisions on the project are made in the best overall public interest, taking into consideration the need for fast, safe and efficient transportation, public services, and the costs of eliminating or minimizing such adverse effects and the following:

(1) air, noise, and water pollution;

(2) destruction or disruption of man-made and natural resources, esthetic values, community cohesion and the availability of public facilities and services;

(3) adverse employment effects, and tax and property value losses;

(4) injurious displacement of people, businesses and farms; and

(5) disruption of desirable community and regional growth.

Such guidelines shall apply to all proposed projects with respect to which plans, specifications and estimates are approved by the Secretary after the issuance of such guidelines."

3. DEFINITIONS

a. Highway Agency - The State highway department or State department of transportation with the primary responsibility for initiating and carrying forward the planning, design, and construction of Federal-aid highway projects.

b. Human Environment - The aggregate of all external conditions and influences (esthetic, ecological, biological, cultural, social, economic, historical, etc.) that affect the lives of humans.

c. Environmental Effects - The totality of the effects of a highway project on the human and natural environment.

d. A-95 Clearinghouse - Those agencies and offices in States, metropolitan areas, and multi-State regions which perform the coordination functions called for in Office of Management and Budget (OMB) Circular A-95.

e. The following definitions are provided solely to clarify the terms "system planning," "location," and "design" as they are used in these guidelines. A Highway Agency may choose to use different definitions in responding to these guidelines. If not stated otherwise, the following definitions will be assumed to be applicable.

(1) System Planning - Regional analysis of transportation needs and the identification of transportation corridors.

(2) Location - From the end of system planning through location approval.

(3) Design - From location approval through the approval of plans, specifications, and estimates.

4. POLICY

* a. It is the FHWA's policy that full consideration shall be given to social, economic, and environmental effects throughout the planning of highway projects including system planning, location, and design; that provisions for ensuring such consideration shall be incorporated in the decisionmaking process; and that decisions shall be made in the best overall public interest, taking into consideration the need for fast, safe, and efficient transportation, public services, and the costs of eliminating or minimizing possible adverse social, economic, and environmental effects.

b. The process by which decisions are reached should be such as to merit public confidence in the Highway Agency. To achieve this objective, it is the FHWA's policy that:

(1) Social, economic, and environmental effects be identified and studied early enough to permit analysis and consideration while alternatives are being formulated and evaluated.

(2) Other agencies and the public be involved in project development early enough to influence technical studies and final decisions.

(3) Appropriate consideration be given to reasonable alternatives, including the alternative of not building the project and alternative modes.

* 5. APPLICATION

a. These guidelines apply to highway agencies that propose projects on any Federal-aid system for which plans, specifications, and estimates are approved by the FHWA.

b. These guidelines apply to all processes that will be used for all Federal-aid projects, including Secondary Road Plan projects.

c. These guidelines apply to system planning decisions, including those made in the urban transportation planning process established by 23 U.S.C. 134, and to project decisions made during the location and design stages.

d. These guidelines and the Action Plan shall only be applied to the future development of on-going projects and to future projects. They are not retroactive, and shall not apply to any step or steps taken in the development of a project prior to the time of the implementation of the parts of the Action Plan applicable thereto.

6. PROCEDURES

a. To meet the requirements of these guidelines, each Highway Agency shall develop an Action Plan which describes the organization to be utilized and the processes to be followed in the development of Federal-aid highway projects from initial system planning through design.

b. The Action Plan should be consistent with the requirements of PPM's 20-8, 90-1, and of other applicable directives.

* c. Involvement of the public and local, State, and Federal officials and agencies, including A-95 clearinghouses and the 23 U.S.C. 134 metropolitan transportation planning process agencies, should be sought throughout the development of the Action Plan. Comments should be solicited during the draft and final stage of development of the Action Plan.

* d. The Action Plan submitted to the Governor of the State and to the FHWA should be accompanied by a description of the procedures followed in developing the Action Plan; the steps taken to involve the public and other agencies during development of the Plan; and a summary of comments received on the Plan (including the sources of such comments) and the State's disposition of these comments.

e. The FHWA, through its division and regional offices, will consult with the State in the development of the Action Plan and, within the limits of its resources, will be prepared to assist or advise.

f. The Action Plan shall be submitted to the Governor of the State for review and approval as a means of obtaining a high degree of interagency and intergovernmental coordination. Approval by the Governor may occur prior to submittal of the Action Plan to the FHWA, or, if desired by the State, may occur concurrently with FHWA approval.

g. The Action Plan should be submitted to the FHWA not later than June 15, 1973, for approval. The FHWA will not give location approval on projects after November 1, 1973, unless the Action Plan has been approved.

* h. Review and approval of the Action Plan and revisions thereto will be the responsibility of the Regional Federal Highway Administrator.

7. IMPLEMENTATION AND REVISION

a. The FHWA shall review the States' implementation of their Action Plans at appropriate intervals. The FHWA may withhold location approvals, or such other project approvals as it deems appropriate, if the Action Plan is not being followed.

b. The Action Plan shall be implemented as quickly as feasible. A program of staged implementation for the period up to November 1, 1974, shall be developed and described in the Action Plan. It is expected that all aspects of the Action Plan will be implemented by this date. If the Highway Agency believes that any provision in its Action Plan cannot be implemented prior to November 1, 1974, it shall present a schedule for the implementation of such provisions to the FHWA, which will consider the proposed schedule on a case-by-case basis.

c. If the schedule for implementation set forth in an approved Action Plan is not met, the FHWA may withhold location approvals or such other project approvals as it deems appropriate.

* d. An approved Action Plan may be revised to meet changed circumstances or to permit adoption of improved procedures or assignments of responsibilities.

(1) The Action Plan should identify the assignment of responsibility for developing Action Plan revisions.

(2) Paragraph 6f (Governor's approval) shall apply to revision of the Action Plan; except that the Highway Agency, with the Governor's approval, may include a provision in the Action Plan to allow all or some type of revisions in the approved Action Plan without review and approval by the Governor. In such instances, the Action Plan should include a description of the types of such revisions.

(3) The Highway Agency in consultation with the FHWA shall determine the extent to which involvement of the public and other agencies is necessary in the development of proposed Action Plan revisions.

8. CONTENTS OF THE ACTION PLAN

The Action Plan shall indicate the procedures to be followed in developing highway projects, including organizational structure and assignments of responsibility by the chief administrative officer of the Highway Agency to positions or units within the Agency. Where participation of other agencies or consultants will be utilized, this should be so indicated. The topics to be covered by the Action Plan are outlined in the following paragraphs of this PPM.

9. IDENTIFICATION OF SOCIAL, ECONOMIC, AND ENVIRONMENTAL EFFECTS

* a. Identification of potential social, economic, and environmental effects, both beneficial and adverse, of alternative courses of action should be made as early in the study process as feasible. Timely information on such effects should be produced so that the development and consideration of alternatives and studies can be influenced accordingly. Further, the costs, financial and otherwise, of eliminating or minimizing possible adverse social, economic, and environmental effects should be determined.

b. The Action Plan should identify:

(1) The assignment of responsibility for:

(a) Providing information on social, economic, and environmental effects of alternative courses of action during system planning, location, and design stages.

(b) Controlling the technical quality of social, economic, and environmental studies.

(c) Monitoring current social, economic, and environmental research; monitoring environmental effects of completed projects, where appropriate; and disseminating "state-of-the-art" information within the agency.

(2) Procedures to be followed to ensure that timely information on social, economic, and environmental effects:

(a) Is developed in parallel with alternatives and related engineering data, so that the development and selection of alternatives and other elements of technical studies can be influenced appropriately.

(b) Indicates the manner and extent to which specific groups and interests

STATE OF NEBRASKA
DEPARTMENT OF ROADS

PLANNING STUDY REPORT

POSSIBLE ALTERNATIVES

NO-BUILD: .....

.....

.....

OTHERS: .....

.....

.....

.....

INITIAL ESTIMATE OF PROBABLE TYPE OF

ENVIRONMENTAL IMPACT STATEMENT: ☐ NEGATIVE ☐ POSITIVE

.....

.....

.....

OTHER DATA	YES	NO	REMARKS
Any Railroad Crossings	☐	☐	.....
Any Utility Adjustments Needed	☐	☐	.....
Possible 4(f) land involvement	☐	☐	.....
Possible Access Control	☐	☐	.....
Any Significant Stream Crossings	☐	☐	.....
.....	☐	☐	.....
.....	☐	☐	.....

Prepared by: .....

Title: .....

Date: .....

Control No.: .....

Project No.: .....

Location: .....

DEPARTMENT OF ROADS

PLANNING STUDY REPORT

STUDY AREAS REPORT

NOTE: This listing of possible study areas indicates the degree of study estimated for the proposed project as indicated by a basic review of the proposed project.

STUDY AREAS	DEGREE OF STUDY				COMMENTS *(Use reverse side if necessary)*
	I	II	III	IV	
Access Control					
Aesthetics					
Air Pollution			▒	▒	
Alternative Routes					
Channel Work					
Civil Rights				▒	
Conservation Lands					
Economic Activity					
Farming Disruption					
Fish and Wildlife					
Historic Sites				▒	
Joint Development					
Maintenance and Operating Costs			▒	▒	
Multiple Use of Space				▒	
Neighborhood Effects					
Noise Pollution				▒	
Open Areas				▒	
Public Health and Safety			▒	▒	
Public Interest			▒	▒	
Public Transportation & Other Modes				▒	
Recreational Areas & 4(f) Lands				▒	
Religious Institutions & Cemeteries					
Relocation Needs and Resources				▒	
Right - of - Way					
School Areas					
Tax Base Effects & Property Values					
Utilities					
Water Pollution					

Prepared by: .....

Title: .....

Date: .....

Control No.: .....

Project No.: .....

Location: .....

EXAMPLES OF
"TYPE OF CONSTRUCTION"

1) MAJOR CONSTRUCTION (New Location)

Complete new construction including grading, drainage, surfacing and incidentals on an entirely new location.

2) MAJOR CONSTRUCTION (Existing Location)

Complete reconstruction of existing road including grading, drainage, surfacing and incidentals on **or** generally on the location of the existing road.

3) MAJOR UP-GRADING

Extensive construction, such as adding a median, building additional lanes, etc., which significantly changes the function of the road.

4) MAJOR STREAM CROSSING

Includes bridge construction or reconstruction, channel work, etc., at a major stream site.

5) TRAFFIC FLOW IMPROVEMENT

May include channelization, intersection reconstruction, etc.

6) SAFETY OR EMERGENCY WORK

Construction work to correct a public hazard, make travel safer, or repair to an existing road section or structure to prevent its loss or deterioration. Could include bridge repair or protection work, repairs to road caused by flooding, rest area construction, construction or reconstruction of a viaduct, protection of railroad grade crossings, lighting of roadway or intersection, etc.

7) MAINTENANCE OR MODERNIZATION

Includes resurfacing, shoulder surfacing, bridge widening, minor roadway widening (less than a lane width), etc.

8) INCIDENTAL CONSTRUCTION

Includes work such as seeding, guard rail, signing, painting, striping, etc.

PROCEDURES FOR HISTORIC PRESERVATION

1. The provisions of 16 U.S.C. 470(f) require that all proposed highway sections that are federally assisted be developed with consideration to effected districts, sites, buildings, structures, or objects that are included in the National Register for Historic Preservation. This authority derives from Section 106 of the National Historic Preservation Act. Procedures for compliance have been implemented by the Advisory Council on Historic Preservation, and the National Park Service, Department of the Interior, as follows:

a. At the earliest stage of planning or consideration of any undertakings carried out, licensed, or financially assisted by the Federal Government, the HA and FHWA should follow these steps:

(1) Consult the National Register of Historic Places to determine if a National Register property is involved in the undertaking. The National Register is maintained by the Office of Archeology and Historic Preservation, National Park Service, and monthly addenda are published in the FEDERAL REGISTER.

(2) Apply the "Criteria for Effect." If there is no effect, the undertaking may proceed. (See paragraph 3 of this appendix.) This determination of effect should be made by the HA in consultation with the division engineer, the State Liaison Office and a representative of the Office of Archeology and Historic Preservation. If there is documented agreement that a project will not have an effect on the National Register Historic Site, no further review is required under the National Historic Preservation Act.

(3) If there is an effect, the HA in consultation with the FHWA division engineer, State Liaison Officer 1/ and a representative of the Office of Archeology and Historic Preservation of the National Park Service shall:

(a) Determine if the effect is adverse--if not, the undertaking may proceed;

(b) Upon finding an adverse effect, select and agree upon a prudent and feasible alternative to remove the adverse effect, in which case the undertaking may proceed;

(c) Failing to find and agree upon an alternative, recommend all possible planning to minimize the adverse effect and delay further processing of the undertaking pending the receipt of comments from the Advisory Council.

(4) Provide written notice affording the Advisory Council an opportunity to comment upon doubtful or unresolved situations of adverse effect and upon request submit a report of the undertaking.

2. If there is a finding of adverse effect, the proposed highway section is to be processed in accordance with these procedures and the Office of Environmental Policy should be notified and kept informed of further developments. If it becomes necessary to provide a written notice affording the Advisory Council on Historic Preservation an opportunity to comment in doubtful or unresolved situations of adverse effect, the Office of Environmental Policy will act as the coordinating element for the FHWA.

3. Criteria for Effect

a. A federally financed or licensed undertaking shall be considered to have an effect on a National Register listing (districts, sites, buildings, structures, and objects, including their settings) when any condition of the undertaking creates a change in the quality of the historical, architectural, archeological, or cultural character that qualified the property under the National Register criteria for listing in the National Register.

b. Generally, adverse effect occurs under conditions which include but are not limited to:

(1) Destruction or alteration of all or part of a property;

(2) Isolation from or alteration of its surrounding environment;

(3) Introduction of visual, audible, or atmospheric elements that are out of character with the property and its setting (i. e. introduction of a new highway or a higher type functional highway, such as a freeway for an arterial, into the environment of a historic site).

1/ State Liaison Officers are appointed by the Governors to be responsible for State activities under the National Historic Preservation Act.