

# Regional Planning Affiliation 8 (RPA 8)

6/25/2020

## Public Involvement Policy Plan

**Final FY 2021**



### DISCLAIMER #1

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### CAVEAT

The content of this document reflects information given to ECIA by the various implementing agencies named within. This document does not constitute a standard, specification, or regulation.

East Central Intergovernmental Association

7600 Commerce Park, Dubuque, IA 52002



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**PUBLIC INVOLVEMENT POLICY**  
**REGIONAL PLANNING AFFILIATION 8**

Public participation in the regional transportation planning process for the *Regional Planning Affiliation 8 (RPA 8)* is guided by this Public Involvement Plan (PIP). The plan outlines recommended methods to engage the public during the transportation planning & decision making process and informs members of the public how they can be involved.

Public participation is an integral part of the transportation planning process. The information and perspectives provided through public participation assist decision-makers and lead to a more meaningful and comprehensive planning process. Good public participation techniques allow planners to identify issues and understand aspects of the transportation system that may be missed when considering a project from a purely technical or political point of view. Effective transportation planning must include the participation of those whose everyday lives are affected by how they are able to get to work, home, school, stores, and services.

**I. Purpose**

RPA 8 *Public Involvement Policy (PIP)* was developed due to a need for proactive citizen involvement in the *Long Range Transportation Plan (LRTP)* and all other planning activities conducted by RPA 8.

This process is also being used to satisfy Regional Transit Authority's Section 5311 and 5339 program of projects requirement, all other Federal Transit Authority (FTA) funding programs, and Federal Highway Administration (FHWA) flex funding programs.

The public involvement process will provide the following:

- Complete and accurate information to the public
- Timely notices of public hearings
- Complete access to all key decisions made at public hearings
- Continuing involvement of the public

This PIP is developed in hopes that it will promote and encourage citizen involvement in the decision making process. It is the obligation and responsibility of RPA 8 to provide information and consider public input in decision making as prescribed by the 2015 Fixing America's Surface Transportation Act (FAST Act).

In worst case scenarios, public participation does not occur until after the community becomes aware of an unpopular policy decision. In such a case citizen involvement mobilized to overturn or amend a decision that had already been made. Late citizen involvement prolongs the planning process and ultimately costs more in terms of resources and staff time. Public involvement in the decision making process at an early stage makes such occurrences minimal or non-existent.

**II. Guidelines for Public Participation**

In keeping with the spirit of public involvement and participation, RPA 8 will follow a systematic approach that will allow the public to become involved in the transportation planning process. RPA 8 will consistently adhere to established guidelines as a means of heightening public involvement. This includes the Title VI population, persons with a disability, the Limited English Proficiency (LEP) population, the Environmental Justice (EJ – low income or high minority) zone populations, and other traditionally underserved groups.

Utilizing various techniques to solicit public involvement has proven to be the most effective means by which to attract citizen involvement. The RPA 8 Area is a diverse area with distinct geographical, socioeconomic, and

cultural areas that it takes more than just one technique to capture the attention of citizens. RPA 8 remains committed to using a variety of resources to reach out to the public and attempt to engender public participation.

RPA 8 is committed to the concept of public participation and will work hard to ensure that the public plays an active role in transportation planning. The hope is that public participation will reduce unfavorable public opinions of transportation projects by incorporating public sentiment into the planning process.

### **Title VI Program Manual**

The RPA 8's Title VI Program Manual states the RPA 8 complies with all civil rights laws and ensures that no person will — on the grounds of race, religion, age, gender, disability, national origin, or economic status — be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any RPA 8 program or activity.

The RPA 8 promotes the full and fair participation of all affected populations in the transportation decision making process. Any RPA 8 information, educational materials, and transportation planning participation opportunities will be equally accessible to all people covered by Title VI. The Title VI Program Manual includes a complaint form and process for use by anyone who believes they have been discriminated against in the RPA 8 operations. All Title VI complaints will be reviewed by the RPA 8 Policy Board and used by RPA 8 staff to improve the region's transportation planning process.

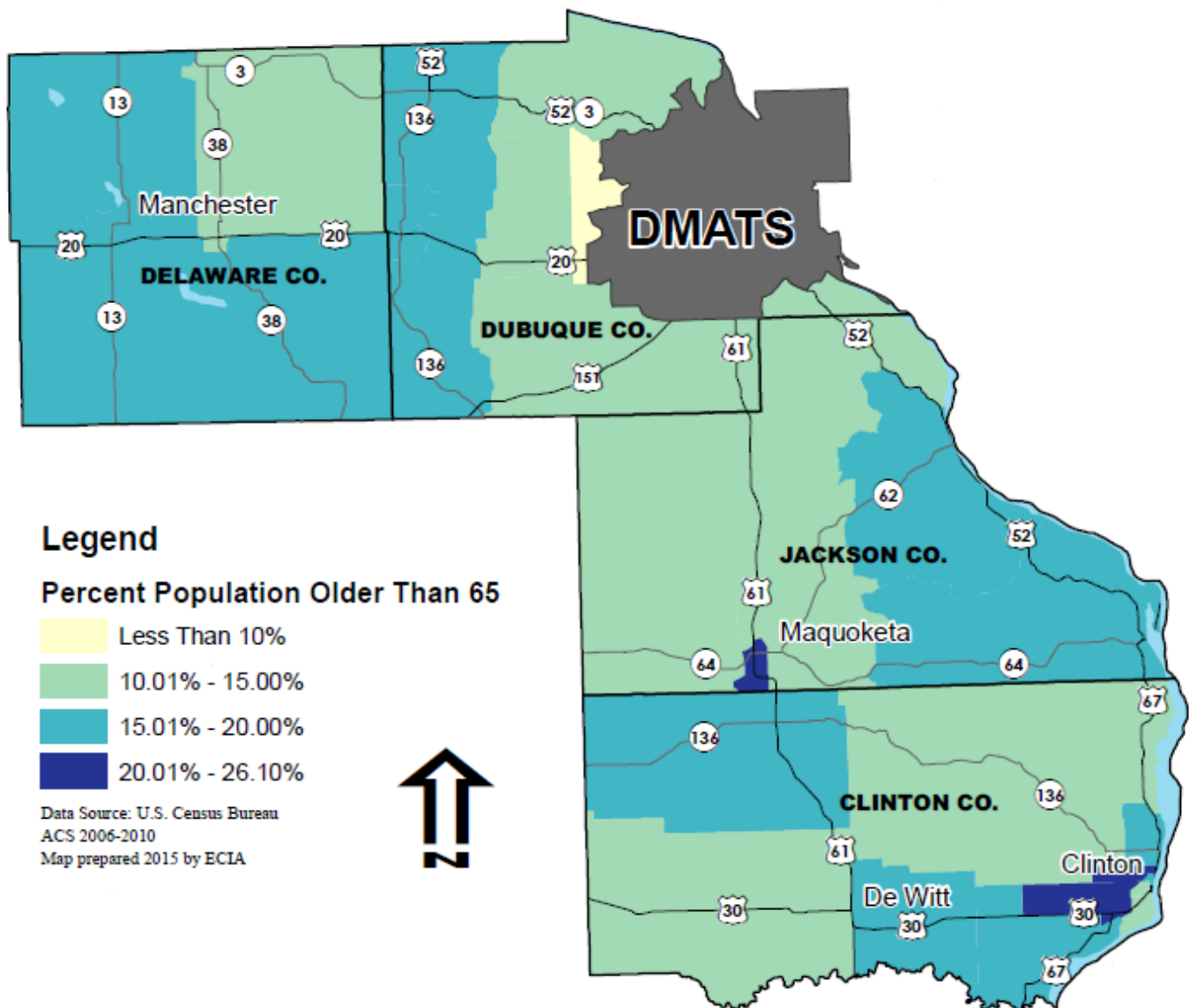
### **Persons with a Disability**

No one should be excluded from participating in the transportation planning process. To ensure the location and setup of public meetings do not exclude people from participating, public meetings should be held in locations accessible by transit and in buildings compliant with the Americans with Disabilities Act (ADA).

### **Population Older Than 65**

According to the AARP's Public Policy Institute, "more than 20 percent of Americans age 65 and older don't drive." Public transit can help older people get to meeting location. However, it is advised to have public meetings closer to locations with population older than 65 to get active participation. In the RPA 8 area, the highest concentrations of 65 and older population are found in the City of Maquoketa and the City of Clinton. Figure 1 is a map of the 65+ population in the RPA 8 area by census tract.

Figure 1: Percent Population 65 and Older in the RPA 8 Area.

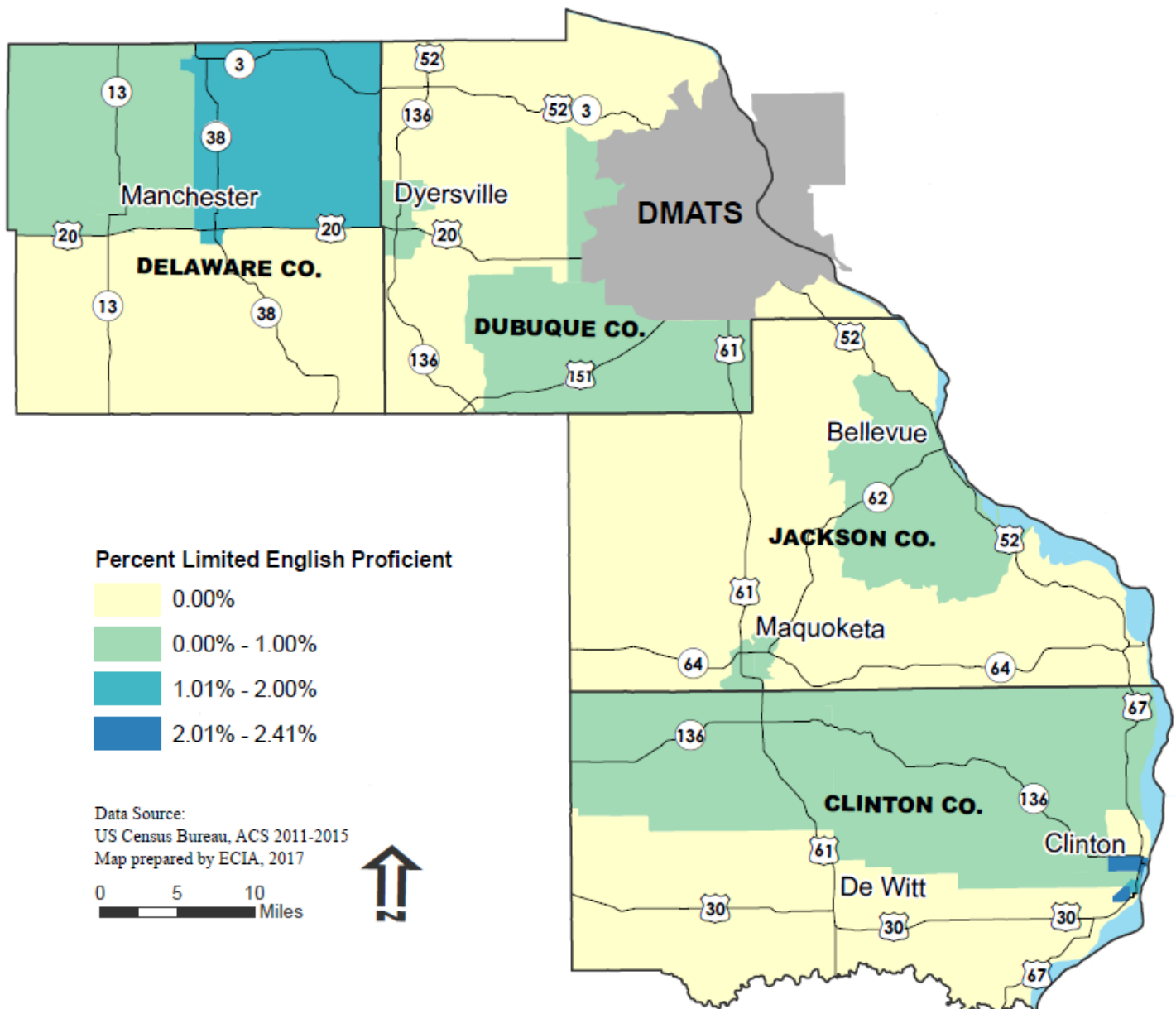


**Limited English Proficiency (LEP) Population**

According to FTA Circular C 4702.1B, “Limited English Proficient (LEP) persons refers to persons for whom English is not their primary language and who have a limited ability to read, write, speak, or understand English.

Figure 2 shows the distribution of the LEP population in the RPA 8 area. RPA 8 does not have a defined LEP population above the Department of Justice’s Safe Harbor threshold. The Department of Justice defines the Safe Harbor threshold as 1,000 persons OR 5% of the total population for a particular language, whichever is less, requiring vital document translation. The highest concentration of LEP people in the RPA 8 area is in the City of Clinton where 2.01% to 2.41% percent of the tract’s total population are LEP. However, RPA 8 will make reasonable attempts to provide translations when requested. The RPA 8 uses LEP services from Loras collage when requested by public.

Figure 2: Percent Limited English Proficient Population



### **Environmental Justice Population**

Environmental Justice (EJ) is a federal term that was created in 1994 when President Clinton signed Executive Order 12898. EJ involves the need to ensure that low-income and minority population groups are not disproportionately affected by the transportation planning process. Historically, such groups are under-represented in the planning process and EJ is designed to ensure that the public involvement process makes every attempt to solicit their input.

RPA 8 is committed to ensuring that low-income and minority population groups, as well as all citizens in the Regional Planning Area, have sufficient access to the transportation planning process and are given every opportunity to voice their opinions at RPA 8 meetings.

RPA 8 staff will continue to use US Census Block Group Data and GIS technology to identify concentrations of minority and low-income populations in the RPA 8 area. This information will continue to be used to determine



if proposed transportation projects will adversely affect these populations. Staff will make additional efforts to engage minority and low-income residents in public participation.

Figure 3 provides the location of low income households and Figure 4 provides the location of minority population. It is a RPA 8 priority to communicate with these traditionally underrepresented and underserved groups and incorporate them into the planning process.

Figure 3: Median Household Income

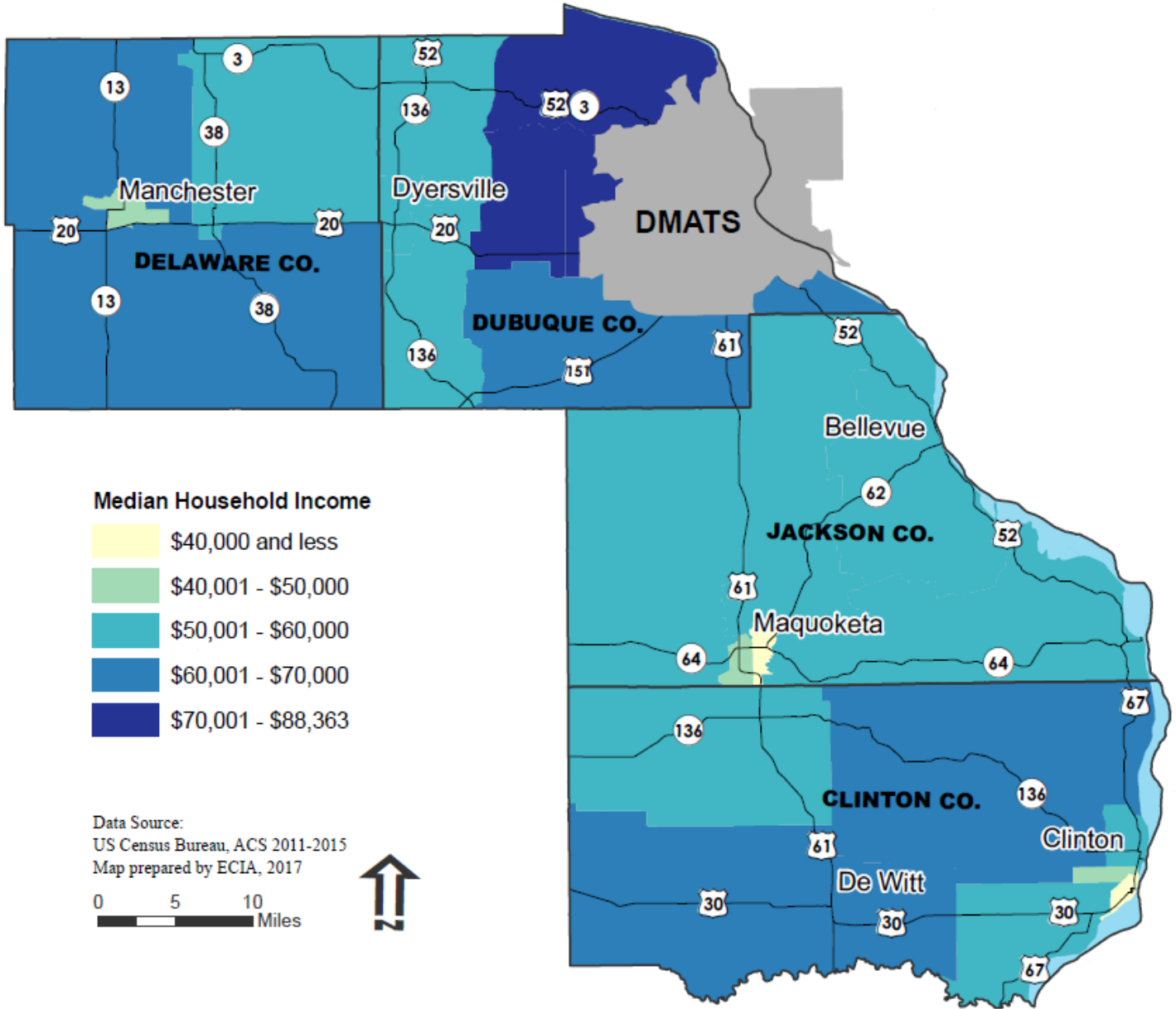
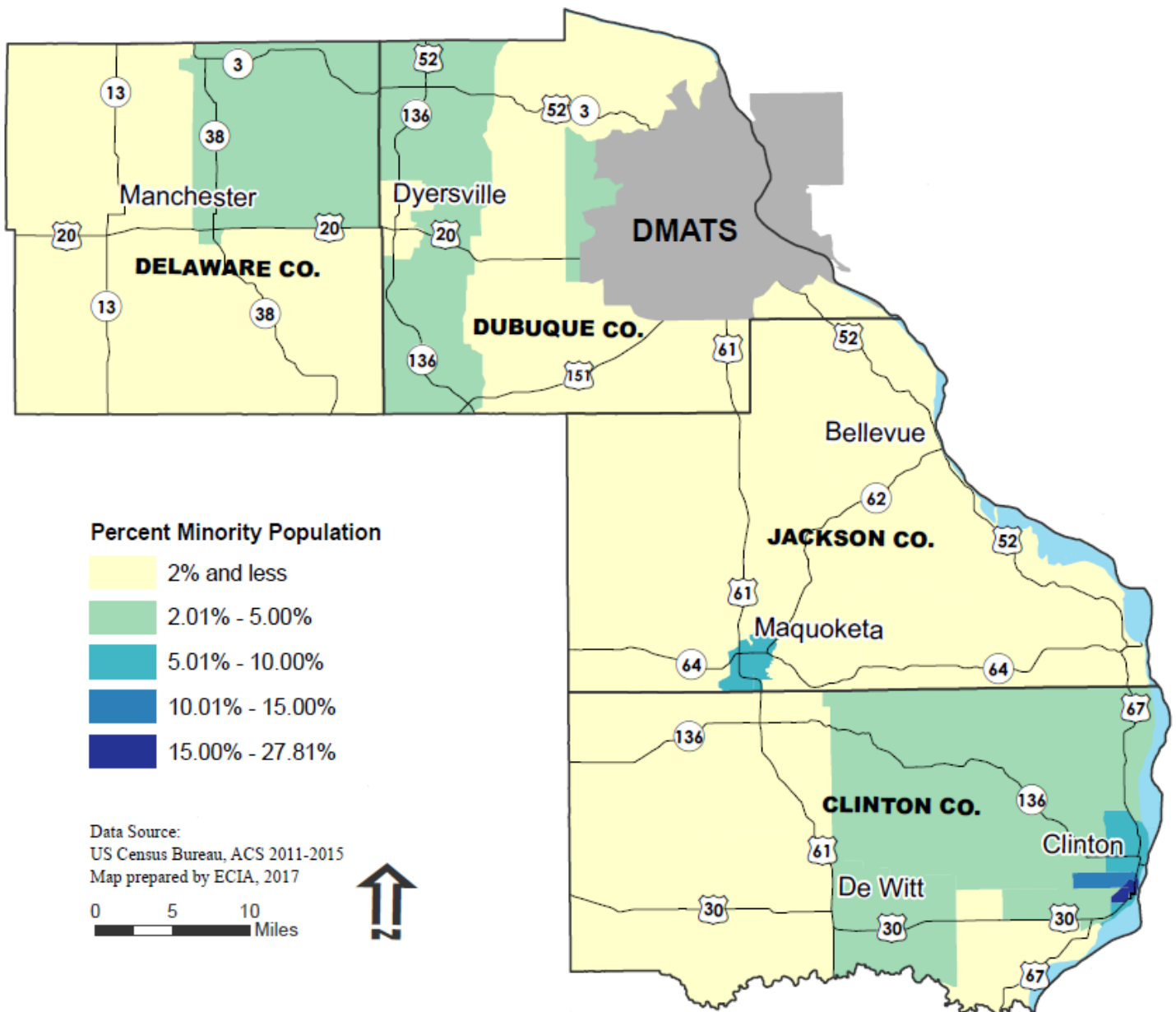


Figure 4: RPA 8 Minority Population




### III. RPA 8 Products


RPAs are formed by Iowa Department of Transportation (IADOT) to help direct how and where available state and federal dollars for transportation improvements will be spent. The RPA 8 develops four core documents that create a regional vision for how the multimodal transportation system will function and grow – now and into the future. These documents have planning horizons dependent on their type of product and are displayed in Figure 5. These four documents will be further described in the RPA 8 Core Documents section of this plan.




Figure 5: RPA 8 Core documents

- 


### Long Range Transportation Plan (LRTP)

  - 20 year horizon
  - Updated every five years
  - Provide regional transportation needs
  
- 


### Transportation Improvement Program (TIP)

  - Short range implementation plan of LRTP
  - Provides projects for four years
  - Updated annually
  
- 

### Transportation Planning Work Program (TPWP)

  - Yearly RPA 8 work plan
  - Provides a break down of work elements and funds allocated to complete the task
  - Updated annually
  
- 

### Public Involvement Plan (PIP)

  - Participation process for all RPA 8s work
  - Provides input process for each RPA8 document
  - Updated biennially
  
- 

### Passenger Transportation Plan (PTP)

  - Provides needs-based justification for passenger transportation projects
  - 
  - Full update every five years

#### **IV. How Can the Public Provide Input?**

RPA 8 has always provided citizens with the opportunity to voice their opinions on transportation issues during the RPA 8 Policy Board meetings. When transportation issues are being decided upon by the RPA 8 Policy Board, the RPA 8 Policy Board Chair calls for any public input or comments. This process is followed for any Transportation Improvement Program (TIP), or Long Range Transportation Plan (LRTP) projects that are put before the Policy Board for final consideration and a vote.

There are a variety of ways the public can participate in the transportation planning process. Figure 6 will provide different methods the public can use participate in transportation planning process.

**Mailing List:** Develop a comprehensive mailing list of interested parties, public and private agencies that provide and utilize transportation services and use to send summary information and public hearing comments period notices.

**Online Presence:** The RPA 8 website – accessible at [www.eciatrans.org](http://www.eciatrans.org) – provides an overview of upcoming meetings along with agendas, committee representatives, staff information, news, maps, plans, and publications produced by the RPA 8. Relevant links are included on the website, too. Beyond the website, the RPA 8 maintains an online presence through social media sites such as Facebook and Twitter. The RPA 8 regularly updates these sites to engage residents and to build a better understanding of the RPA 8 and the projects the organization takes on.

Figure 6: Ways to Participate



**Public Meetings**  
Attend and contribute at open public meetings  
(committees and community outreach events)



**Call us**  
Call us at 563-556-4166  
8:00 am - 5:00 pm Monday - Friday



**Write to us**  
Regional Planning Affiliation 8  
7600 Commerce Park, Dubuque, IA 52002



**Review documents**  
Carnegie Stout Library, Dubuque County library  
and East Central Intergovernmental Association



**Email us**  
[cravada@ecia.org](mailto:cravada@ecia.org)  
[dfox@ecia.org](mailto:dfox@ecia.org)



**Visit our website**  
[www.eciatrans.org](http://www.eciatrans.org)



**Visit us on socialmedia**  
[Twitter.com/ECIATransport](https://twitter.com/ECIATransport)  
[Facebook.com/ECIATransportation](https://facebook.com/ECIATransportation)

## V. RPA 8 STRUCTURE

The RPA 8 was established on February 2, 1994 through the adoption of Articles of Agreement by the participating organizations in the area. Regional Planning Affiliation was established on February 2, 1994 through the adoption of Articles of Agreement by the participating organizations in the region. It is one of the 18 RPA's in the state that were formed as part of the Iowa Department of Transportation's implementation of Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), particularly in regard to meeting the statewide planning and programming aspects of the legislation. The planning process is implemented through a committee structure. All committees forward their recommendations to the Policy Board for consideration. All of the RPA 8 Policy Board and advisory committee meetings are open to the public, agendas are posted online prior to the meeting and public comment opportunities are provided at those meetings. Each committee's responsibilities are summarized below.

### **RPA 8 Policy Board**

The RPA 8 Policy Board is responsible for establishing overall policy, making decisions related to transportation funding priorities, programming Surface Transportation Block Grant Program (STBG) and Transportation Alternative funds, and monitoring the direction of studies of transportation conditions in the metropolitan area. The TAP responsibilities are to be decided. The policy committee is the final decision-maker in the RPA 8 process. It has the authority to approve the RPA 8 transportation vision (included in the RPA 8 Long Range Transportation Plan) and then prioritize and choose projects (included in the Transportation Improvement Program and Transportation Planning Work Program) to implement that vision.

*The RPA 8 policy committee typically meets on the 4th Thursday of each month at 9:00 a.m. at East Central Intergovernmental Association, 7600 Commerce Park, Dubuque.*

The ECIA RPA is governed by a Board of twelve elected officials from the member jurisdictions, three transit agencies and one regional planning organization. The Policy Board is responsible for establishing overall policy, making decisions related to transportation planning and project funding priorities, and monitoring the direction of studies of transportation conditions in the region. There is a Board member from each of the four counties, and a Board member from each of the four large urban areas. The remaining four Board members are from a non-urban city in each of the four counties which are elected by caucus every two years.

Voting Members:

- Iowa DOT chose not to vote and act as non-voting member
- One vote for each County (Clinton Co, Delaware co, Dubuque Co, Jackson Co) Board of Supervisors
- One vote for each City with population greater than 5,000 (Clinton, DeWitt, Manchester, Maquoketa) City Councils
- Four votes for municipalities (Chief elected official or designated representative for a township, municipality or village with population less 5,000)
- One vote for regional planning organizations (ECIA)
- Three votes for public transit authorities (Clinton MTA, RTA, River Bend transit)

Non-Voting Members:

- Federal Highway Administration (FHWA), Federal Transit Authority (FTA), and Iowa DOT

### **RPA 8 Technical Advisory Committee**

The Technical Advisory Committee is the main advisory committee for the RPA 8 Policy Board and is made up of expert personnel from constituent agencies. These committee members review, study, and make

recommendations related to technical issues affecting study priorities and the transportation planning and programming process.

***The RPA 8 Technical Advisory Committee typically meets on the 4th Thursday of each month at 9:00 a.m. at East Central Intergovernmental Association, 7600 Commerce Park, Dubuque.***

The RPA 8 Technical Advisory Board has twelve voting and three non-voting members. The RPA 8 Technical Advisory Board members are listed below.

Voting Members:

- Iowa DOT chose not to vote and act as non-voting member
- One vote for Regional Planning Organization (ECIA)
- Four votes for County Engineers (Clinton Co, Delaware co, Dubuque Co, Jackson Co)
- Four votes for Chief Officer of Municipal for cities with population more than 5,000 (Clinton, DeWitt, Manchester, Maquoketa)
- Three votes for Chief Administrative Officers of Transit (Clinton MTA, RTA, River Bend Transit)

Non-Voting Members:

- Federal Highway Administration (FHWA), Federal Transit Authority (FTA), and Iowa

## **VI. Advisory Groups and State and Local Resource Agencies**

### **Advisory Groups**

RPA 8 staff work with a variety of advisory committees and community groups to provide input to Policy Board and Technical Advisory Committees. The committees include the following listed below:

- Tri-state Trail vision
- Transit Action Group representing all rural transit dependent agencies
- Dubuque county City Clerks group
- Delaware County City Clerks group
- Jackson County Mayors
- Grant Wood Mississippi river region group
- Dubuque Smart Planning Consortium representing all planners in the region
- Clinton MDST group
- Eight county Freight Group

RPA 8 staff works with a wide variety of project partners and community groups to accomplish our planning goals. Staff present on transportation issues and seeking input on transportation projects from all County board of supervisors, City councils, Economic Development groups, Airport authority, Chamber groups and Tourism entities.

The RPA 8 Technical Advisory Board includes members that have regular interactions with the local neighborhood associations. Through that web of professional contacts, the RPA 8 members and staff keep informed about the transportation concerns of various local stakeholders.

## **State and Local Resource Agencies**

RPA 8 staff Coordinate with Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Iowa Department of Transportation (IADOT), Iowa Department of Natural Resources (IADNR) on transportation and air quality issues within the region.

## **VII. History of RPA 8 Public Involvement**

Since the inception of RPA 8 as the region planning agency for Clinton, Delaware, Dubuque and Jackson County area, public participation and input as has always been one of the priorities in the transportation planning process. RPA 8 shares some of the same historical perspectives in citizen involvement that many planning organizations across the country have experienced. RPA 8 opened their policy and tech meetings to public from 1998. The RPA 8 Technical Committee reviews the policy recommendation and vote to approve or disapprove the recommendation; the issue was then placed before the RPA 8 Policy Board for final consideration.

## **VIII. Public Participation Goals, Objectives, and Policies**

RPA 8 strongly supports a public participation process that effectively engages citizens in regional transportation planning activities. RPA 8 believes regional transportation planning cannot, and should not, be based simply upon technical analysis. The qualitative information derived from public participation is essential to good decision making. RPA 8 will ensure that the public has opportunities to be informed and involved early in the development of plans and projects; that their issues and concerns are heard; and that their concerns are considered prior to any final decision by the RPA 8 Policy Board.

### **Public Participation Goal**

Alert the public to transportation planning activities and encourage them to provide their opinions and comments.

### **Objective 1: Public Access**

RPA 8 will provide timely notice and reasonable access to the public information on transportation issues and processes.

#### **Public Access Policies**

- **Documents**

RPA 8 shall make all plans and documents available to the public for review at the RPA 8 office. RPA 8 shall provide copies of current RPA 8 plans and documents to citizens upon request.

RPA 8 shall distribute current copies of the RPA 8 Long Range Transportation Plan and Transportation Improvement Program to all public libraries in the RPA 8 planning area, local planning departments, and city and county governments associated with RPA 8.

RPA 8 shall make all plans and documents available online.

- **Notices**

RPA 8 shall provide to the media any notices and agendas of any board or committee meetings that have been scheduled. RPA 8 will provide such notification within (4-20) days prior to when meetings are scheduled to occur.

- **Access**

RPA 8 will make every effort possible to provide reasonable access to technical and policy information.

- Assistance:

RPA 8 will make every effort to provide assistance upon request to any and all citizens who require some special assistance to attend any RPA 8 meeting. The request should be at least three days before the meeting.

- Meeting Locations:

All RPA 8 meetings and workshops and all of its advisory committees shall be held in Americans with Disabilities Act (ADA) compliant locations.

## **Objective 2: Public Outreach**

RPA 8 recognizes the need for opportunities for all segments of the general public to access information and learn about issues and proposals under consideration by the RPA 8 Policy Board. Especially important to RPA 8, is the need to reach out to citizens who will be directly affected by a project under consideration and citizens who are underserved by the transportation system.

### Public Outreach Policies

- Informing the Public

RPA 8 will attempt to inform the public about all issues under consideration through public workshops, newsletters, exhibits, or other techniques during the development of each of its transportation plans, studies, and projects.

- Public Notification Lists

RPA 8 will develop and maintain a list of civic and public service organizations and interested or potentially interested persons for the purpose of distributing information about its planning activities. Efforts will be made to include members of potentially underserved groups.

- Biennial Review

RPA 8 will conduct a two-year review of its public involvement procedures to gauge the effectiveness of soliciting public input and citizen participation at public meetings. Of particular importance in this review will be an examination of the public participation process to determine if underserved citizen groups have been reached and given the opportunity to participate in the public involvement process.

- Public Hearings

RPA 8 will conduct public hearings as herein outlined prior to the adoption, substantive amendment, or update of each of the transportation plans and programs for which it is responsible, including the LRTP, TIP, and TPWP

- Previously Received Public Comments

RPA 8 will, upon request, provide previously received public comments relating to all transportation plans.

- Public Comment during Public Meetings

RPA 8 will provide an opportunity for the public to comment during any public meetings and the input will be considered and included in the documents.



## **IX. Planning Program Elements**

### **Public Involvement Policy (PIP)**

The RPA 8 is required by IADOT to develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, public ports, freight shippers, private providers of transportation (including intercity bus operators), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties with reasonable opportunities to be involved in the regional transportation planning process and then publish the plan thereby making it readily available to the public for review.

RPA 8 will review the PIP every two years to determine if revisions are necessary. RPA 8 will make revisions to the PIP available for public review for 45 days. Following the 45-day review period, the RPA 8 Policy Board will hold a hearing on the revisions as part of a regularly scheduled RPA 8 meeting. Following the hearing, the policy board may vote to approve the revisions. The Policy Board meeting will be held at location that is accessible to transit-dependent and disabled residents.

### **Long Range Transportation Plan (LRTP)**

The most recent Long-Range Transportation Plan (LRTP) update was adopted on May 25, 2017. RPA 8 is required by IADOT to prepare and update periodically a long-range plan for its metropolitan area. The LRTP is an extensive plan that outlines the current 30-year planning horizon for the RPA 8 Area. The LRTP is a living document in that it is constantly under revision and being updated to reflect the metropolitan area's needs for transportation planning. The LRTP is updated every five years.

### **Transportation Improvement Program (TIP)**

RPA staff, is required to develop a transportation improvement program for the Regional Planning Affiliation 8 (RPA 8) and is further required to provide citizens, affected public agencies, representatives of public transportation employees, public ports, freight shippers, private providers of transportation (including intercity bus operators), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed program during the process.

The TIP is to have a listing of projects that are scheduled to be carried out within a 4-year period of when they were initially adopted into the RPA 8 TIP. The TIP will include a financial explanation of the improvement projects that detail how each will be implemented as well as an indication of what public and private resources can be expected to be made available to complete the transportation improvement.

Before the RPA 8 Policy Committee can approve any transportation improvement, it will provide citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, and other interested parties with reasonable notice of and an opportunity to comment on the proposed improvement.

RPA 8 staff will present an update on the draft TIP annually to city councils for cities with population greater than 5,000 and four County Board of supervisors within the RPA 8 area and seek their input.

The TIP is required to be updated every 4 years; however, IADOT requires RPA 8 to update it every year.

The approved TIP is sent to IADOT for further approval and then inclusion in the State Transportation Improvement Program (STIP).

## **Revising/Amending an Approved TIP**

### Revising the TIP

Revisions are defined as changes to a TIP that occur between scheduled periodic updates. There are two types of changes that occur under the umbrella of revision. The first is a major revision or “Amendment”. The second is a minor revision or “Administrative Modification”.

### Amendment

An amendment is a revision to a TIP that involves a major change to a project included in the TIP. This includes an addition or deletion of a project or a major change in project cost, project/project phase initiation dates, or a major change in design concept or scope (e.g. changing project termini or the number of through lanes). *Changes to projects that are included only for illustrative purposes do not require an amendment.* An amendment is a revision that requires public review and comment, redemonstration of fiscal constraint (Changes that result in making any of the four federal fiscal years not fiscally constrained), or a conformity determination (in nonattainment and maintenance areas). Changes that affect fiscal constraint must take place by amendment of the TIP.

### Administrative Modification

A minor revision to a TIP is an administrative modification. It includes minor changes to project/project phase costs, minor changes to funding sources of previously-included projects, and minor changes to project/project phase initiation dates. An administrative modification is a revision that does not require public review and comment or redemonstration of fiscal constraint.

### Amendment vs. Administrative Modification

There are four main components that can be used to determine whether a project change constitutes an amendment or an administrative modification. They include the following:

- **Project costs**-Determination will be made based on the percentage change or dollar amount of change in federal aid. Projects in which the federal aid has been changed by more than 30% or total federal aid increases by \$2.0 million or more will require an amendment. Anything less can be processed with an administrative modification.
- **Schedule changes**-Changes in schedules to projects which are included in the four years of the TIP/STIP will be considered administrative modifications. Projects which are added or deleted from the TIP/STIP will be processed as amendments.
- **Funding sources**-Additional federal funding sources to a project will require an amendment. Changes to funding from one source to another will require an administrative modification.
- **Scope changes**- Changing the project termini, the amount of through traffic lanes, type of work from an overlay to reconstruction, or a change to include widening of the roadway.

### Swap Project Revision Process

- The RPA 8 will make no distinction between amendments and administrative modifications for projects using swapped Primary Road Funds. Swap projects are subject to RPA 8 project revision processes and all applicable state public meeting requirements.

### Redemonstration of Fiscal Constraint

- The Iowa DOT is required to ensure that that federal aid funds programmed in the STIP are fiscally constrained not only at the time of approval but also throughout the fiscal year. As part of the draft STIP process the DOT adjusts its federal aid participation to utilize all remaining federal funds after local project sponsors have programmed their federal aid projects. Based on this approach, at the time of approval by FHWA and FTA, no additional federal aid funds are available to be added to the STIP and maintain fiscal constraint of the document.
- In order to maintain fiscal constraint of the STIP document any revision to a federal aid project in the STIP that adds a new federal aid project or increases a project's STIP limit will require that a corresponding change be made to another programming entry to ensure that the STIP remains fiscally constrained. The federal aid funds moved to make way for the additional programmed federal aid need to be of the same federal aid program type. For example, if additional STBG funds are going to be added to a project the corresponding reduction in federal aid on another project must be STBG funds. This requirement pertains to both administrative modifications and amendments to the STIP and therefore also applies when moving projects up from the out years of the STIP. To facilitate the STIP approval process a programming note should be added to both TPMS entries noting the TPMS number of the other project.
- The requirement to ensure fiscal constraint does not apply to accomplishment year projects that have been already programmed at their full federal aid participation rate (typically 80 percent) and whose programming entry is being adjusted based on an updated cost estimate. That would include all projects that have been programmed with an 80/20 or 90/10 split. For those projects, we anticipate that any increases in cost estimates will be balanced out by projects whose authorized federal aid is less than what was programmed.

### Transportation Planning Work Program

The Transportation Planning Work Program (TPWP) outlines various transportation planning activities to be conducted by the staff for the RPA 8. The TPWP is prepared and adopted each year and contains transportation planning activities for the current fiscal year.

The TPWP outlines the status of RPA 8 planning activities, gives details about work done in the previous year, and describes the work that is scheduled for the upcoming year. This annual work program document is drafted by the RPA 8 staff in consultation with IADOT, local agencies and area transit providers. Technical Advisory Board members also help with drafting the TPWP.

RPA 8 staff drafts a new TPWP for the coming year and have it ready for initial Technical Advisory Board review in March. Typically, the final TPWP for the next year is approved at the May RPA 8 meeting. The TPWP also requires IADOT and FHWA/FTA approval.

2 CFR 200 describes the uniform administrative rules for Federal grants and cooperative agreements and subawards to State, local and Indian tribal governments. These requirements apply to metropolitan planning (PL) and State Planning and Research (SPR) grants. FTA has similar requirements documented in FTA Circular

5010.1C, which apply to FTA metropolitan planning grants. Iowa uses a Consolidated Planning Grant where FHWA and FTA planning funds are combined into a single fund managed through FTA's TrAMS system. The uses of these funds are documented in the work programs of the Iowa DOT, MPOs, and RPAs.

### Waiver of Approvals

All work program changes require prior written Federal approval, unless waived by the awarding agency. [2 CFR 200.308](#) outlines different types of revisions for budget and program plans, and this [FHWA memo](#) summarizes revisions that require prior Federal approval, as well as other miscellaneous actions and allowable costs that require prior Federal approval.

Types of TPWP revisions that require Federal approval include, but are not limited to, the following:

- Request for additional Federal funding.
- Transfers of funds between categories, projects, functions, or activities which exceed 10% of the total work program budget when the Federal share of the budget exceeds \$150,000.
- Revision of the scope or objectives of activities.
- Transferring substantive programmatic work to a third party (consultant).
- Capital expenditures, including the purchasing of equipment.
- Transfer of funds allotted for training allowances.

Types of revisions that require Iowa DOT approval include:

- Transfers of funds between categories, projects, functions, or activities which do not exceed 10% of the total work program budget, or when the Federal share of the budget is less than \$150,000.

Types of revisions that require MPO/RPA approval include:

- Revisions related to work that does not involve federal funding.

### Revision and Approval Procedures

- All revision requests from MPOs and RPAs should be submitted electronically to the Iowa DOT Office of Systems Planning and the agency's District Planner. If all necessary information is provided, the request will then be forwarded to the FHWA and FTA for review and any necessary approvals.
  - Revision requests shall, at a minimum, include:
    - A resolution or meeting minutes showing the revision's approval.
    - Budget summary table with changes highlighted/noted.
    - Modified section(s) of the plan's work elements with changes highlighted/noted.
- Revisions where **FHWA/FTA** is the designated approving agency shall require written approval by FHWA/FTA prior to commencement of activity, purchasing of equipment, or request for reimbursement.
- Revisions where the **Iowa DOT Office of Systems Planning** is the designated approving agency shall require written approval by the Iowa DOT Office of Systems Planning prior to commencement of activity or request for reimbursement.

- Revisions where the **MPO or RPA** is the approving agency shall be approved by the Policy Board.
- Notification by the approving agency will be in writing.

***NOTE: All necessary TPWP approvals shall be in place prior to the commencement of activity, purchasing of equipment, or request for reimbursement. More specifically in regards to the procurement of equipment and services, there should be no notification of award, signed contract, placement of an order, or agreement with a contractor prior to receiving the necessary TPWP approvals.***

### **Passenger Transportation Plan (PTP)**

The PTP is an Iowa creation, providing needs-based justification for passenger transportation projects and as well as incorporating federal requirements for coordinated planning. RPA 8, in cooperation with the IADOT and RTA transit system and Clinton MTA transit system, is required to develop a PTP for the region. RPA 8, is further required to provide citizens, affected public agencies, representatives of transportation agency employees, other affected employee representatives, private providers of transportation, and other interested parties with a reasonable opportunity to comment on the proposed program during the process.

The Iowa Department of Transportation requires ECIA to be responsible for the Passenger Transportation Plan for the RPA 8. Before the RPA 8 Policy Committee can approve any transportation improvement, it will provide citizens, affected public agencies, and representatives of transportation agency employees, private providers of transportation, and other interested parties with reasonable notice of an opportunity to comment on the proposed improvement. A Full PTP updated will be done every five years.

RPA 8 and Dubuque Metropolitan Area Transportation Study (DMATS) formed a Transit Action Group in 2008. The group consists of human service providers, transportation providers, and other interested individuals within the community. Members of the group are charged with resolving transportation barriers for consumers in the community. The group has three sub committees; Urban, Rural, and Marketing. The group meets quarterly and members can choose to attend on a regular basis or attend as needed as a resource to the group. Group notices are sent out via email or conventional mail and information is available on the RTA website if anyone is interested in participating.

### **Revising/Amending an Approved PTP**

Revisions are defined as changes to the PTP that occur between scheduled periodic updates. There are two types of changes that occur under the umbrella of revision. The first is a major revision or “Amendment”. The second is a minor revision or “Administrative Modification”. PTP Amendments and Administrative Modification follow the same guidelines as TIP.

## **X. Development and Approval Process**

The core RPA 8 documents are developed in a standardized process to enable consistency to encourage resident participation. Figure 7 below provides the RPA 8 documents development summary.

Figure 7: RPA 8 Document Development Summary

Development Process	LRTP		TIP			TPWP			PTP			PIP		
	Full Update	Amendment	Full Update	Amendment	Revision	Full Update	Amendment	Revision	Full Update	Amendment	Revision	Full Update	Amendment	Revision
<b>Time line</b>	Every 5 years	As needed	Every year	As needed	As needed	Every year	As needed	As needed	Every 5 years	As needed	As needed	Every 5 years	As needed	As needed
Collect Input from Public, Interested Parties, Advisory Boards, Committees and Community Groups														
Collect Input from RPA 8 members (Cities, Counties, DOT etc)														
Provide draft plan for RPA 8 Policy Board and RPA 8 Tech Committee to provide input														
Provide draft plans to IADOT, FHWA and FTA for comments														
Provide draft document for public comments														
Paid newspaper notice announcing public comment period														
Place draft for review on RPA 8 website														
Public comment period in Days	30	4-20	30	4-20		30	4-20		30	4-20		45	4-20	
Compile all public comments received														
Provide a summary of how comments were considered and/or addressed to RPA 8 Policy Board and RPA 8 Tech Committee														
RPA 8 Tech Committee reviews final draft making a recommendation to RPA 8 Policy Board														
RPA 8 Policy Board considers the final draft for approval														
The approved document is sent to IADOT, FHWA and FTA														
Final approved document posted online														

Source: RPA 8

## XI. Public Involvement Procedures

### Regular Public Hearings

RPA 8 will hold at least one public hearing prior to the adoption or amendment of the LRTP, TIP, TPWP, PIP or PTP. These public hearings may be held as part of a regularly scheduled RPA 8 meeting.



### **Substantive Public Comments**

When substantive public written and oral comments are received on the draft LRTP, TIP, TPWP, or PTP as a result of the public involvement process, a summary, analysis, and report on the disposition of comments shall be prepared and made available upon request.

### **Notification of Documents to Interested Parties**

The following describes the notification process for the materials that shall be made available, the process of documenting the input received, public hearings conducted as part of the development, updates, and amendment processes for the LRTP, TIP, TPWP, or PTP and transportation improvement priorities.

### **Public Notice**

A public notice announcing a scheduled public hearing shall be published in a newspaper of general circulation in the Dubuque Metropolitan Area. These notices will be printed 4-20 days before the scheduled meeting.

### **Press Releases**

Press releases announcing scheduled public hearings shall be provided to community newspapers and local broadcasters throughout the Dubuque Metropolitan

### **Printed – Graphical Material**

Any printed or graphical material that is available shall be provided by either RPA 8 staff or the appropriate agency upon request.

### **Public Comments**

Copies of all public comments received prior to the hearing shall be provided by either the RPA 8 staff at or before the public hearing. A summary, analysis, and report on the disposition of the comments received shall be prepared and made available upon request.

## **XII. Electronic Meetings**

The RPA 8 may conduct a meeting by electronic means only in circumstances where such a meeting in person is impossible or impractical and RPA 8 will comply with all of the following:

- a. RPA 8 will provide public access to the conversation of the meeting to the extent reasonably possible.
- b. RPA 8 complies with Iowa Open Meetings Law, Section 21.8, Code of Iowa. For the purpose of this paragraph, the place of the meeting is the place from which the communication originates or where public access is provided to the conversation.
- c. Minutes are kept of the meeting. The minutes shall include a statement explaining why a meeting in person was impossible or impractical.
  1. A meeting conducted in compliance with this section shall not be considered in violation of this chapter.
  2. A meeting by electronic means may be conducted without complying with paragraph “a” of subsection 1 if conducted in accordance with all of the requirements for a closed session contained in section 21.5. Code of Iowa.

Example from IA DOT:

STATEMENT OF WHY MEETING OF THE IOWA TRANSPORTATION COMMISSION IN PERSON ON MARCH 30, 2010, IS IMPRACTICAL PURSUANT TO IOWA CODE SECTION 21.8(1)(C).

The members of the Iowa Transportation Commission are holding this session by electronic means pursuant to the provisions of the Iowa Open Meetings Law, Section 21.8, Code of Iowa.

Due to the limited agenda for this meeting and the relatively short period of time that this meeting is expected to be held, the expense of transporting the Commission members in person is impractical. The meeting is being held by conference call originating from the Iowa DOT complex in Ames. It is open to the public and those in attendance can hear the proceedings. Public notice of the meeting has been issued in accordance with Iowa Code Section 21.4.

### **XIII. Public Information Activities**

#### **Public Information Workshops**

Public information workshops shall be announced through a press release, which will be transmitted to newspapers and broadcasters throughout the RPA 8 Area one week prior to the date of that workshop. Notices of these workshops shall be mailed to standing mailing list and other interested parties.

A public workshop or exhibit shall be conducted prior to the adoption and/or comprehensive update of the RPA's Long Range Transportation Plan. These workshops or exhibits shall be held in locations that are easily accessible to a broad cross-section of RPA 8 residents. A public exhibit or workshop shall be held in the community affected by a transportation improvement currently under consideration as part of a special study of a specific corridor being undertaken by RPA 8.

#### **Transportation Presentations**

RPA 8 will give presentations on a regular basis to community as a means of providing information to the public on transportation issues. The presentation to community groups will encompass wide representation of the community and single identity groups.

#### **Meetings & Location**

Meeting notices and agendas shall be mailed to everyone who requests them. They shall also be available to the public at the RPA 8 office during business hours. **Meetings, public hearings, and RPA 8 formal events are held in facilities that are accessible by persons with disabilities.** Public notices of RPA 8 meetings and events include a notice of location for public. Individuals with disabilities will be provided with accommodations to attend the meetings on request with a minimum of a week notice. Individuals requiring special material or presentation formats will be asked to contact the staff at least three days before the meeting.

### **XIV. Federal Public Participation Standards**

The public involvement process requirements in Title 23 → Chapter I → Subchapter E → Part 450 → Subpart B → §450.210, are listed below. These requirements encourage a proactive public involvement process and supports early and continuing involvement of the public in the planning process. The requirements listed are addressed in RPA 8 Transportation Study Policy.

(a) In carrying out the statewide transportation planning process, including development of the long-range statewide transportation plan and the STIP, the State shall develop and use a documented public involvement process that provides opportunities for public review and comment at key decision points.

(1) The State's public involvement process at a minimum shall:

(i) Establish early and continuous public involvement opportunities that provide timely information about transportation issues and decisionmaking processes to individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, private providers of transportation (including intercity bus operators), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties;

(ii) Provide reasonable public access to technical and policy information used in the development of the long-range statewide transportation plan and the STIP;

(iii) Provide adequate public notice of public involvement activities and time for public review and comment at key decision points, including a reasonable opportunity to comment on the proposed long-range statewide transportation plan and STIP;

(iv) To the maximum extent practicable, ensure that public meetings are held at convenient and accessible locations and times;

(v) To the maximum extent practicable, use visualization techniques to describe the proposed long-range statewide transportation plan and supporting studies;

(vi) To the maximum extent practicable, make public information available in electronically accessible format and means, such as the World Wide Web, as appropriate to afford reasonable opportunity for consideration of public information;

(vii) Demonstrate explicit consideration and response to public input during the development of the long-range statewide transportation plan and STIP;

(viii) Include a process for seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services; and

(ix) Provide for the periodic review of the effectiveness of the public involvement process to ensure that the process provides full and open access to all interested parties and revise the process, as appropriate.

(2) The State shall provide for public comment on existing and proposed processes for public involvement in the development of the long-range statewide transportation plan and the STIP. At a minimum, the State shall allow 45 calendar days for public review and written comment before the procedures and any major revisions to existing procedures are adopted. The State shall provide copies of the approved public involvement process document(s) to the FHWA and the FTA for informational purposes.

(3) With respect to the setting of targets, nothing in this part precludes a State from considering comments made as part of the State's public involvement process.

(b) The State shall provide for nonmetropolitan local official participation in the development of the long-range statewide transportation plan and the STIP. The State shall have a documented process(es) for cooperating with nonmetropolitan local officials representing units of general purpose local government and/or local officials with responsibility for transportation that is separate and discrete from the public involvement process and provides an opportunity for their participation in the development of the long-range statewide transportation plan and the STIP. Although the FHWA and the FTA shall not review or approve this cooperative process(es), the State shall provide copies of the process document(s) to the FHWA and the FTA for informational purposes.

(1) At least once every 5 years, the State shall review and solicit comments from nonmetropolitan local officials and other interested parties for a period of not less than 60 calendar days regarding the effectiveness of the cooperative process and any proposed changes. The State shall direct a specific request for comments to the State association of counties, State municipal league, regional planning agencies, or directly to nonmetropolitan local officials.

(2) The State, at its discretion, is responsible for determining whether to adopt any proposed changes. If a proposed change is not adopted, the State shall make publicly available its reasons for not accepting the proposed change, including notification to nonmetropolitan local officials or their associations.

(c) For each area of the State under the jurisdiction of an Indian Tribal government, the State shall develop the long-range statewide transportation plan and STIP in consultation with the Tribal government and the Secretary of the Interior. States shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with Indian Tribal governments and Department of the Interior in the development of the long-range statewide transportation plan and the STIP.

(d) To carry out the transportation planning process required by this section, a Governor may establish and designate RTPOs to enhance the planning, coordination, and implementation of the long-range statewide transportation plan and STIP, with an emphasis on addressing the needs of nonmetropolitan areas of the State. In order to be treated as an RTPO for purposes of this Part, any existing regional planning organization must be established and designated as an RTPO under this section.

(1) Where established, an RTPO shall be a multijurisdictional organization of nonmetropolitan local officials or their designees who volunteer for such organization and representatives of local transportation systems who volunteer for such organization.

(2) An RTPO shall establish, at a minimum:

(i) A policy committee, the majority of which shall consist of nonmetropolitan local officials, or their designees, and, as appropriate, additional representatives from the State, private business, transportation service providers, economic development practitioners, and the public in the region; and

(ii) A fiscal and administrative agent, such as an existing regional planning and development organization, to provide professional planning, management, and administrative support.

(3) The duties of an RTPO shall include:

(i) Developing and maintaining, in cooperation with the State, regional long-range multimodal transportation plans;

- (ii) Developing a regional TIP for consideration by the State;
  - (iii) Fostering the coordination of local planning, land use, and economic development plans with State, regional, and local transportation plans and programs;
  - (iv) Providing technical assistance to local officials;
  - (v) Participating in national, multistate, and State policy and planning development processes to ensure the regional and local input of nonmetropolitan areas;
  - (vi) Providing a forum for public participation in the statewide and regional transportation planning processes;
  - (vii) Considering and sharing plans and programs with neighboring RTPOs, MPOs, and, where appropriate, Indian Tribal Governments; and
  - (viii) Conducting other duties, as necessary, to support and enhance the statewide planning process under §450.206.
- (4) If a State chooses not to establish or designate an RTPO, the State shall consult with affected nonmetropolitan local officials to determine projects that may be of regional significance.

**XV. Appendix A – Interested Parties**

Agencies, Governments & Interested Groups (All Government and Land Management/Resource Agencies listed below are provided the opportunity to participate in Stakeholder Interviews/Direct Agency Consultation during development of different plans.)

Asbury Area Development Corp	Iowa DOT-Transportation Dept
City of Asbury	Iowa DOT-Transit Dept
City of Centralia	Iowa State Rep. Abby Finkenauer
City of Dubuque	Iowa State Rep. Charles Isenhart
City of Dubuque Assistant Manager	Iowa State Rep. Nancy Dunkel
City of Dubuque Economic Development	Iowa State Senator Pam Jochum
City of Dubuque Housing and Community Development	Iowa State Senator Tod Bowman
City of Dubuque, Engineer	Iowa Workforce Development Center
City of Durango	Jo Daviess County
City of East Dubuque	Jule Transit/ECIA
City of Galena-Mayor	KCRG TV
City of Peosta	Keiler, Wisconsin
City of Sageville	Law Enforcement Center - E911 Board
Clarke College	Mines of Spain State Recreation Area
Community Foundation of Greater Dubuque	Mississippi River Museum
Dubuque Area Chamber of Commerce	NICC
Dubuque Chamber of Commerce	Peosta Rec Center
Dubuque Community Schools	Project Concern
Dubuque County Board of Supervisors	Radio Dubuque
Dubuque County Conservation Board	Ride the Rail

Dubuque County Engineer	RTA Staff
Dubuque County Fireman's Association	Scenic Valley Area V
Dubuque County Sheriff	Small Business Development Center
Dubuque Main Street, LTD	Southwestern Wisconsin Regional Planning Commission
Dubuque Racing Association	Telegraph Herald
Dubuque Regional Airport	Transit Advisory Board
DuRide	United Way Dubuque
Federal Transit Administration	US Representative Rod Blum
Four Mounds Foundation	US Senator Chuck Grassley
Grant County	US Senator Joni Ernst
Greater Dubuque Development Corp.	WHKS
Illinois DOT	Wisconsin DOT