

# Dubuque Metropolitan Area Transportation Study (DMATS)

## Public Participation Plan Final FY 2025



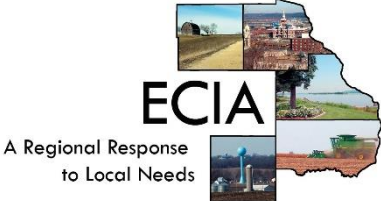
**DISCLAIMER #1**

The preparation of this document was financed in part through a federal grant by the Federal Highway Administration under the provision of the 1962 Federal-Aid Highway Act, as amended

**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.

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## **PUBLIC INVOLVEMENT POLICY**

### **DUBUQUE METROPOLITAN AREA TRANSPORTATION STUDY**

Public participation in the regional transportation planning process for the *Dubuque Metropolitan Area Transportation Study (DMATS)* is guided by this Public Participation Plan (PPP). 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**

DMATS *Public Participation Plan (PPP)* was developed due to a need for proactive citizen involvement in the *Long Range Transportation Plan (LRTP)* and all other planning activities conducted by DMATS. Metropolitan Planning Organizations (MPOs) are required to develop a PPP to fulfill the requirements stated in Federal Metropolitan Transportation Planning Regulations (23 CFR §450.316).

This process is also being used to satisfy the City of Dubuque's Section 5307 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 PPP is developed in hopes that it will promote and encourage citizen involvement in the decision making process. It is the obligation and responsibility of DMATS to provide information and consider public input in decision making as prescribed by the 2015 Fixing America's Surface Transportation Act (FAST Act) and the current Infrastructure Investment and Jobs Act (IIJA).

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, DMATS will follow a systematic approach that will allow the public to become involved in the transportation planning process. DMATS 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 and 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 Dubuque Metropolitan 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. DMATS remains committed to using a variety of resources to reach out to the public and attempt to engender public participation.

DMATS 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 DMATS's Title VI Program Manual states the DMATS 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 DMATS program or activity.

The DMATS promotes the full and fair participation of all affected populations in the transportation decision making process. Any DMATS 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 MPO operations. All Title VI complaints will be reviewed by the MPO Policy Board and used by MPO staff to improve the region's transportation planning process.

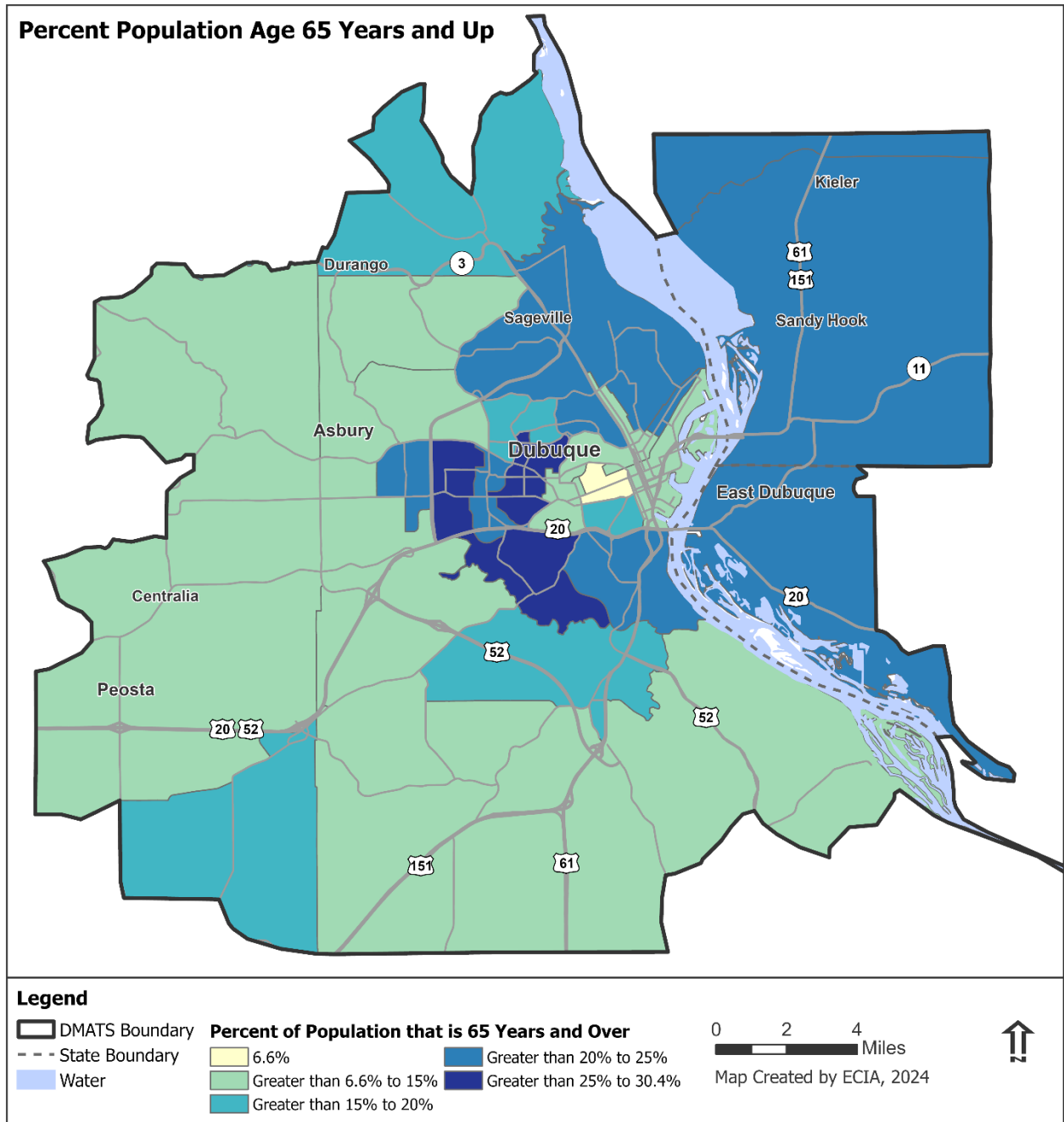
### **Persons with a Disability**

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 a meeting location. However, it is advised to have public meetings closer to locations with population older than 65 to get active participation. In the DMATS area, the highest concentrations of 65 and older population are generally found in census tracts on the west end of Dubuque. Figure 1 is a map of the 65+ population in the DMATS area by census tract.

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



Source: U.S. Census Bureau, American Community Survey (ACS) 2018-2022 5-Year Estimates, Tables B01001.  
 GIS layer created by ESRI. Accessed via the ESRI Living Atlas on 4/19/2024. Data Updated: 2/8/2024  
 Map Scale: 1:160,000  
 Data Link: [https://services.arcgis.com/P3ePLMys2RVChkXj/arcgis/rest/services/ACS\\_Total\\_Population\\_Boundaries/FeatureServer](https://services.arcgis.com/P3ePLMys2RVChkXj/arcgis/rest/services/ACS_Total_Population_Boundaries/FeatureServer)

**Limited English Proficiency (LEP) Population**

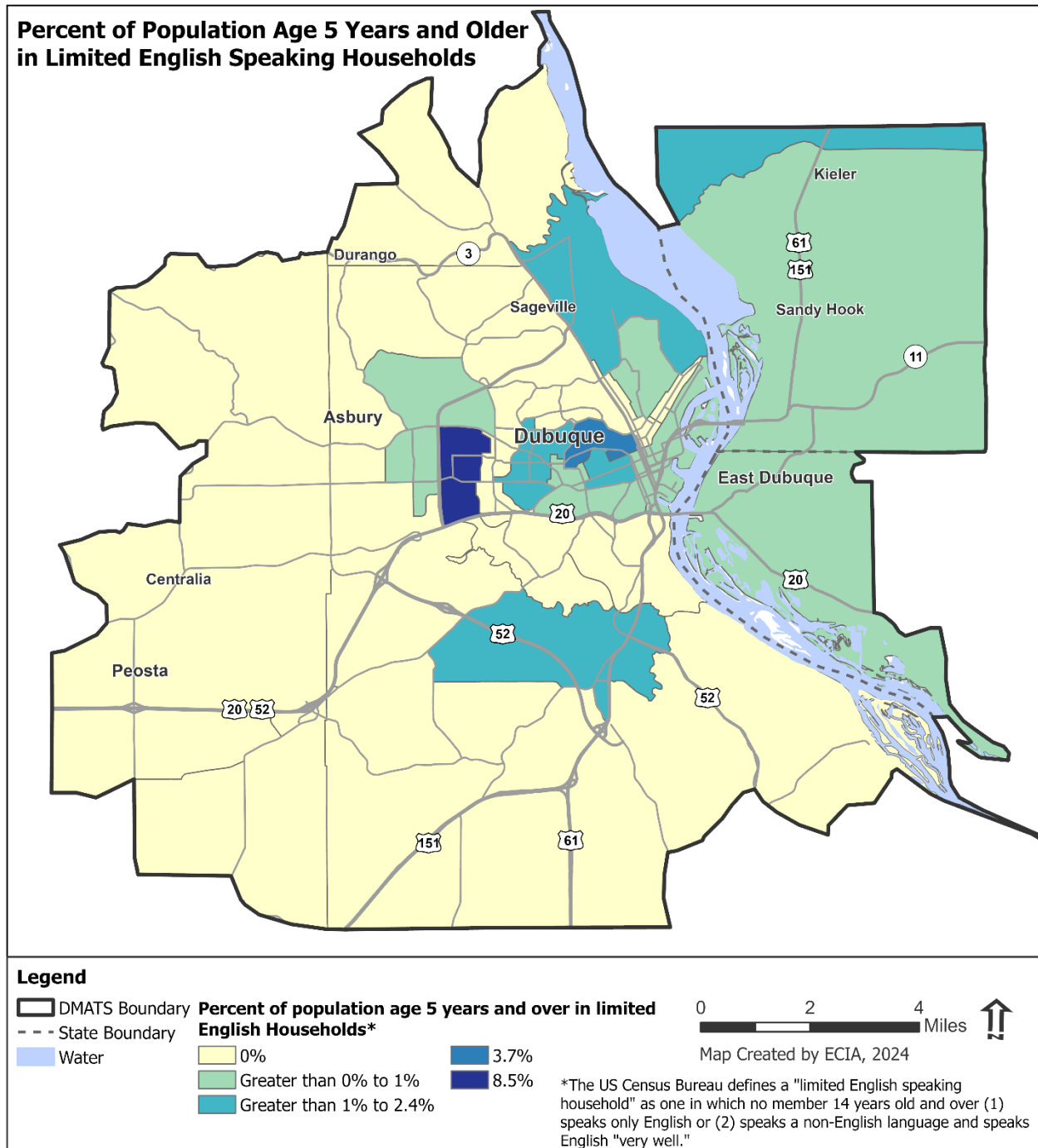
According to FTA Circular C 4702.1B, “Limited English Proficient (LEP) persons refers to persons for whom English is not their primary language and who have a limited ability to read, write, speak, or understand English.

Figure 2 shows the distribution of the LEP population in the DMATS area. According to American Community Survey (ACS) estimates, 868 DMATS area residents aged 5 years and over or 0.93% of the DMATS area's 5 years and over population live in LEP households. The ACS values for the DMATS area were estimated by summing the values for a selection of census tracts that most closely align with the DMATS boundary. However, it should be noted that census tract boundaries do not align exactly with the DMATS area boundary. Consequently, the selected census tracts cover some areas outside the DMATS boundary.

DMATS 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 DMATS area is found in Dubuque County Census Tract 12.05, where an estimated 353 people over the age of 5 live in LEP households. This represents 8.5 percent of the tract's 5 and over population. While the percentage is below the threshold, 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



Source: U.S. Census Bureau, American Community Survey (ACS) 2018-2022 5-Year Estimates, Tables B16003, B16004.

GIS layer created by ESRI. Accessed via the ESRI Living Atlas on 4/18/2024. Data Updated: 12/7/2023

Map Scale: 1:160,000

Data Link: [https://services.arcgis.com/P3ePLMYs2RVChkXj/arcgis/rest/services/ACS\\_English\\_Ability\\_and\\_Lingustic\\_Isolation\\_Households\\_Boundaries/FeatureServer](https://services.arcgis.com/P3ePLMYs2RVChkXj/arcgis/rest/services/ACS_English_Ability_and_Lingustic_Isolation_Households_Boundaries/FeatureServer)

### 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.

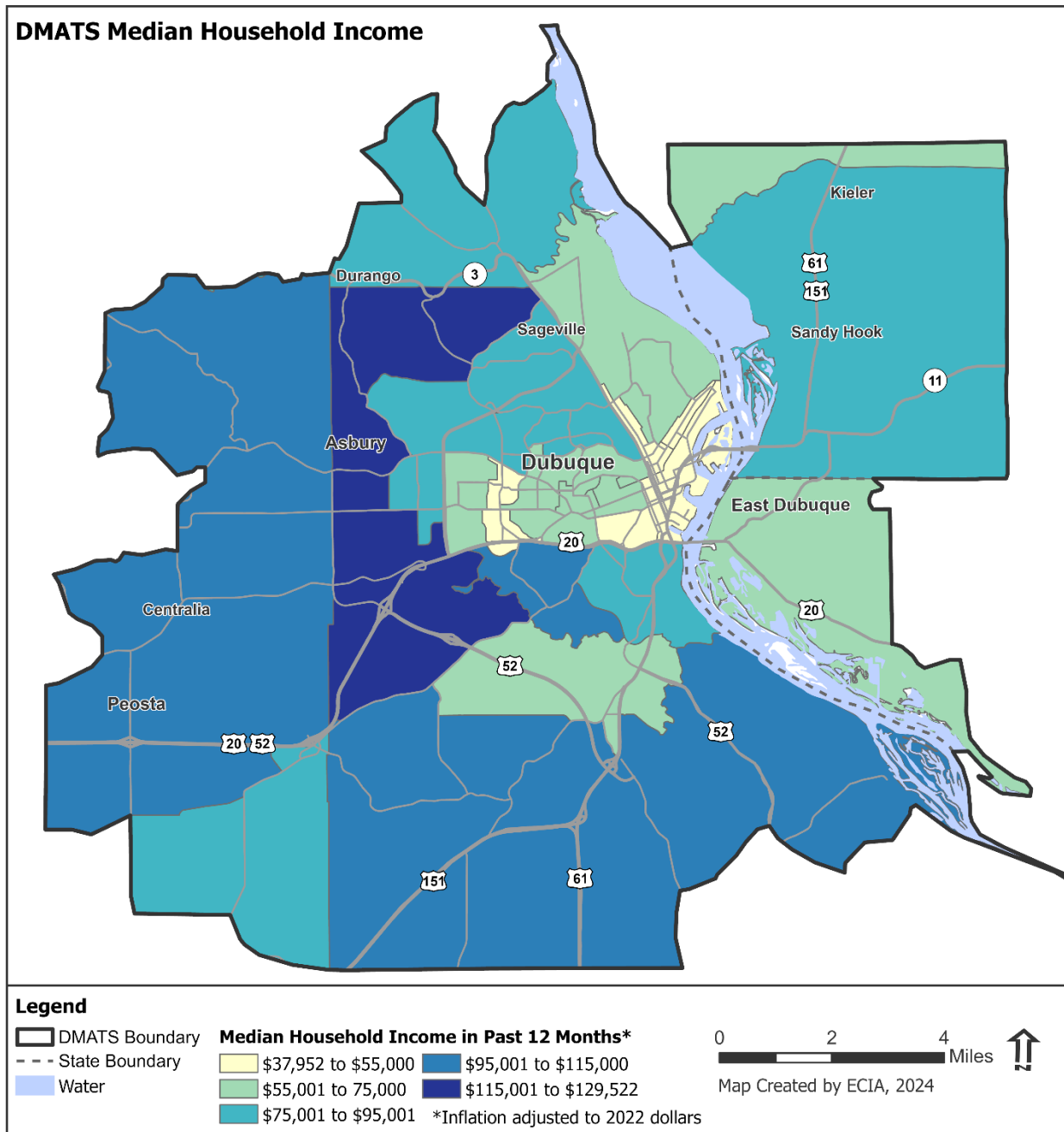
DMATS is committed to ensuring that low-income and minority population groups, as well as all citizens in the Dubuque Metropolitan Area, have sufficient access to the transportation planning process and are given every opportunity to voice their opinions at DMATS meetings.

DMATS staff will continue to use census tract data and GIS technology to identify concentrations of minority and low-income populations in the DMATS area. DMATS will use this information to determine if proposed transportation projects will adversely affect these populations. DMATS will make additional efforts to engage minority and low-income residents in public participation.

Figure 3 maps median household income by census tract and Figure 4 provides the location of minority population. DMATS prioritizes communication with these traditionally underrepresented and underserved groups and works to incorporate them into the planning process.

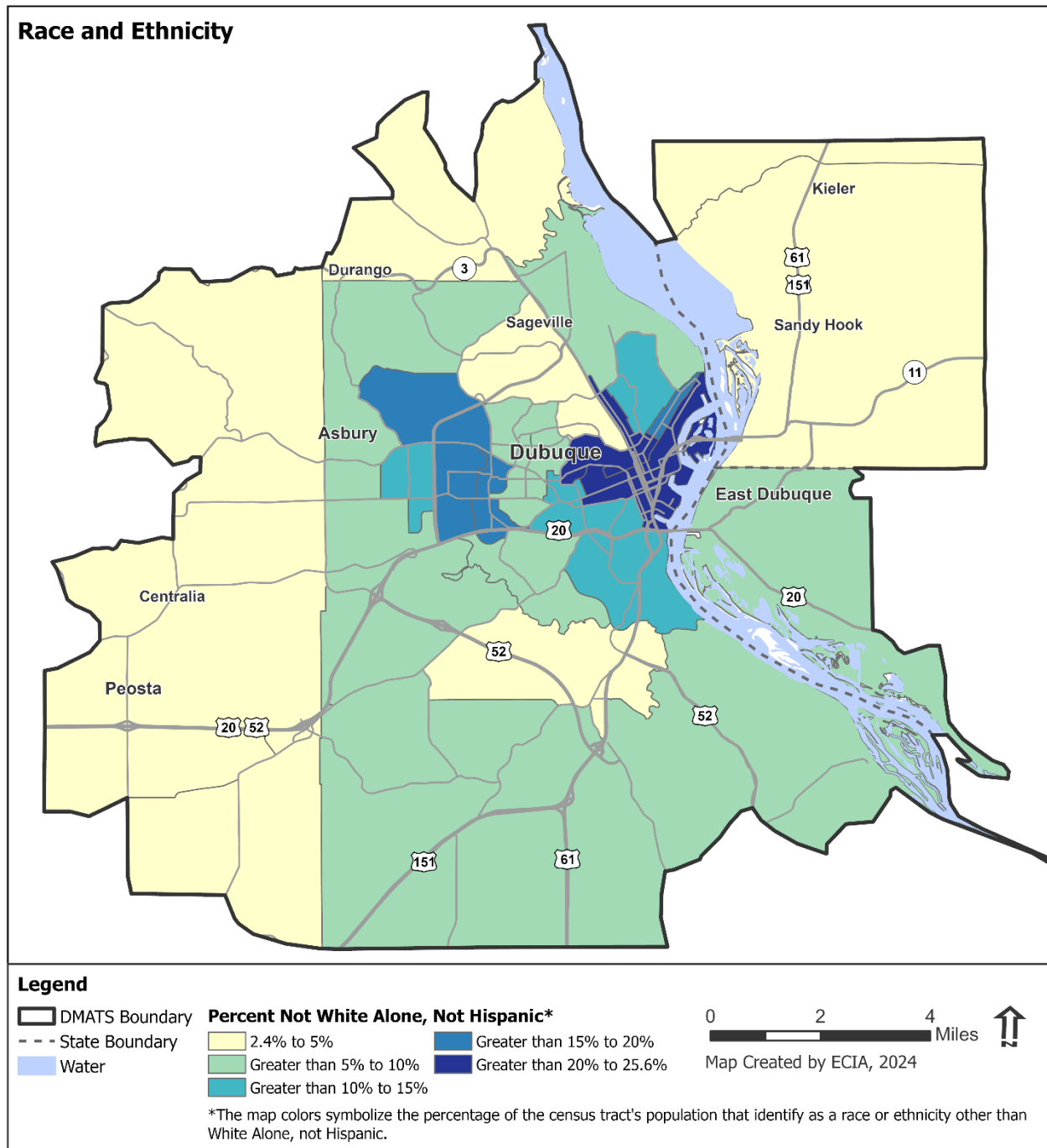


Figure 3: Median Household Income



Source: U.S. Census Bureau, American Community Survey (ACS) 2018-2022 5-Year Estimates, Tables B19013.  
 GIS layer created by ESRI. Accessed via the ESRI Living Atlas on 4/19/2024. Data Updated: 12/12/2023  
 Map Scale: 1:160,000  
 Data Link: [https://services.arcgis.com/P3ePLMys2RVChkXj/arcgis/rest/services/ACS\\_Median\\_Income\\_by\\_Race\\_and\\_Age\\_Selp\\_Emp\\_Boundaries/FeatureServer](https://services.arcgis.com/P3ePLMys2RVChkXj/arcgis/rest/services/ACS_Median_Income_by_Race_and_Age_Selp_Emp_Boundaries/FeatureServer).

Figure 4: DMATS Minority Population



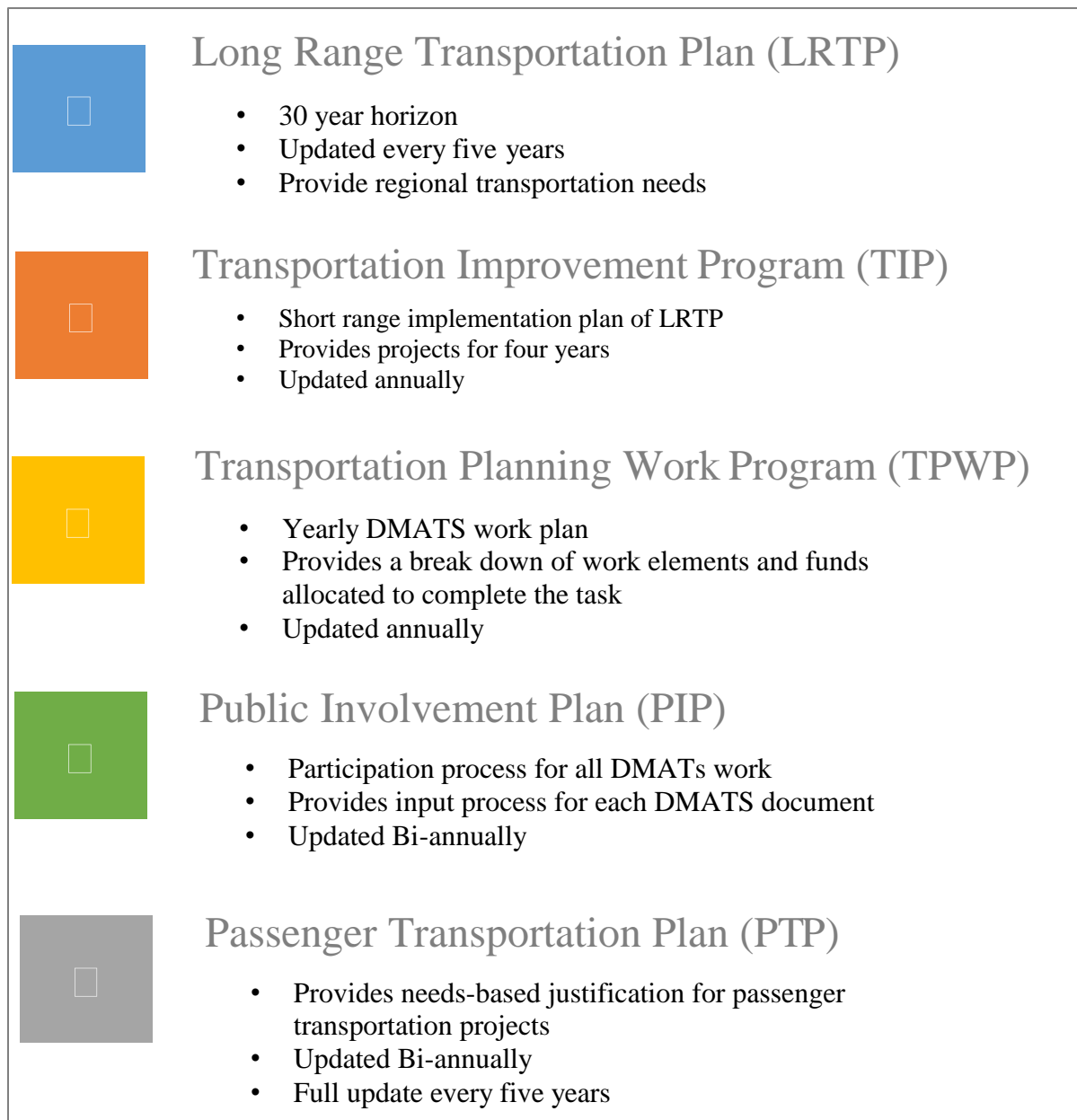
Source: U.S. Census Bureau, American Community Survey (ACS) 2018-2022 5-Year Estimates, Table B03002.  
 GIS layer created by ESRI. Accessed via the ESRI Living Atlas on 4/18/2024. Data Updated: 12/11/2023  
 Map Scale: 1:160,000  
 Data Link: [https://services.arcgis.com/P3ePLMys2RVChkXj/arcgis/rest/services/ACS\\_Population\\_by\\_Race\\_and\\_Hispanic\\_Origin\\_Boundaries/FeatureServer](https://services.arcgis.com/P3ePLMys2RVChkXj/arcgis/rest/services/ACS_Population_by_Race_and_Hispanic_Origin_Boundaries/FeatureServer)

### III. DMATS Products

Each urbanized area with a population of 50,000 people or more is required to have a MPO which acts as a liaison between local communities, their citizens, and the state and federal departments of transportation. MPOs are important because they help direct how and where available state and

federal dollars for transportation improvements will be spent. The MPO also develops five 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 DMATS Core Documents section of this plan.

Figure 5: DMATS Core Documents



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

DMATS has always provided citizens with the opportunity to voice their opinions on transportation issues during the DMATS Policy Board meetings. When transportation issues are being decided upon by the DMATS Policy Board, the DMATS 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 to participate in the 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.

**City Channel 8:** Create and run public service announcements about the DMATS program and the planning process to inform, educate and promote citizen participation.

**Online Presence:** The MPO 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 MPO. Relevant links are included on the website, too. Beyond the website, the MPO maintains an online presence through social media sites such as Facebook. The MPO regularly updates these sites to engage residents and to build a better understanding of the MPO and the projects the organization takes on.

Figure 6: Ways to Participate

	<b>Public Meetings</b> Attend and contribute at open public meetings (committees and community outreach events)
	<b>Call us</b> Call us at 563-556-4166 8:00 am - 5:00 pm Monday - Friday
	<b>Write to us</b> Dubuque Metropolitan Area Transportation Study 7600 Commerce Park, Dubuque, IA 52002
	<b>Review documents</b> Carnige Stout Library, Dubuque County library and East Central Intergovernmental Association
	<b>Email us</b> <a href="mailto:cravada@ecia.org">cravada@ecia.org</a> <a href="mailto:dfox@ecia.org">dfox@ecia.org</a>
	<b>Vist our website</b> <a href="http://www.eciatrans.org">www.eciatrans.org</a>
	<b>Visit us on socialmedia</b> <a href="https://twitter.com/ECIATransport">Twitter.com/ECIATransport</a> <a href="https://facebook.com/ECIATransportation">Facebook.com/ECIATransportation</a>

## V. DMATS STRUCTURE

The DMATS was established on March 25, 1976 through the adoption of Articles of Agreement by the participating organizations in the area. This cooperative, comprehensive, and continuing transportation planning process was established by agreement between the state and local governments in compliance with Section 134 of the United States Code. The planning process is implemented through a committee structure. All committees forward their recommendations to the Policy Board for consideration. All of the MPO 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.

## **DMATS Policy Board**

The DMATS Policy Board is responsible for establishing overall policy, making decisions related to transportation funding priorities, programming Surface Transportation Program and Transportation Alternative funds, and monitoring the direction of studies of transportation conditions in the metropolitan area. The policy committee is the final decision-maker in the DMATS process. It has the authority to approve the DMATS transportation vision (included in the DMATS 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 DMATS policy committee typically meets on the 2nd Thursday of each month at 12:00 p.m. at East Central Intergovernmental Association, 7600 Commerce Park, Dubuque.***

The DMATS Policy Board is comprised of twenty voting members and serves as an important forum for cooperative decision making on transportation issues affecting the region. The twenty voting and three non-voting members of the DMATS are listed below.

### Voting Members:

- One vote each for the Illinois and Wisconsin Departments of Transportation (DOT). Iowa DOT chose not to vote and act as non-voting member
- One vote for each County (Dubuque Co, Grant Co, Jo Daviess Co) Board of Supervisors
- Seven votes for the City of Dubuque (Mayor and six council members)
- Four votes for municipalities (Chief elected official or designated representative for a township, municipality or village with at least 2,000 in population but less than 50,000)
- Two votes for regional planning organizations (ECIA, SWRPC)
- Two votes for public transit authorities (Jule, RTA)

### Non-Voting Members:

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

## **DMATS Technical Advisory Committee**

The Technical Advisory Committee is the main advisory committee for the DMATS 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 DMATS Technical Advisory Committee typically meets on the 2nd Thursday of each month at 10:30 a.m. at East Central Intergovernmental Association, 7600 Commerce Park, Dubuque.***

The DMATS Technical Advisory Board has fourteen voting and five non-voting members. The DMATS Technical Advisory Board members are listed below.

### Voting Members:

- One vote each for the Illinois and Wisconsin Departments of Transportation (DOT). Iowa DOT chose not to vote and act as non-voting member
- Two votes for Regional Planning Organizations (ECIA, SWRPC)
- Four votes for City/County Engineers or Commissioners (City of Dubuque, Dubuque County, Grant County, and Jo Daviess County)
- Four votes for Chief Officer of Municipal or County Zoning Commission (City of Asbury, City of Dubuque, Dubuque County, City of East Dubuque)
- Two votes for Chief Administrative Officers of Transit (Jule, RTA)

Non-Voting Members:

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

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

### **Advisory Groups**

DMATS 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
- Transit Advisory Board representing Jule transit system
- Ride the Rail representing passenger rail system
- Dubuque Smart Planning Consortium representing all planners in the region
- Air Quality Group
- Eight County Freight Group
- Dubuque Multi-Disciplinary Safety Team (MDST) representing all safety members in the metro area

DMATS 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 boards of supervisors, city councils, economic development groups, airport authority, chamber groups, and tourism entities.

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

### **State and Local Resource Agencies**

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

## **VII. History of DMATS Public Involvement**

Since the inception of DMATS as the metropolitan planning organization for the Dubuque Metropolitan Area, public participation and input has been a top priority in the transportation planning process. At one time, DMATS had a *Citizen's Advisory Committee (CAC)* that operated in an advisory capacity. The CAC considered recommendations that had been approved by the DMATS Technical Committee and once the CAC had reviewed the policy recommendation and voted to approve or disapprove the recommendation, the issue was then placed before the DMATS Policy Board for final consideration.

Over time, CAC experienced many problems that hindered its effectiveness and was eventually discontinued. The main problems the CAC experienced were the lack of citizen participation in attending committee meetings. Another factor that contributed to the demise of the CAC was the cost of running a third DMATS committee. The CAC required a regular agenda with published minutes and the staff resources needed to provide operational assistance was very expensive. The CAC was discontinued sometime around 1988 and has not been used since that time.

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

DMATS strongly supports a public participation process that effectively engages citizens in regional transportation planning activities. DMATS believes regional transportation planning cannot, and should not, be based simply upon technical analysis. Qualitative information derived from public participation is essential to good decision making. DMATS 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 DMATS 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**

DMATS will provide timely notice and reasonable access to the public information on transportation issues and processes in accordance with the following Public Access Policies.

#### **Documents**

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

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

DMATS shall make all plans and documents available online.



### Notices

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

### Access

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

### Assistance:

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

### Meeting Locations:

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

## **Objective 2: Public Outreach**

DMATS 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 DMATS Policy Board. Especially important to DMATS, is the need to reach out to citizens who will be directly affected by a project under consideration and citizens who have been historically underserved by the transportation system. DMATS will conduct public outreach activities in accordance with the following public outreach policies.

### Informing the Public

DMATS 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

DMATS 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.

### Bi-Annual Review

DMATS 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

DMATS 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

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

### Public Comment during Public Meetings

DMATS 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 Participation Plan (PPP)**

The DMATS is required by federal regulations to develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process and then publish the plan thereby making it readily available to the public for review.

DMATS will review the PPP every two years to determine if revisions are necessary. DMATS will make revisions to the PPP available for public review for 45 days. Following the 45 day review period, the DMATS Policy Board will hold a hearing on the revisions as part of a regularly scheduled DMATS 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 DMATS Long Range Transportation Plan (LRTP) update was adopted on October 14, 2021. DMATS is required by *Title 23 U.S.C. Section 134 (g)* 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 Dubuque Metropolitan 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)**

DMATS, in cooperation with the States of Iowa, Illinois, and Wisconsin and Jule transit, is required to develop a TIP for the Dubuque Metropolitan Area. DMATS, 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 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 DMATS TIP. The TIP will include a financial explanation of the improvement projects that detail how the project 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 DMATS Policy Board 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 an opportunity to comment on the proposed improvement.

DMATS staff will present an update on the draft TIP annually to city councils and the Dubuque County Board of supervisors within the metro area and seek their input.

The TIP is required to be updated every 4 years; however, DMATS typically updates it every year.

The approved TIP is sent to IADOT, ILDOT, WISDOT, FHWA, and FTA 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 DMATS will make no distinction between amendments and administrative modifications for projects using swapped Primary Road Funds. Swap projects are subject to DMATS 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 Dubuque Metropolitan Area Transportation Study (DMATS). The TPWP is prepared and adopted each year and contains transportation planning activities for the current fiscal year.

The TPWP outlines the status of DMATS 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 DMATS staff in consultation with the DOTs, local agencies and area transit providers. Technical Advisory Board members also help with drafting the TPWP.

DMATS 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 DMATS meeting. The TPWP also requires IADOT, ILDOT, WISDOT 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 TEAM 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 Systems Planning Bureau 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 Systems Planning Bureau** is the designated approving agency shall require written approval by the Iowa DOT Systems Planning Bureau 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. DMATS, in cooperation with the IADOT and RTA transit system and Jule transit system, is required to develop a PTP for the region. DMATS, 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 DMATS and Regional 8 Planning Affiliation (RPA 8). Before the DMATS 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.

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

Figure 7: DMATS Document Development Summary

Document	L RTP		TIP			TPWP			PTP			PIP		
	Full Update	Amendment	Full Update	Amendment	Revision	Full Update	Amendment	Revision	Full Update	Amendment	Revision	Full Update	Amendment	Revision
<b>Development Process</b>														
<b>Timeline</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 DMATS members (Cities, Counties, DOTs etc)														
Provide draft plan for DMATS Policy Board and DMATS Tech Committee to provide input														
Provide draft plans to IADOT, ILDOT, WISDOT, FHWA and FTA for comments														
Provide draft document for public comments														
Paid newspaper notice announcing public comment period														
Place draft for review on MPO website														
Public comment period in Days		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 DMATS Policy Board and DMATS Tech Committee														
DMATS Tech Committee reviews final draft making a recommendation to MPO Policy Board														
DMATS Policy Board considers the final draft for approval														
The approved document is sent to IADOT, ILDOT, WISDOT, FHWA and FTA														
Final approved document posted online														

Source: DMATS



## **XI. Public Involvement Procedures**

### **Regular Public Hearings**

DMATS will hold at least one public hearing prior to the adoption or amendment of the LRTP, TIP, TPWP, or PTP. These public hearings may be held as part of a regularly scheduled DMATS MPO 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 DMATS 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 DMATS 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 DMATS may conduct a meeting by electronic means only in circumstances where such a meeting in person is impossible or impractical and DMATS will comply with all of the following:

- a. DMATS will provide public access to the conversation of the meeting to the extent reasonably possible.

b. DMATS 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.

### **Hybrid Meetings**

When appropriate, DMATS will offer hybrid meetings, providing options for both in-person and online attendance. For these meetings, DMATS staff will ensure that both in-person and online participants have equal access to meeting materials and the same opportunities to participate. All meeting materials and enclosures, including agendas and minutes, will be made available on the agency's website. The meeting agenda will include a link to join the online meeting.

## **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 Dubuque Metropolitan 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 MPO's Long Range Transportation Plan. These workshops or exhibits shall be held in locations that are easily accessible to a broad cross-section of residents within DMATS area. 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 DMATS.

### **Transportation Presentations**

DMATS 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 DMATS office during business hours. **Meetings, public hearings, and DMATS formal events are held in facilities that are accessible by persons with disabilities.** Public notices of DMATS 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 *23 CFR 450, Section 450.316(b)(1)*, 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 DMATS Transportation Study Policy.

(a) The MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

(1) The participation plan shall be developed by the MPO in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:

(i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including but not limited to a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;

(ii) Providing timely notice and reasonable access to information about transportation issues and processes;

(iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;

(iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;

(v) Holding any public meetings at convenient and accessible locations and times;

(vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;

(vii) 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;

(viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement efforts;

(ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this part; and

(x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.

(2) When significant written and oral comments are received on the draft metropolitan transportation plan and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93), a summary, analysis, and report on the disposition of comments shall be made as part of the final metropolitan transportation plan and TIP.

(3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.

(b) In developing metropolitan transportation plans and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, metropolitan transportation plans and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:

(1) Recipients of assistance under title 49 U.S.C. Chapter 53;

(2) Governmental agencies and non-profit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and

(3) Recipients of assistance under 23 U.S.C. 204.

(c) When the MPA includes Indian Tribal lands, the MPO shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.

(d) When the MPA includes Federal public lands, the MPO shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.

(e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under §450.314.

## **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 House District 72, Rep. Charles Isenhart
City of Asbury	Iowa State House District 65, Rep. Shannon Lundgren
City of Centralia	Iowa State House District 71, Rep. Lindsay James
City of Dubuque	Iowa State Senate District 33, Sen. Carrie Koelker
City of Dubuque, Assistant Manager	Iowa State Senate District 36, Sen. Pam Jochum
City of Dubuque, Economic Development	Iowa Workforce Development Center
City of Dubuque, Engineer	Jo Daviess County
City of Dubuque, Housing and Community Development	Jule Transit
City of Durango	KCRG TV
City of East Dubuque	Keiler, Wisconsin
City of Galena, Mayor	Law Enforcement Center - E911 Board
City of Peosta	Mines of Spain State Recreation Area
City of Sageville	Mississippi River Museum
Clarke College	NICC
Community Foundation of Greater Dubuque	Peosta Rec Center
Dubuque Area Chamber of Commerce	Radio Dubuque
Dubuque Chamber of Commerce	Ride the Rail
Dubuque Community Schools	RTA Staff
Dubuque County Board of Supervisors	Scenic Valley Area V
Dubuque County Conservation Board	Small Business Development Center
Dubuque County Engineer	Southwestern Wisconsin Regional Planning Commission
Dubuque County Fireman's Association	Telegraph Herald
Dubuque County Sheriff	Transit Advisory Board
Dubuque Main Street, LTD	United Way Dubuque
Dubuque Racing Association	US Congressional District 2, Rep. Ashley Hinson
Dubuque Regional Airport	US Senate, Sen. Chuck Grassley
DuRide	US Senate, Sen. Joni Ernst
Federal Highway Administration	WHKS
Federal Transit Administration	Wisconsin DOT
Four Mounds Foundation	
Grant County	
Greater Dubuque Development Corp.	
Illinois DOT	
Iowa DOT, Public Transit Bureau	
Iowa DOT, Systems Planning Bureau	