

1. Looking ahead to 2040

Decades ago, it was difficult to imagine how Iowa's transportation system would change over time. We, as Iowans, can look back over our history and see the important role transportation has played in the development of our state. We must now look to the future to determine the type of investments needed for our transportation system to serve our needs through 2040.



1.1 What is the Plan?

According to Federal rule 23 CFR 450.214(a), "The State shall develop a long-range statewide transportation plan, with a minimum 20-year forecast period at the time of adoption, that provides for the development and implementation of the multimodal transportation system for the State." The State Transportation Plan (Plan) is a document that will address this requirement and serve as a transportation investment guide between now and 2040. Iowa's most recent plan was developed by the Iowa Department of Transportation (Iowa DOT) and adopted in 1997 through a planning process called *Iowa in Motion*. Much of *Iowa in Motion* has been implemented and this Plan, *Iowa in Motion – Planning Ahead*, will build on the success of its predecessor.

The Plan projects the demand for transportation infrastructure and services to 2040 based on consideration of the social and economic changes that will likely occur during this time period. Iowa's economy and the need to meet the challenges of the future will continue to place pressure on the transportation system. With this in mind, the Plan will provide direction for each transportation mode, and will support a renewed emphasis on efficient investment and prudent, responsible management of our existing transportation system. In recent years, the Iowa DOT has branded this philosophy as stewardship.

As Iowa changes and the transportation system evolves, one constant will be that the safe and efficient movement of Iowans and our products is essential for stable growth in Iowa's economy. Iowa's extensive multi-modal and multi-jurisdictional transportation system is a critical component of economic development and job creation throughout the state.

1.2 What does the Plan include?

While the information below does not summarize every aspect of the Plan, some of the key components of the document include:

- **Trends:** An analysis of population, economic, passenger, and freight trends, and what these trends mean for Iowa’s transportation system
- **System condition:** An overview of each mode within the transportation system
- **Guiding principle and goals:** A description of the goals – **safety, efficiency, and quality of life** – that will guide future investment
- **Investment Actions:** A collection of investments needed to accomplish these goals
- **Costs and Revenues:** An analysis of annual costs and revenues for each transportation mode
- **Implementation Strategies:** A discussion related to addressing the funding shortfall, programming future investments, and continuous performance monitoring

1.3 How was the Plan developed?

Development of the Plan involved input from a wide variety of resources. While it is impossible to capture every one of the resources in an exhaustive list, the inputs identified below played a critical role in shaping this document.

Public input

According to 23 CFR 450.214(k), “the State shall, to the maximum extent practicable, utilize the public involvement process described under 450.210(a).” The Iowa DOT’s current public participation process identifies several steps to be used in developing the state long-range transportation plan, and, to the maximum extent practicable, adheres to the process described in 23 CFR 450.210(a). Each of the following steps was used at some point in the development of the Plan:

1. Use appropriate mailing (including e-mail) lists to notify the public.
2. Use advisory committees.
3. Hold regional public information/listening meetings, when appropriate.
4. Use the Iowa Transportation Commission meetings.
5. Encourage letters and written comments.
6. Distribute draft plans and documents for review.
7. Review the state public participation process.

Placeholder: Summarize public input, including public access, public notice, comment period, meeting format, low income/minority outreach techniques, etc.

Iowa Transportation Commission

The seven transportation commissioners (Commission) set policy for the department and are appointed by the Governor, with no more than four from one political party. Membership on the Commission is also gender-balanced. Commissioners are confirmed by the Iowa Senate and serve on a staggered basis for four-year terms. Eight of the twelve Commission meetings are held in Ames, with the other four being tours in various locations around the state with stakeholder input. The meetings are open to the public and follow a set agenda.

The commissioners were engaged and updated on numerous occasions in the years leading up to the adoption of the Plan. Most recently, Iowa DOT staff presented the Commission with draft chapters as they were completed. The Commission, which holds the authority to approve and adopt the Plan, reviewed the material and offered input.

Departmental efforts

Individuals representing a diverse cross section of the Iowa DOT were involved in the development of the Plan. These individuals included staff from the offices of Systems Planning, Aviation, Public Transit, Rail Transportation, Bridges and Structures, Contracts, Design, Local Systems, Location and Environment, Maintenance, Policy and Legislative Services, Program Management, Public Affairs, Right-Of-Way Administration, Traffic and Safety, and Transportation Data. Also involved were planners representing each one of the state's six transportation districts.

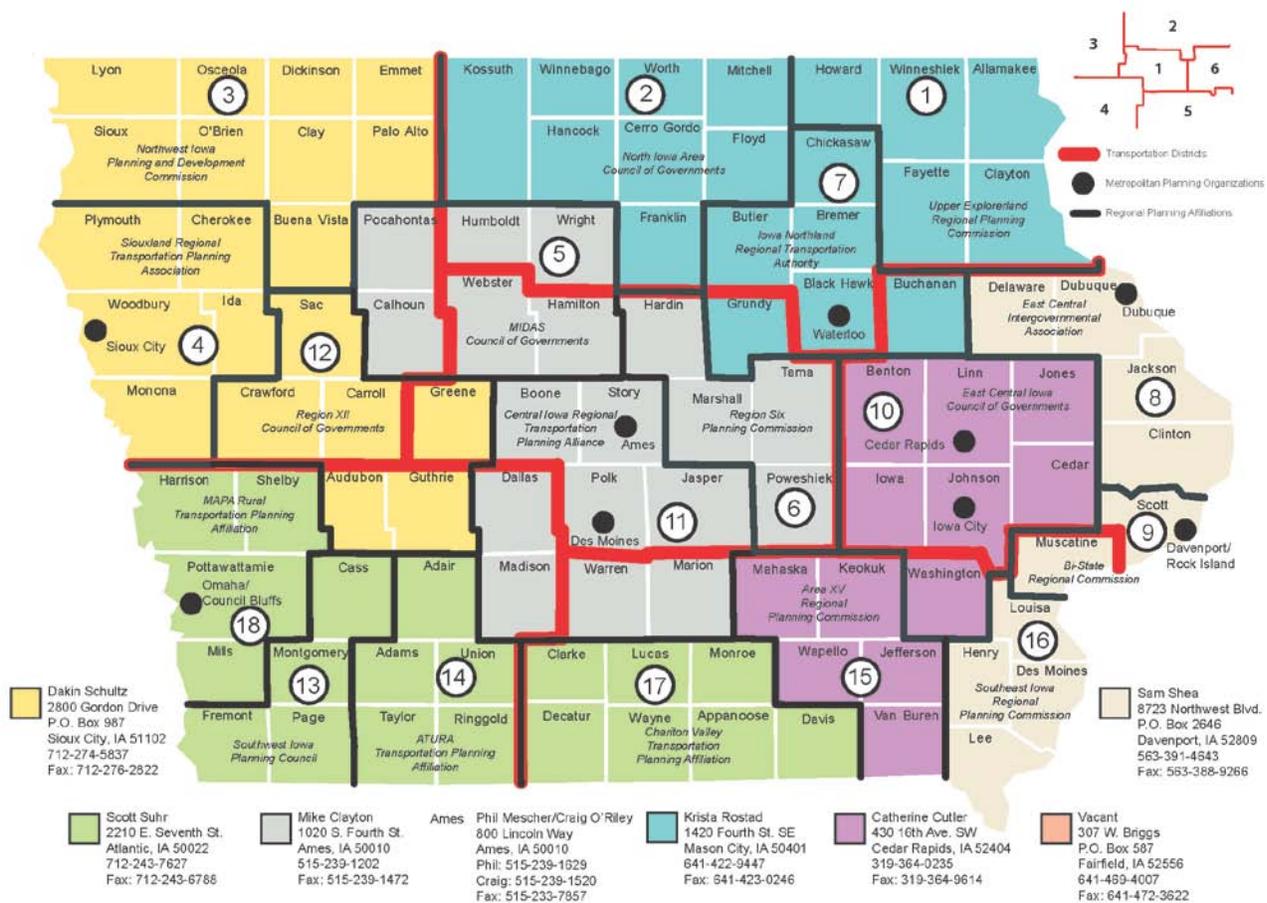
Various focus groups and advisory committees were established and consulted throughout the planning process, and a number of plans and studies that were developed by Iowa DOT staff (identified later in this section) were considered during the development of the Plan. Finally, significant amounts of more informal staff dialogue also proved to be a valuable resource.

State planning agencies

According to 23 CFR 450.214(f),(g), "Within each metropolitan area of the State, the long-range statewide transportation plan shall be developed in cooperation with the affected MPOs. For non-metropolitan areas, the long-range statewide transportation plan shall be developed in consultation with affected non-metropolitan officials with responsibility for transportation using the State's consultation process(es)..."

The state’s transportation planning agencies, which include metropolitan planning organizations (MPOs) and regional planning affiliations (RPAs), partnered with the Iowa DOT and were critical in the development of the Plan. MPOs conduct transportation planning and programming activities in the state’s nine urban areas with a population greater than 50,000, which include Ames, Cedar Rapids, Council Bluffs, Davenport, Des Moines, Dubuque, Iowa City, Sioux City, and Waterloo. Iowa’s 18 RPAs conduct transportation planning and programming activities in the remaining non-metropolitan areas of the state, covering all 99 counties. The locations of these agencies and the areas of responsibility for the Iowa DOT district planners are shown in **Figure 1.1**.

Figure 1.1: Iowa MPOs, RPAs, and District Planner Areas of Responsibility



Source: Iowa DOT

The MPOs and RPAs were engaged in a number of different ways in the years leading up to the adoption of the Plan. Input was gathered through routine meetings, subcommittee deliberations, questionnaire responses, Policy Board and Technical Committee meetings, and numerous interactions with staff. In addition, a selection of MPO and RPA long-range transportation plans (LRTPs) was

referenced throughout the development of the Plan. Ultimately, the Iowa DOT hoped to use this MPO and RPA input to develop a plan that is more useful to these agencies in their transportation planning and programming activities.

Transportation 2020

At the March 8, 2011 Commission meeting, Governor Branstad announced his *Transportation 2020* initiative. As part of this initiative, the Governor sought public input on the topic of highway transportation and funding needs. He was assisted in these efforts by a twelve person Citizen Advisory Commission. The input that was gathered as part of *Transportation 2020* was incorporated into the Plan as appropriate.

Interagency and modal interest group consultation

According to 23 CFR 450.214(i), “The long-range statewide transportation plan shall be developed, as appropriate, in consultation with State, Tribal, and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation. This consultation shall involve comparison of transportation plans to State and Tribal conservation plans or maps, if available, and comparison of transportation plans to inventories of natural or historic resources, if available.” .” As part of this consultation, the Iowa DOT contacted the following agencies and tribal governments:

- Iowa Department for the Blind
- Iowa Department of Agriculture and Land Stewardship
- Iowa Department of Cultural Affairs
- Iowa Economic Development Authority
- Iowa Department of Education
- Iowa Department of Human Rights
- Iowa Department of Human Services
- Iowa Department of Natural Resources
- Iowa Department of Public Safety
- Iowa Department on Aging
- Iowa Homeland Security and Emergency Management
- Iowa Utilities Board
- Iowa Workforce Development
- Office of the State Archaeologist

- Federal Highway Administration, Iowa Division
- Federal Transit Administration, Region 7
- U.S. Army Corps of Engineers, Rock Island District
- U.S. Environmental Protection Agency, Region 7
- U.S. Fish and Wildlife Service
- U.S. Department of Agriculture, Natural Resources Conservation Service
- Meskwaki Tribe

In addition to the abovementioned agencies, the Iowa DOT consulted with a variety of modal interest groups throughout the development of the plan. These groups included, but were not limited to, the Iowa Bicycle Coalition, the Iowa Bicycle and Pedestrian Advisory Committee, the Iowa Transportation Coordination Council, the Mississippi River Trail Executive Committee, the Passenger Rail Advisory Committee, and the Rail Advisory Committee.

Other plans and studies

According to 23 CFR 450.214(c), “The long-range statewide transportation plan shall reference, summarize, or contain any applicable short-range planning studies; strategic planning and/or policy studies; transportation needs studies; management systems reports; emergency relief and disaster preparedness plans; and any statements of policies, goals, and objectives on issues that were relevant to the development of the long-range statewide transportation plan.”

The following summarizes some of the documents and planning efforts that were considered during the development of the Plan:

- **Americans with Disabilities Act (ADA) Transition Plan (2011):** This plan, developed by the Iowa DOT, identifies the steps that the Iowa DOT will take to achieve ADA compliance for pedestrian facilities.
- **Climate Change Impacts on Iowa (2010):** This report, prepared by the Iowa Climate Change Impacts Committee and presented to the Governor and the Iowa Legislature, contained several policy recommendations and documented the impacts of climate changes on agriculture, flora and fauna, public health, the economy, infrastructure, and emergency services.
- **Economic and Health Benefits of Bicycling in Iowa (2012):** This report, prepared by the University of Northern Iowa for the Iowa Bicycle Coalition, identifies the economic and health impacts of bicycling in Iowa.

- **Governor’s Transportation 2020 Citizen Advisory Commission – Report and Recommendations (2011):** This report, prepared by the Citizen Advisory Commission and presented to the Governor and the Iowa DOT, documented the work of the Commission and their recommendations in response to the Governor’s charge to assist the Iowa DOT in assessing the condition of the roadway system while evaluating current and future funding available to address system needs.
- **Iowa Air Service Study (2008):** This study, initiated by the Iowa DOT, reported on the current status of air service in the state and identified strategies to sustain and improve air service for Iowa residents.
- **Iowa Aviation System Plan Update (2011):** This plan, prepared by Mead & Hunt for the Iowa DOT, updated the 2004 system plan and its benchmarks and reviewed airport roles, goals, and objectives for the aviation system.
- **Iowa Comprehensive Highway Safety Plan (2006):** This plan engaged a diverse group of safety stakeholders and charted the course for the state with the goal of reducing roadway deaths from an annual average of 445 to 400 by the year 2015.
- **Iowa’s Mississippi River Trail Plan (2003):** This plan, commissioned by the Iowa DOT and prepared by the Center for Transportation Research and Education, provides an in-depth analysis to determine the best route for the Iowa portion of the Mississippi River Trail and a strategic plan for implementation.
- **Iowa in Motion – State Transportation Plan (1997):** This plan was developed in response to the Intermodal Surface Transportation Efficiency Act (ISTEA) and contained specific transportation investment directions, improvements, and their estimated costs.
- **Iowa Passenger Transportation Funding Study (2009):** This study, prepared by URS Corporation for the Iowa DOT, analyzed current revenue and whether or not it was sufficient to meet future needs, assessed how well the public transit network supports mobility needs, and identified needed improvements.
- **Iowa Railroad System Plan (2009):** This plan, developed by the Iowa DOT, was intended to guide the department in promoting access to rail transportation, improving the freight rail system, expanding passenger rail service, and promoting improved safety.
- **Iowa Trails 2000 (2000):** This plan, developed by the Iowa DOT, provided a framework for the implementation of trail initiatives throughout the state. It offers numerous resources and recommendations to trail planners and implementers in Iowa.
- **Iowa’s Renewable Energy and Infrastructure Impacts (2010):** This report, published by the Center for Transportation Research and Education, documented the current physical and fiscal

impacts of Iowa's existing biofuels and wind power industries and recommended changes in public policies to deal with these impacts.

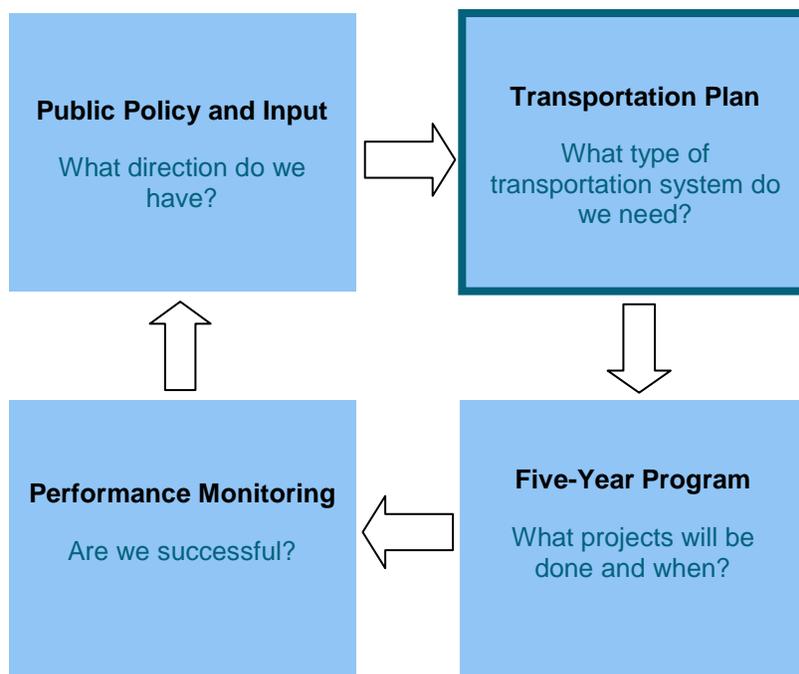
- **Lewis and Clark Multi-Use Trail Study (2010):** This study, led by RDG Planning & Design, serves as the master plan for the Lewis and Clark Multi-Use Trail, which is one of Iowa's five high-priority trail corridors.
- **Livability in Transportation Guidebook (2010):** This resource, prepared by ICF International for the U.S. Department of Transportation, illustrates how livability principles should be incorporated into transportation planning, programming, and project design, using examples from state, regional, and local sponsors.
- **Performance Measures for Iowa Transportation Systems (2006):** This report, published by the Center for Transportation Research and Education, was an initial effort to utilize a set of exploratory performance measures in the context of a statewide, multimodal transportation plan developed by the Iowa DOT.
- **Policy Strategies for Iowa in Making Major Road Investments (2002):** This study, developed by the late Dr. David J. Forkenbrock at the request of the Iowa Transportation Commission, was to serve as a practical guide to assist the Iowa DOT when pursuing policy objectives through transportation investments.
- **Road Use Tax Fund (RUTF) Study (2006, 2008, 2011):** These reports, prepared by the Iowa DOT and presented to the Iowa Legislature, reassessed trends in roadway conditions, long-range needs, construction and maintenance costs, and revenues.
- **The Fix We're In For: The State of Our Nation's Bridges (2011):** This report, published by Transportation for America, ranks states in terms of the overall condition of the state's bridges.
- **Transportation Planning and the Environment (2009):** This resource, published by the Iowa DOT, provided information concerning how MPOs and RPAs can include environmental considerations in their transportation planning efforts.
- **Uses and Benefits of Aviation in Iowa (2009):** This report, released by the Iowa DOT, documented how aviation is used in Iowa and concluded that air transportation is a key contributor to the state's economy.

Placeholder: Add and summarize other plans and studies as they are incorporated into the draft.

1.4 How can the Plan be used?

The Plan is a multi-modal transportation planning effort that is intended to assist the Commission in making informed transportation investment decisions for the state. Locally, MPO and RPA Policy Boards and Technical Committees may use the Plan to help frame their own investment decisions.

Projects programmed within the Iowa DOT's Five-Year Program, which is approved by the Commission, logically flow from the Plan. In addition, modal plans will provide further detail concerning the implementation of elements of the Plan. The following illustration highlights the Plan's role in the transportation planning cycle.



Public Policy and Input

Congress outlines specific factors to be addressed in planning and programming activities. Federal and state legislation provide parameters for the administration of transportation funds. The Governor, state legislature, and citizens provide statewide direction, and the Iowa Code lays out numerous program operational criteria.

Transportation Plan

The Plan serves as a guide for the development of transportation policies, initiatives, and investment decisions between now and 2040. The Plan evaluates Iowa's transportation components from a system perspective, focusing on the movement of people and freight.

Five-Year Program

The Five-Year Program is a listing of specific departmental project investments and is approved by the Commission on an annual basis. Major elements include individual modal projects scheduled over the next five years, sources of funds, annual accomplishments, and criteria/eligibility of different modal funding programs.

Performance Monitoring

The Iowa DOT has been involved with performance monitoring and reporting for many years. However, these monitoring efforts have, for the most part, been done by individual mode. The Plan brings all these modal monitoring elements into a system-wide transportation evaluation process.

In summary, the Plan is an essential component of the statewide transportation planning process, serving as a critical point in transforming the state's policy directions into future investment actions.