



U.S. Department
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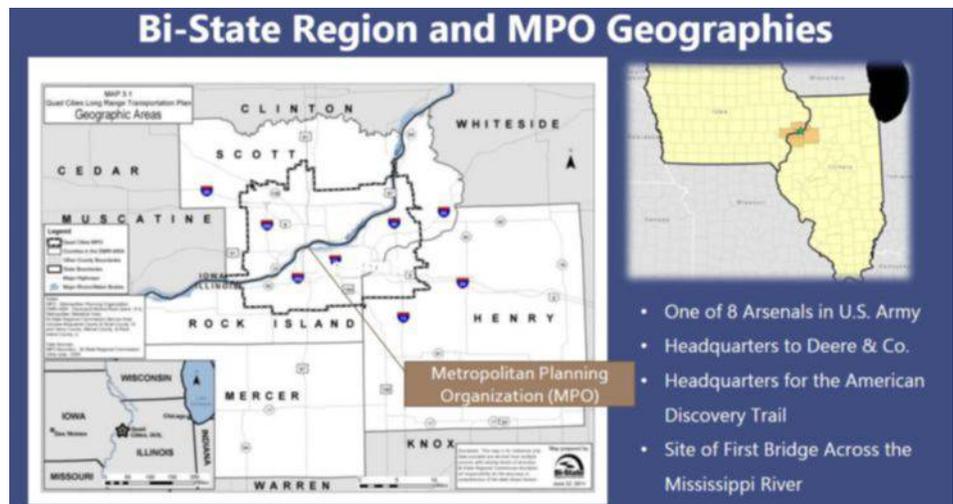
Federal Highway
Administration

Federal Transit
Administration

TMA Certification Review

Bi-State Regional Commission

Quad Cities, IA/IL Metropolitan Planning Area



August 25, 2020
Final Summary Report

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1.0 EXECUTIVE SUMMARY

On April 16, 2020, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the certification review of the transportation planning process for the Bi-State Regional Commission urbanized area. FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population at least every four years to determine if the process meets the Federal planning requirements.

The Bi-State Regional Commission (BSRC) is the designated Metropolitan Planning Organization for the Quad Cities Iowa/Illinois Metropolitan Planning Area (MPA) and works with the Iowa Department of Transportation (Iowa DOT), Illinois DOT (IDOT), as well as the several public transit operators (MetroLINK, Davenport CitiBus, Bettendorf Transit and River Bend Transit) to implement the federally required planning process.

The scope of the federal review of the Quad Cities MPA planning process was comprehensive, covering the transportation planning process for the entire area and all the agencies involved. The federal review team’s work consisted of reviewing the products of the planning process, reviewing the ongoing oversight activities conducted by the FHWA and the FTA, and a site review conducted April 16, 2020 virtually using Microsoft Teams and Adobe Connect.

1.1 Previous Findings and Disposition

The previous Planning Review findings and their disposition are summarized as follows.

Transportation Improvement Program (23 U.S.C. 134(c)(h)& (j); 23 CFR 450.326)	
Recommendation: It is recommended that the regional TIP is updated to include Complete Street project components that are being constructed as part of a road improvement project. This is particularly valuable information for projects that were competitively selected based on a process that places emphasis on the inclusion of these components.	Current Efforts: Discussed how to implement in 2018, but then TIP staff member left and had to train new staff (December 2018 hire). Have since discussed and are having conversation with Transportation Technical Committee as what constitutes a “Complete Street,” since there are degrees of implementation. After establishing a shared understanding of what constitutes a “Complete Street” component, eligible projects will be designated within the TIP Annual Elements.
Transit Planning (49 U.S.C. 5303; 23 U.S.C. 134; 23 CFR 450.314)	

<p>Recommendation: CitiBus has lapsing FTA Section 5339 Bus and Bus Repair funding and it is recommended that a grant application is immediately prepared and submitted to the FTA Region VII office.</p>	<p>Current Efforts: Implemented before lapsed and before June 2016. All direct 5339 grants to Bi-State are now closed out.</p>
<p>Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) and 23 CFR 450.322, 23 CFR 450.324(f)(5)</p>	
<p>Recommendation: While it was stated that a new Congestion Management Process is currently being drafted, it is recommended that the MPO ensure they finalize the updated Congestion Management Process according to their stated schedule of the fall of 2016.</p>	<p>Current Efforts: Approved 11/29/16. CMP addendum post to: https://bistateonline.org/transportation/quad-cities-metro-planning/2012-11-13-20-19-45/quad-cities-metro-lrtp-long-range-transportation-plan</p>
<p>Public Participation (23 U.S.C. 134(i)(6); 23 CFR 450.316 & 450.326(b))</p>	
<p>Recommendation: It is recommended that BSRC update its Public Participation Plan to reference and meet requirements of the FAST Act.</p>	<p>Current Efforts: Updated 6/28/16 PPP</p>
<p>Recommendation: While BSRC stated it will revise its site to have a Transportation home page, we recommend that staff work to ensure that the transportation planning activity is much more visible and accessible to member agencies, regional planning partners, and the public.</p>	<p>Current Efforts: Implemented 8/31/16 https://bistateonline.org/transportation/quad-cities-metro-planning.html Added area maps to depict the MPO geography (2016). Included a QC MPO News module on the homepage with information on the Technical and Policy Committee meetings</p>

1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in the Quad Cities Urbanized Area meets Federal planning requirements. Below are the primary findings, including recommendations in this report that warrant close attention and follow-up, as well as areas that Bi-State is performing very well that are to be commended.

Review Area	Action	Corrective Actions/ Recommendations/ Commendations	Due Date
Transit Planning 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	Commendation	Transit Coordination - The MPO's coordination with the transit operators is outstanding.	N/A
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316	Recommendation	Pursue Innovative Public Involvement Strategies - The review team recommends that Bi-State staff work to pursue new innovative public involvement strategies to ensure that Bi-State's transportation planning activity is more visible and accessible to member agencies, Bi-State's planning partners, and the public as opportunities to meet in person continue to be limited.	N/A
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	Recommendation	Update Assurances - The Review Team recommends that the MPO provide updated assurances based on updated guidance and a schedule that will be provided by the Iowa DOT.	TBD
Nonmotorized Planning/Livability 23 U.S.C. 217(g) & 23 CFR 450.306	Commendation	Nonmotorized planning - The review team commends the Bi-State Regional Commission for its sustained focus on bicycle and pedestrian initiatives.	N/A
Performance Based Planning and Programming 23 U.S.C 134(h)(2) 23 CFR 450.306(d), 450.314(h),450.324(f), 450.326(d) & 450.340.	Commendation	Planning for Resilience - Bi-State is ahead of many other regions in this regard and should be commended for their efforts address resilience and the impact of extreme weather on transportation infrastructure.	N/A
Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) 23 CFR 450.322 23 CFR 450.324(f)(5)	Recommendation	ITS Architecture – Bi-State needs to update the Regional ITS Architecture.	N/A

Details of the planning review findings for each of the above items are contained in this report.

2.0 INTRODUCTION

2.1 Background and Purpose

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal law and regulations, challenges, successes, and experiences of the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. As a consequence, the scope and depth of the Certification Review reports will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other stewardship and oversight activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, the Metropolitan Transportation Plan (MTP), metropolitan and statewide Transportation Improvement Program (TIP) findings, air-quality (AQ) conformity determinations (in nonattainment and maintenance areas), as well as a range of other formal and less formal interactions provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process.

While the Certification Review report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and FTA field offices, and their content will vary to reflect the planning process reviewed, whether or not they relate explicitly to formal “findings” of the review.

3.0 SCOPE AND METHODOLOGY

3.1 Review Process

This report details the 2020 review, which consisted of a virtual site visit on April 16, 2020 and desk review. Participants in the review included representatives of FHWA, FTA, Iowa DOT, Illinois DOT and Bi-State staff. A full list of participants is included in [Appendix A](#).

A desk audit of current documents and correspondence was completed prior to the site visit. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the review findings. The planning review covers the transportation planning process conducted cooperatively by the MPO, State, and public transportation operators. Background information, current status, key findings, and recommendations are summarized in the body of the report for the following subject areas selected by FHWA and FTA staff for on-site review:

- MPO Structure and Agreements
- Unified Planning Work Program
- Metropolitan Transportation Plan (MTP)
- Transit Planning
- Transportation Improvement Program (TIP) and List of Obligated Projects
- Public Participation
- Civil Rights (Title VI, EJ, LEP, ADA)
- Nonmotorized Planning/Livability
- Performance Based Planning and Programming (PBPP)

3.2 Documents Reviewed

The following MPO documents were evaluated as part of this planning process review:

- Bi-State Regional Commission Website: <https://bistateonline.org/>
- Quad Cities Transit Website: <https://qctransit.com/>
- FY 2020 and Draft FY 2021 Unified Planning Work Program for Quad Cities IA/IL MPA
- 2045 Quad Cities Long Range Transportation Plan, Adopted March 2016
- Bi-State Region Transit Development Plan, 2018
- Bi-State Region Freight Plan, 2015

- FY 2020-2023 Transportation Improvement Program for the Quad Cities Metropolitan Area
- Transportation Alternatives Set-Aside Program Evaluation Manual, 2019
- STBG Program Manual, 2019
- Title VI Program and Assurances
- The Public Participation Plan for Transportation Planning in the Davenport-Moline-Rock Island Urbanized Area, adopted March 2019
- Bi-State Region ITS Architecture, 2013
- MPO Responses to Planning Review Questionnaire ([Appendix D](#))

3.3 Key Definitions for Planning Review Findings

Corrective Actions – Corrective Actions are compliance issues and indicate a serious situation that fails to meet one or more requirements of the transportation planning statute and regulations, thus seriously impacting the outcome of the overall process. The expected outcome is a change that brings the metropolitan planning process into compliance with a planning statute or regulation; failure to respond will likely result in a more restrictive review.

Recommendations – Recommendations address technical improvements to processes and procedures, that while somewhat less substantial and not regulatory, are still significant enough that FHWA and FTA are hopeful that State and local officials will take action. The expected outcome is change that would improve the process, though there is no Federal mandate.

Commendations – Commendations are processes or practices that demonstrate innovative, highly effective, well-thought out procedures for implementing the planning requirements. Elements addressing items that have frequently posed problems nationwide could be cited as commendations. Also, significant improvements and/or resolution of past findings may warrant a commendation.

4.0 PROGRAM REVIEW

4.1 MPO Structure and Agreements

4.1.1 Regulatory Basis

23 U.S.C. 134(d) and 23 CFR 450.314(a) state the MPO, the State, and the public transportation operator shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State, and the public transportation operator serving the MPA. Further, 23 CFR 450.314(h) states that the MPO, the State, and the public transportation operator shall jointly develop specific written provisions for cooperatively developing and sharing information related to transportation performance data, the selection of performance targets, the reporting of performance targets, the reporting of performance to be used in tracking progress toward attainment of critical outcomes for the region of the MPO, and the collection of data for the State asset management plans for the National Highway System.

4.1.2 Current Status

Throughout the review, the MPO staff was open to suggestions, willing to share ideas, and discuss challenges or issues. It was observed that a strong planning relationship exists between the MPO, state DOTs and transit systems. The MPO works well with its member governments and is adequately staffed with several planners, and a travel demand modeler. As the MPO is hosted with the regional planning agency, they have chosen to share staff among the regional programs and projects rather than having staff members solely assigned to the MPO. The MPO noted the assistance they have received from the Iowa DOT for training new planning staff as being very helpful. The Bi-State Regional Commission has a professional team who work extremely well to address transportation planning in the Quad Cities metropolitan area.

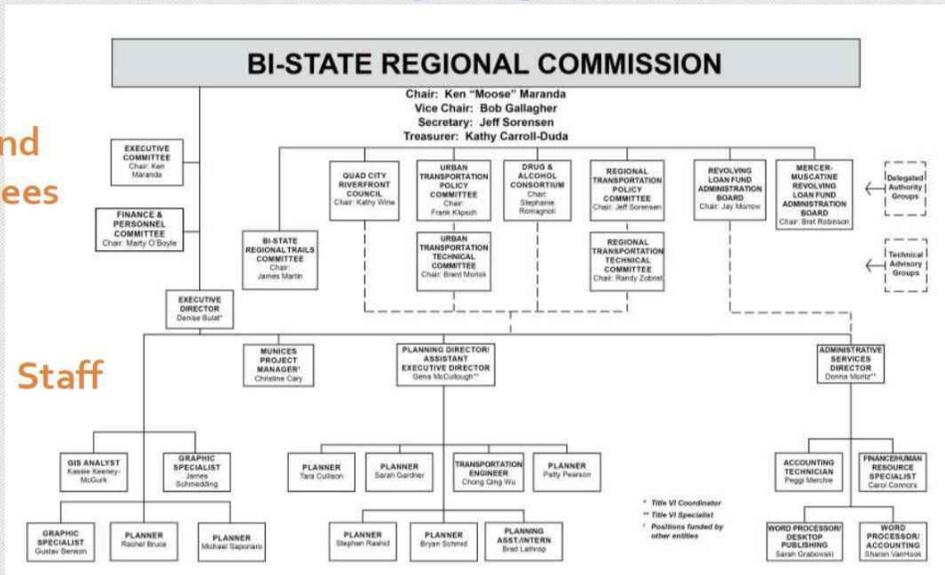
Bi-State staff monitor, participate in, or staff several groups that address interagency coordination. Since the 2016 certification review, quarterly meetings have been held with the Quad Cities Area transit managers to discuss coordination issues. Bi-State staff continue to facilitate Bi-State Regional Air Quality Task Force, Bi-State Regional Trails Committee, Bi-State Region Freight Forum, CARS-Community Awareness of Roadway Safety group, and others.

The most current cooperative planning agreement is dated December 20, 2011 between the Bi-State Regional Commission, local governments, the Iowa DOT, and the Illinois DOT. It is included as an appendix each year to the Transportation Planning Work Program (TPWP). Also included in the TPWP is the annual Performance management agreement between Bi-State

Regional Commission and Iowa DOT. In addition, there are annual FHWA/FTA planning funds agreements between the Bi-State Regional Commission and the Iowa DOT and Illinois DOT.

Regional Planning Agency and Metropolitan Planning Organization

Boards and Committees



Staff

4.1.3 Findings

The organizational framework is compliant with the federal planning regulations.

4.2 Metropolitan Transportation Plan

4.2.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20-year planning horizon and that it includes both long and short range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the

transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Under 23 CFR 450.324(f), the MTP is required, at a minimum, to consider the following:

- Projected transportation demand
- Existing and proposed transportation facilities
- Operational and management strategies
- Congestion management process
- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements
- A financial plan

4.2.2 Current Status

The current 2045 Quad Cities Long Range Transportation Plan was adopted in March of 2016. Staff is currently working on the 2050 plan with an anticipated adoption date of March 2021. The MPO hosted a public input kickoff meeting for their 2050 plan in February of 2020 and is currently working with local governments to solicit projects for the 2050 plan.

For the plan update, Bi-State will utilize their own modeling staff person as well as receive assistance from the Iowa DOT and Illinois DOT as needed to ensure consistency. Across the state of Iowa, the DOT provides statewide guidance and modeling assistance as many MPOs have found it difficult to train and sustain an MPO modeler on staff.

The review team noted that the new 2050 plan must include a system performance report, a change that is a new FAST Act requirement.

Notable Accomplishments:

- **2019-2020: Parcel-Land Use Data.** Utilized Illinois State Metropolitan Comprehensive Planning Funds to collect and verify all parcels and land uses within the MPA boundary, and to collect comprehensive land use plan documents and translate them into parcel-based future land use as an ultimate build-out scenario. Staff are further collecting interim 2030 and reasonable development expectations through 2050 from all jurisdictions within the MPA. The MPO is working cooperatively with IADOT on implementing the Iowa Standardized Model Structure (ISMS), which is parcel-based.

4.2.3 Findings

The Quad Cities Urbanized Area meets all the requirements listed under 23 CFR 450.324.

4.3 Transit Planning

4.3.1 Regulatory Basis

49 U.S.C. 5303 and 23 U.S.C. 134 require the transportation planning process in metropolitan areas to consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.314 state that the MPO in cooperation with the State and operators of publicly owned transit services shall be responsible for carrying out the transportation planning process.

4.3.2 Current Status

Since the 2016 certification review, quarterly meetings have been held with the Quad Cities Area transit managers to discuss coordination issues. MPO staff updated a fixed-route three-system route map and maintains the www.qctransit.com website portal featuring the public fixed-route systems and the regional public transit systems serving the Quad Cities and rural areas.

The MPO's coordination with the transit operators is outstanding. An excellent working relationship has been established. The MPO is very transparent with the transit operators and works with them on a daily basis to include them in the planning process. The transit providers and the MPO both praised each other regarding ongoing communication. They appear to depend on one another to get the job done and achieve their transportation goals.

Notable Accomplishments:

- **Channel Cat Ferry Terminals** – MetroLINK completed construction of a ferryboat terminal to serve the Channel Cat passenger ferry service at Riverbend Commons Landing near the 3200 block of River Drive, Moline in 2016. In 2018, MetroLINK was awarded funding to replace the existing dock at John Deere Commons Landing with construction expected in late 2020. Additionally, MetroLINK received funding for the East Davenport terminal in 2019.
- **2018: Transit Development Plan.** Completed Transit Development Plan (aka, Human Services Transportation Plan or Passenger Transportation Plan) update. Link at: <https://bistateonline.org/transportation/quad-cities-metro-planning/2012-11-13-20-46-57/tdp.html>
- **Chicago-Quad Cities Passenger Rail Services** – The Q passenger rail station and part of a transit oriented development located in Moline was completed in early 2018 in anticipation of reestablishing passenger rail service between Chicago and Quad Cities. Completion of the rail platform and canopies are pending final rail corridor design by the Illinois DOT. While the station is in place, the Quad Cities continues to wait on progress toward rail improvements from Wyanet to Quad Cities, the last third of the project along Iowa Interstate Railroad lines.

4.3.3 Findings

The Quad Cities Urbanized Area meets all the requirements listed under 23 CFR 450.314.

Commendation:

1. Transit Coordination - The MPO's coordination with the transit operators is outstanding.

4.4 Transportation Improvement Program and List of Obligated Projects

4.4.1 Regulatory Basis

23 U.S.C. 134(c),(h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). Under 23 CFR 450.326, the TIP must meet the following requirements:

- Must cover at least a four-year horizon and be updated at least every four years.

- Surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C., except as noted in the regulations, are required to be included in the TIP.
- Make progress toward achieving the performance targets.
- A description of the anticipated effect of the TIP toward achieving the performance targets (to the maximum extent practicable).
- List project description, cost, funding source, and identification of the agency responsible for carrying out each project.
- Projects need to be consistent with the adopted MTP.
- Must be fiscally constrained.
- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.

23 U.S.C. 134(j)(7) and 23 CFR 450.334 requires that the State, the MPO, and public transportation operators cooperatively develop a listing of projects for which Federal funds under 23 U.S.C. or 49 U.S. C. Chapter 53 have been obligated in the previous year. The listing must include all federally funded projects authorized or revised to increase obligations in the preceding program year and, at a minimum, the following for each project:

- The amount of funds requested in the TIP
- Federal funding obligated during the preceding year
- Federal funding remaining and available for subsequent years
- Sufficient description to identify the project
- Identification of the agencies responsible for carrying out the project

4.4.2 Current Status

The Quad Cities Urbanized Area TIP document is updated annually, consistent with the schedule provided through Iowa DOT guidance. The document contains useful project maps by year as well as environmental information, a list of acronyms and current project statuses and a table of unmet needs.

The review team observed that Bi-State has a well-established system for project selection. The MPO typically solicits STPG and TAP/TA Set-Aside project applications from member governments and participating agencies and conducts technical scoring, with assistance of MPO subcommittees, to determine project eligibility every other year. They maintain evaluation manuals for STBG and Transportation Alternatives project selection.

4.4.3 Findings

The Quad Cities Urbanized Area meets all the requirements listed under 23 CFR 450.326 and 23 CFR 450.334.

4.5 Public Participation

4.5.1 Regulatory Basis

Sections 134(i)(6), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, United States Code, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316, which requires the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and periodically reviewing the effectiveness of the participation plan.

4.5.2 Current Status

The current MPO public participation plan, The Public Participation Plan for Transportation Planning in the Davenport-Moline-Rock Island Urbanized Area, was adopted March 2019. An additional public involvement plan was created specifically for the 2050 long-range plan that outlines activities specific to that process. For the LRTP, the MPOs document the attendance and level of feedback based on number of participants, diversity, level of meaningful input, and resources expended to secure that input, e.g. staff time and number of staff involved. The 2045 LRTP Appendix A outlines the involvement in detail for the last plan. Based on review of the documents and site discussion of public participation, it was determined that public participation plan and agency website do not clearly portray the full scope of MPO activities and how the public can get involved. The MPO has a history of significant efforts to obtain

public input, including comments obtained during the 6 to 9 months of Iowa federal aid swap discussions and targeted input obtained for the long and short-range planning programs.

During the review, it was noted that Bi-State has made improvement to their website since the last review. The MPO discussed future projects for their website including an eTIP and mapped road construction projects.

The review team encourages Bi-State to document what the MPO is currently doing, track any changes or progress, and set measurable goals to aid in the evaluation of the process. The review team recommends that Bi-State staff work to pursue new innovative public involvement strategies to ensure that Bi-State's transportation planning activity is more visible and accessible to member agencies, Bi-State's planning partners, and the public as opportunities to meet in person continue to be limited.

4.5.3 Findings

The Quad Cities Urbanized Area meets all the requirements listed under 23 CFR 450.316.

Recommendation:

1. Pursue Innovative Public Involvement Strategies - The review team recommends that Bi-State staff work to pursue new innovative public involvement strategies to ensure that Bi-State's transportation planning activity is more visible and accessible to member agencies, Bi-State's planning partners, and the public as opportunities to meet in person continue to be limited.

4.6 Civil Rights (Title VI, EJ, LEP, ADA)

4.6.1 Regulatory Basis

Title VI of the Civil Rights Act of 1964, prohibits discrimination based upon race, color, and national origin. Specifically, 42 U.S.C. 2000d states that "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." In addition to Title VI, there are other Nondiscrimination statutes that afford legal protection. These statutes include the following: Section 162 (a) of the Federal-Aid Highway Act of 1973 (23 U.S.C. 324), Age Discrimination Act of 1975, and Section 504 of the Rehabilitation Act of 1973/Americans with Disabilities Act (ADA) of 1990. ADA specifies that

programs and activities funded with Federal dollars are prohibited from discrimination based on disability.

Executive Order #12898 (Environmental Justice) directs federal agencies to develop strategies to address disproportionately high and adverse human health or environmental effects of their programs on minority and low-income populations. In compliance with this Executive Order, USDOT and FHWA issued orders to establish policies and procedures for addressing environmental justice in minority and low-income populations. The planning regulations, at 23 CFR 450.316(a)(1)(vii), require that the needs of those “traditionally underserved” by existing transportation systems, such as low-income and/or minority households, be sought out and considered.

Executive Order # 13166 (Limited-English-Proficiency) requires agencies to ensure that limited English proficiency persons are able to meaningfully access the services provided consistent with and without unduly burdening the fundamental mission of each federal agency.

4.6.2 Current Status

Diverse approaches are used at the MPO to prevent discrimination and assure compliance. No complaints for the area were filed. It was noted during the review that the Title VI assurances and Title VI plan needed to be submitted. Those updates were provided prior to the completion of this report.

There was some confusion among participants on the needed documents and schedule. The Iowa DOT Civil Rights Bureau and Systems Planning Bureau will follow up with the MPO on clarification. The participants also discussed that it may be helpful for the MPO staff and members to have Title VI training.

Self-certification of the planning process is carried out each year under the approval of the Transportation Improvement Program. A signed certification including the referenced statutes above is included in the appendix of the TIP with an explanation of what each statute addresses. The self-certification is noted in the public hearing on the annual TIP update during the Transportation Policy Committee when the TIP update is under consideration, typically this occurs in June of each year.

4.6.3 Findings

The Quad Cities Urbanized Area meets all the civil rights requirements.

Recommendation:

1. Update Assurances - The Review Team recommends that the MPO provide updated assurances based on updated guidance and a schedule that will be provided by the Iowa DOT.

Proposed FHWA/FTA Technical Assistance:

Title VI Training

4.7 Unified Planning Work Program

4.7.1 Regulatory Basis

23 CFR 450.308 and 420 set the requirement that planning activities performed under Titles 23 and 49 U.S.C. be documented in a Unified Planning Work Program (UPWP). The MPO, in cooperation with the State and public transportation operator, shall develop a UPWP that includes a discussion of the planning priorities facing the MPA and the work proposed for the next one- or two-year period by major activity and task in sufficient detail to indicate the agency that will perform the work, the schedule for completing the work, the resulting products, the proposed funding, and sources of funds.

4.7.2 Current Status

Bi-State annually develops a work program according to the federal requirements and state guidelines. A draft is submitted by April 1st of the year, and a final work program is submitted by June 1st. The MPO provides adequate opportunities for public input as well as agency reviews.

Transportation Technical Assistance

- Traffic & Trail studies
- QC Strategic Traffic Safety Plan
- Request for Proposals/Grant Writing
- Coordination – Bridges, Hwy. Corridor Overlays, Workshops
- Land Use Planning
- Air Quality Planning
- Trails Coordination



4.7.3 Findings

The Quad Cities Urbanized Area meets all the work program requirements listed under 23 CFR 450.308 and 420.

4.8 Nonmotorized Planning/Livability

4.8.1 Regulatory Basis

23 U.S.C. 217(g) states that bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each MPO under 23 U.S.C. 134. Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities.

23 CFR 450.306 sets forth the requirement that the scope of the metropolitan planning process will increase the safety for motorized and non-motorized users; increase the security of the transportation system for motorized and non-motorized users; and protect and enhance the environment, promote energy conservation, improve the quality of life. 23 CFR 450.324(f)(2) states the MTP shall include existing and proposed transportation facilities, including nonmotorized facilities, that should function as an integrated metropolitan transportation system.

4.8.2 Current Status

Since the 2016 Planning Review, Bi-State has continued to increase involvement in nonmotorized transportation planning. See the list below for the notable projects.

Notable Accomplishments:

- **Trails** – Segments of the national Mississippi River Trails were completed in the Buffalo, Iowa area and the area at the east end of Bettendorf. The Veterans Memorial Parkway and Forest Grove Drive trails were extended/completed.
- **Safe Routes to School/QC Trails Website**. Completed 3-year CDC grant in cooperation with Quad City Health Initiative's Be Healthy QC Coalition. Utilized funds to complete 10 Safe Routes to Schools plans, and launched interactive trails website www.QCTrails.org. Added trails in Henry and Muscatine Counties since this grant ended to have coverage within the Bi-State Region. The City of Moline was successful in securing funds for a SRTS implementation project at Wilson Intermediate School having had a SRTS plan in place.
- **Complete Streets**. Utilized Iowa Department of Public Health funds to encourage incorporation of the MPO Complete Streets policy into city/county plans; shared a model; provided technical assistance; collaborated with local health departments; and provided outreach information on active transportation. The project geography included the MPO and Region 9 areas. A workshop was held within the MPO area in May 2017 featuring the Active Transportation Alliance and two

local government examples to showcase ways to make communities more walkable, bikable, and accessible.

- **QC Rideshare.** Launched QC Rideshare in partnership with Iowa Department of Transportation as a regional rideshare portal specific to the Quad Cities. Some marketing done with the Rock Island Arsenal and local public radio.
- **Sidewalk Assessments.** Utilized Iowa Department of Public Health funds to encourage sidewalk policies into city/county ordinances or guidance; shared a model; provided technical assistance; collaborated with local health departments; and provided outreach information on active transportation. Conducted sidewalk assessments for Eldridge and LeClaire. Developed a sidewalk policy in collaboration with Scott County Health Department. Introduced walking audits at a May 2018 Complete Streets Workshop.
- **Henry County Greenway and Trails Plan.** Utilized Illinois State Rural Comprehensive Planning Funds to develop a Greenway and Trails Plan that linked into the Quad Cities Metropolitan Area. Was able to expand the www.QCTrails.org website to include connections from the MPO area into Henry County on the trails website.
- **Seniors Physical Activity Access.** Utilized Iowa Department of Public Health Funds to examine physical activity access for low-income seniors with a focus on meal site locations. The grant is supporting geographic analysis of these populations and assessment of the walking and biking opportunities in and around meal sites, and senior housing in the Scott County area with a focus on Davenport and Bettendorf where higher concentrations of the target population are located.

4.8.3 Findings

The Quad Cities Urbanized Area meets all the nonmotorized requirements listed under 23 U.S.C. 217(g) and 23 U.S.C. 134.

Commendation:

1. Nonmotorized planning - The review team commends the Bi-State Regional Commission for its sustained focus on bicycle and pedestrian initiatives.

4.9 Performance Based Planning and Programming

4.9.1 Regulatory Basis

23 U.S.C. 150(b) identifies the following national goals for the focus of the Federal-aid highway program: Safety, Infrastructure Condition, Congestion Reduction, System Reliability, Freight

Movement and Economic Vitality, Environmental Sustainability, and Reduced Project Delivery Delays. Under 23 U.S.C. 134(h)(2), the metropolitan planning process shall provide for the establishment and use of a performance-based approach to transportation decisionmaking to support the national goals, including the establishment of performance targets.

23 CFR 450.306(d) states that each MPO shall establish performance targets to support the national goals and track progress towards the attainment of critical outcomes. Each MPO shall coordinate with the relevant State to ensure consistency, to the maximum extent practicable, and establish performance targets not later than 180 days after the State or provider of public transportation establishes its performance targets. The selection of performance targets that address performance measures described in 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d) shall be coordinated to the maximum extent practicable, with public transportation providers to ensure consistency with the performance targets that public transportation providers establish under 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d). Additionally, each MPO shall integrate the goals, objectives, performance measures, and targets from other performance-based plans and programs integrated into the metropolitan transportation planning process.

23 CFR 450.314(h) states that the MPO, the State, and the public transportation operator shall jointly develop specific written provisions PBPP, which can either be documented as part of the metropolitan planning agreements or in some other means. See section 4.2: MPO Structure and Agreements for more information.

23 CFR 450.324(f) states that MTPs shall include descriptions of the performance measures and performance targets used in assessing the performance of the transportation system, a system performance report evaluating the condition and performance of the transportation system with respect to the performance targets, and progress achieved in meeting the performance targets in comparison with system performance recorded in previous reports.

23 CFR 450.326(d) states that the TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the programmed investments with respect to the performance targets established in the MTP, the anticipated future performance target achievement of the programmed investments, and a written narrative linking investment priorities to those performance targets and how the other PBPP documents are being implemented to develop the program of projects.

23 CFR 450.340 states that MPOs have two years from the effective dates of the planning and performance measures rule to comply with the requirements.

FHWA Order 5520 Transportation System Preparedness and Resilience to Climate Change and Extreme Weather Events

4.9.2 Current Status

The MPO is in the process of developing regional performance measures for their 2050 metropolitan transportation plan. The federal team noted that a system performance report will be required with the next plan update.

For the national measures, the Bi-State region has chosen to support the statewide targets of Iowa and Illinois rather than develop regional targets. Bi-State has a performance data sharing agreement with the Iowa DOT that is part of the annual UPWP.

During the discussion, it was noted that the Iowa DOT provides pavement condition data but the Illinois DOT does not, which leaves the region with incomplete data. Iowa DOT collects pavement data for all paved roads. ILDOT collects pavement condition for state roads and is in discussions with the MPOs to collect pavement data down to collector level, and looking at a contract to translate the data into the CRS rating system. The MPO also continues to advocate to the Illinois DOT that they procure and share the data with the MPO.



Bi-State was one of eleven projects selected nationally for the FHWA Resilience and Durability to Extreme Weather Pilot Program. The project purpose is to identify key weather variables and examine critical and vulnerable facilities to share a more resilient transportation system. The

two-year grant funded effort was intended to conclude in March 2020 but has been extended for a few more months. This effort by an MPO to address resilience from their perspective is new to the planning process. Bi-State is ahead of many other regions in this regard and should be commended for their efforts.

4.9.3 Findings

The Quad Cities Urbanized Area meets all the requirements related to performance based planning and programming listed above.

Commendation:

1. Planning for Resilience - Bi-State is ahead of many other regions in this regard and should be commended for their efforts address resilience and the impact of extreme weather on transportation infrastructure.

Proposed FHWA/FTA Technical Assistance:

Provide example system performance reports.

4.10 Congestion Management Process / Management and Operations

4.10.1 Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as non-attainment for ozone must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction, and operational management strategies.

23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

The FHWA Final Rule and FTA Policy on Intelligent Transportation Systems (ITS) Architecture and Standards was issued on January 8, 2001 and codified under 23 CFR Part 940 ITS Architecture and Standards, implements Section 5206(e) of the Transportation Equity Act for the 21st Century (TEA-21). This Final Rule/Policy requires that all ITS projects funded by the Highway Trust Fund and the Mass Transit Account conform to the national ITS architecture, whether they are stand-alone projects or combined with non-ITS projects, as well as to U.S. DOT-adopted ITS standards.

4.10.2 Current Status

In the past, the Regional ITS Architecture was updated as part of a yearly process by the joint Iowa-Illinois traffic safety group. Currently, a check-in occurs annually with the transportation committees to determine if any significant technology has been deployed in the MPO. With modeler staff transitions, the ITS Architecture has not been updated and there will not be significant deployments until the I-74 bridge is completed. The Review Team found that the current version of architecture has not been updated since 2013.

4.10.3 Findings

The Quad Cities Urbanized Area meets all the requirements related to congestion management and operations listed above.

Recommendations:

1. ITS Architecture – Bi-State needs to update the Regional ITS Architecture.

5.0 CONCLUSION AND RECOMMENDATIONS

The FHWA and FTA review found that the metropolitan transportation planning process conducted in the Quad Cities Urbanized Area meets Federal planning requirements as follows.

5.1 Commendations

The following are noteworthy practices that the Bi-State Regional Commission is doing well in the transportation planning process:

5.2 Corrective Actions

The following are corrective actions that the Bi-State Regional Commission must take to comply with Federal Regulations:

None

5.3 Recommendations

The following are recommendations that would improve the transportation planning process:

APPENDIX A - PARTICIPANTS

Federal reviewers prepared this Certification Review report to document the results of the review process. The report and final actions are the responsibility of the FHWA Iowa and the FTA Region 7 Office. The following individuals were involved in the Quad Cities Urbanized Area on-site review:

The Federal Review Team included:

Darla Hugaboom, FHWA Iowa Division
Sean Litteral, FHWA Iowa Division
Karla Kudart, FHWA Iowa Division
Betsy Tracy, FHWA Illinois Division
Eva Steinman, FTA Region 7
Cathy Monroe, FTA Region 7
Victor Austin, FTA HQ

BiState Staff

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Stephen Rashid, Senior Planner
Tara Cullison, Senior Planner
Chong Qing Wu, Transportation
Planner/Transportation Engineer
Bryan Schmid, Senior Planner

Other Regional Participants

Mike Thoms, Mayor of Rock Island, IL and
Transportation Policy Committee Chair
Chelsey Hohensee, MetroLINK

Randy Zobrist, River Bend Transit
John Powell, Davenport CitiBus
Jeff Nelson, MetroLINK
Mark Garrow, Bettendorf Transit
Brent Morlock, City of Bettendorf

Iowa DOT

Zac Bitting, Systems Planning Bureau
Garrett Pedersen, Systems Planning Bureau
Jeff Von Brown, Systems Planning Bureau
Tracey Bradley, Civil Rights Bureau
Steven Kerber, Civil Rights Bureau
Kristin Haar, Public Transit Bureau
Matt Chambers, Program Management Bureau
Tonnette Harris, Civil Rights Bureau
Sam Shea, District 6

Illinois DOT

Doug Delillie, Planning and Programming
Robert Bates, District 2
Holly Bieneman, Planning and Programming

APPENDIX B – AGENDA

QUAD CITIES AREA METROPOLITAN PLANNING ORGANIZATION
 FEDERAL TMA CERTIFICATION REVIEW
 APRIL 16TH, 2020: AGENDA

Quad Cities MPO/ Bi-State Regional Commission Certification Review

Thursday, April 16, 2020 - 8:15 a.m. – 4:30 p.m.

AGENDA

VIRTUAL DISCUSSION PART 1		
8:15 - 9:30	<ul style="list-style-type: none"> Welcome and Scope of Review Introductions MPO Overview and Presentation Organizational Structure 	Join Microsoft Teams Meeting
TECHNICAL COMMITTEE MEETING		
10:00 – 10:30	<ul style="list-style-type: none"> Quad Cities MPO Transportation Technical Committee 	Bi-State Conference Line: TBD Join Adobe Connect
VIRTUAL DISCUSSION PART 2		
10:45 – 12:00	<ul style="list-style-type: none"> Agreements Unified Planning Work Program (UPWP) Transportation Improvement Program (TIP) 	Join Microsoft Teams Meeting
VIRTUAL DISCUSSION PART 3		
1:00 – 1:45	<ul style="list-style-type: none"> Public Transit Providers (e.g. Coordination and involvement in the planning process, MOA) 	Join Microsoft Teams Meeting
1:45 – 2:15	<ul style="list-style-type: none"> Civil Rights (e.g. Title VI, Environmental Justice, LEP, ADA, Self-Certification) 	
2:15 – 3:45	<ul style="list-style-type: none"> Metropolitan Transportation Plan (MTP) Performance Based Planning Process (PBPP) Resiliency and Vulnerability of the System 	
3:45 – 4:30	<ul style="list-style-type: none"> Public Involvement Bicycle and Pedestrian Planning Air Quality and Livability 	

APPENDIX C - LIST OF ACRONYMS

ADA: Americans with Disabilities Act
CFR: Code of Federal Regulations
CMP: Congestion Management Process
DOT: Department of Transportation
EJ: Environmental Justice
FAST: Fixing America's Surface Transportation Act
FHWA: Federal Highway Administration
FTA: Federal Transit Administration
FY: Fiscal Year
HSIP: Highway Safety Improvement Program
ITS: Intelligent Transportation Systems
LEP: Limited-English-Proficiency
M&O: Management and Operations
MAP-21: Moving Ahead for Progress in the 21st Century
MPA: Metropolitan Planning Area
MPO: Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
SHSP: Strategic Highway Safety Plan
STIP: State Transportation Improvement Program
TDM: Travel Demand Management
TIP: Transportation Improvement Program
TMA: Transportation Management Area
U.S.C.: United States Code
UPWP: Unified Planning Work Program
USDOT: United States Department of Transportation

8. Review of 2016 Certification Review Findings

Please discuss efforts to address the 2016 Certification Review Recommendations

<p>Transportation Improvement Program (TIP) 2016-2020 Recommendation: The economic development regional TIP is required to include description of projects, estimated cost, and other information to provide stakeholders with the information needed to make informed decisions on the inclusion of those projects into the TIP.</p>	<p>Current Efforts: Discussion of economic development projects included in the 2016 TIP was presented to the Federal Committee at what constitutes a "Complete Street" and the understanding of what constitutes a "Complete Street" as presented in the TIP.</p>
<p>Transit Planning (60 USC 6505, 49 USC 134, 49 CFR 650.304) Recommendation: CHS is required to provide a detailed description of the transit planning process and the results of the process.</p>	<p>Current Efforts: The transit planning process is detailed in the TIP.</p>
<p>Competition Management Process / Management and Operations (60 USC 134, 49 CFR 650.322, 49 CFR 650.340) Recommendation: CHS is required to develop a competition management process that includes a detailed description of the process and the results of the process.</p>	<p>Current Efforts: The competition management process is detailed in the TIP.</p>
<p>Public Participation (60 USC 134, 49 CFR 650.340) Recommendation: CHS is required to provide a detailed description of the public participation process and the results of the process.</p>	<p>Current Efforts: The public participation process is detailed in the TIP.</p>
<p>Performance Metrics (60 USC 134, 49 CFR 650.340) Recommendation: CHS is required to provide a detailed description of the performance metrics and the results of the process.</p>	<p>Current Efforts: The performance metrics are detailed in the TIP.</p>

APPENDIX E – Public Comments

Technical Committee members Brent Morlok and Tim Kammlar commended staff on their coordination efforts and aiding the transportation efforts in the Quad Cities. No additional comments were received by the MPO or FHWA/FTA regarding the review. A meeting was conducted on April 16 using public teleconference line available to the public. The following presentation was given about the process by the federal review team.



What Will Happen To Your Comments Today?

- Comments received today and by mail (within the next 60 days) will be summarized in a report.
- Comments are taken into consideration while evaluating the transportation planning completed for the area



What is the Outcome of this Review?

- Report is issued in approximately 60 days summarizing the discussions during the review

Process is:

- Certified
- Certified subject to corrective actions
- Certified for use of only certain construction funding categories



Metropolitan Transportation Planning Process

What is the *Planning Process*?

- A process by which transportation decisions are made and projects are planned, selected and prioritized for implementation within the region.



Metropolitan Transportation Planning Process

Why is the *Planning Process* *Important*?

- Decides how a substantial share of federal funding is spent nationwide.
- Because of limited funding, the MPO must prioritize the regional needs and determine the best and most economical solution.
- The process lays the framework for the future transportation system.



Metropolitan Transportation Planning Process

Who is involved?

- MPO(s)
 - Policy Committee
 - Technical Committee
 - Citizen's Committee (optional)
- State Department(s) of Transportation
- Public Transportation Operator(s)*
- Local Jurisdictions (cities, counties)
- Local Citizens
- Interest Groups
- FTA & FHWA



Metropolitan Transportation Planning Process

How?

- 3-C Approach
 - Continuing
 - Cooperative
 - Comprehensive
- Multimodal
- Public Input



Metropolitan Transportation Planning Process

Products of the Process

- Unified Planning Work Program (UPWP)
- Metropolitan Transportation Plan (MTP)
- Congestion Management Process (CMP)
- Transportation Improvement Program (TIP)
- Public Participation Plan (PPP)

Metropolitan Transportation Planning Process

How do the products fit together?



Metropolitan Transportation Planning Process

Comments?

- Do you have an adequate opportunity to participate in the MPO Transportation Planning Process?
- Have you been involved in the MPO Transportation Planning Process?
- What are your views of the process?

Mail, Email, Call or Submit
Comments Online Before June 15,
2020



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