DRAFT

STATE FISCAL YEAR 2027
REGIONAL PLANNING AFFILIATION 1 (RPA-1)
TRANSPORTATION PLANNING WORK PROGRAM (TPWP)

Adopted by RPA-1 [DATE], 2026
Due June 1, 2026
Last Updated May 19, 2025

Prepared by
Upper Explorerland Regional Planning Commission
Transportation Policy Board
(RPA-1)

For the
Iowa Department of Transportation

The preparation of this document was financed in part through funds provided by the U.S. Department of Transportation, Federal Highway Administration, Federal Transit Administration, and the Iowa Department of Transportation.

Upper Explorerland Regional Planning Commission office location:

325 Washington Street
Decorah, Iowa 52101

DRAFT

Table of Contents

Section 1: Area Background and Description of the TPWP Development Process 3

Planning Priorities and Challenges 4
TPWP Development 5

Section 2: Policy Board and Committee Membership 7

Transportation Policy Board 7
Transportation Technical Committee 8
Transportation Enhancement Committee 8
Public Transportation Advisory Group 9

Section 3: Description of Work Elements 10

Work Element 1: Administration 10
- Subtask 1.1: Develop Transportation Planning Work Program (TPWP) 10
- Subtask 1.2: Administration of overall RPA-1 activities 11
- Subtask 1.3: Equipment and Supplies 12

Work Element 2: Transportation Improvement Program (TIP) 13
Work Element 3: Transportation Planning 15
- Subtask 3.1: Public Participation Plan (PPP) 15
- Subtask 3.2: Passenger Transportation Plan (PTP) 16
- Subtask 3.3: Long-Range Transportation Plan (LRTP) 17
- Subtask 3.4: State and Regional Planning Initiatives 19

Work Element 4: Technical Assistance 21

Section 4: Budget Summary and Funding Sources 23

Section 5: Resolutions/Board Approvals 24

Section 6: Additional Required Items 25

TPWP Revisions 25
- Waiver of approvals 25
- Revision and Approval Procedures 25

Federal Planning Funds Carryover Policy 26
- Background 26
- Iowa DOT's Federal Planning Funds Carryover Policy for RPAs 27

Cost Allocation Plan 28
Certificate of Indirect Cost Proposal/Indirect Costs 32
Self-Certification of Procurement and Consultant Selection Procedures 33

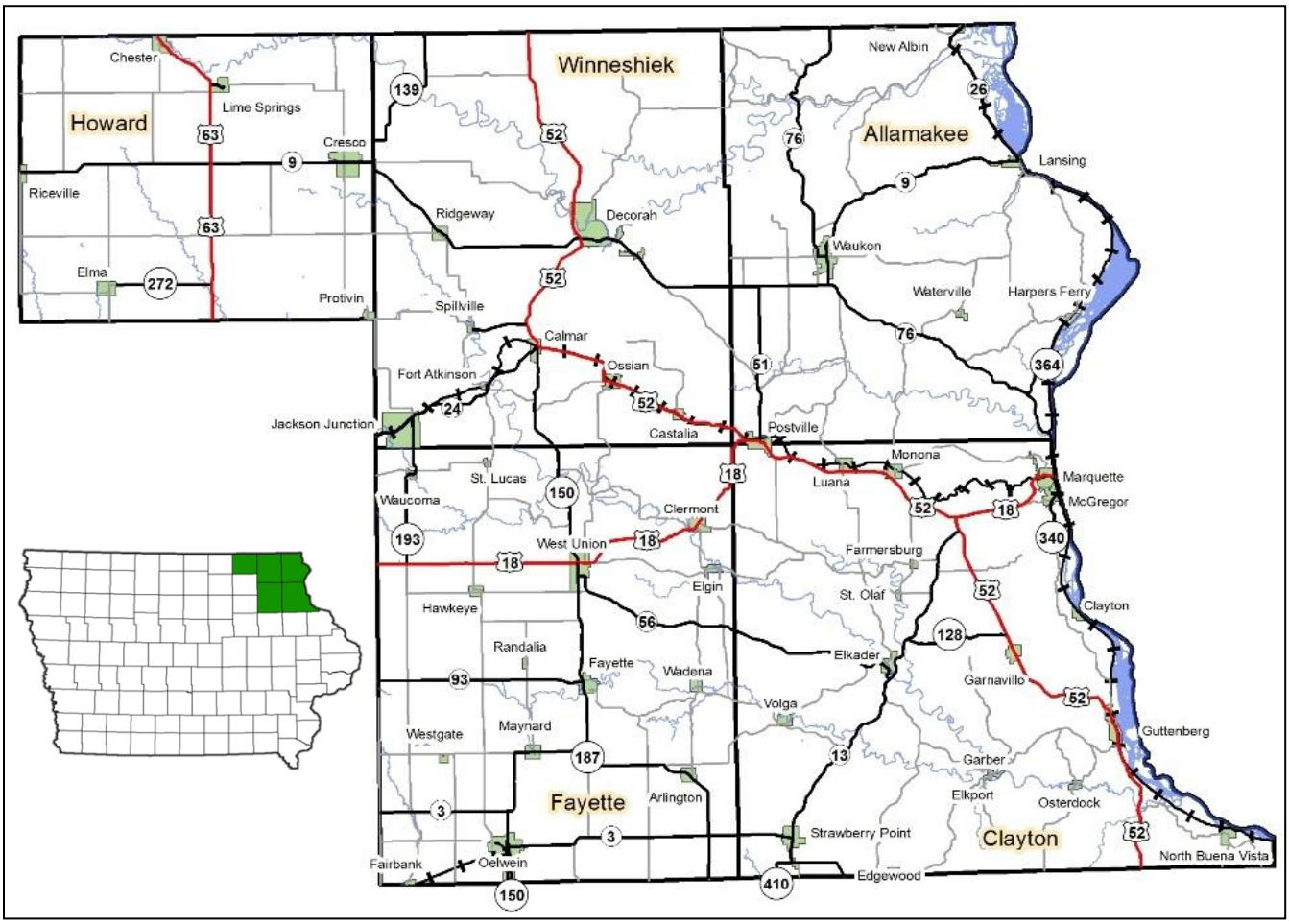
Section 1: Area Background and Description of the TPWP Development Process

Upper Explorerland Regional Planning Commission (UERPC) serves as the Regional Planning Affiliation (RPA-1) for the counties of Allamakee, Clayton, Fayette, Howard, and Winneshiek in northeast Iowa (see

Figure 1). In this capacity, RPA-1 is responsible for ensuring that transportation planning and activities are carried out in a manner consistent with federal transportation legislation or reauthorization, with guidance from the Iowa DOT.

The five counties in RPA-1 cover an area of 3,313 square miles. There are 50 incorporated communities within the region. As of the 2020 census, five cities have populations over 2,500 and seven other communities have populations over 1,000. The 2020 population for the combined five counties is 80,152 persons, a decrease of 4.54% since the 2010 census. With a regional population density of approximately 24 persons per square mile, residents across the region may spend a considerable amount of time traveling for employment, healthcare, and shopping. As a corollary, a safe and efficient multimodal transportation system is essential to the residents of this largely rural, low-population-density region.

Figure 1: Map of RPA-1 Planning Area



Planning Priorities and Challenges

Planning priorities during state fiscal year (SFY) 2027 will include continued administration of the Regional Planning Affiliation (RPA-1) transportation program and provision of technical assistance to member cities, counties, and advisory committees. This includes ensuring timely Transportation Policy Board and committee meetings, maintaining clear and accurate documentation, and supporting the effective implementation of decisions and programmed projects. RPA-1 staff will also continue to prioritize professional development and coordination with Iowa DOT and peer agencies to ensure that regional planning efforts reflect current best practices and evolving state and federal guidance.

RPA-1's Long-Range, Multimodal Transportation Plan, *Safe Mobility for Everyone*, was adopted in July 2025 and establishes a planning horizon through 2050 . The plan provides the guiding framework for transportation investment and policy across the region, with an emphasis on safety, system preservation, multimodal access, and quality of life. The region's Passenger Transportation Plan (PTP), adopted in July 2023, continues to guide passenger transportation coordination through 2028.

A primary priority identified through the LRTP is improving safety for all users, particularly through investments in walking and bicycling infrastructure. Community input and system analysis highlighted significant gaps in safe, comfortable, and accessible non-motorized facilities, as well as a strong disconnect between preferred and actual travel modes . Advancing ADA-accessible infrastructure and building low-stress networks for walking and bicycling will remain a central focus for the region.

Transportation safety on rural roadways is another major priority. Regional crash trends and stakeholder input underscore the need for continued investment in systemic, low-cost safety improvements across the county road system. With multiple counties completing SS4A Safety Action Plans, implementation of identified countermeasures will be a key focus in SFY 2027 and beyond. In parallel, planning efforts to expand safety planning to cities within RPA-1 are anticipated to continue or advance during this period.

Demographic trends identified in the LRTP—including a declining and aging population—will continue to shape transportation priorities. With residents spread across a largely rural landscape and increasing shares of older adults, maintaining accessible, reliable, and affordable transportation options will remain a challenge and a priority. This includes continued coordination with regional transit providers and human service agencies to support mobility for those without access to a personal vehicle.

RPA-1 planners will work closely with the Transportation Policy Board, Technical Committee, Enhancement Committee, Transportation Advisory Group, and local communities to implement the goals and strategies outlined in *Safe Mobility for Everyone*, with a continued focus on safety, accessibility, system preservation, and multimodal connectivity.

The 2024 PTP identifies the following priorities for the Passenger Transportation Advisory Group (TAG) to pursue:

- Hire, train, and retain adequate personnel—specifically drivers and mechanics.
- Make transit easier for all to use.
- Improve communication and coordination between all providers.
- Improve medical- and healthcare-related transportation options.
- Seek new and additional financing for public transit, to help both with retaining staff (higher pay) and with making rides more affordable by lowering rider fees.
- Continue to research and collaborate with regional stakeholders toward electrification of the transit fleet.

RPA-1 completed the regional trails economic impact analysis in fiscal year 2022. It will be a priority for the region to continue collecting trail user count data for further analysis and potential future updates of the analysis. The Enhancement Committee continues to prioritize the build-out of a regional "backbone" trail from the Minnesota state line in Howard County, to the Mississippi River in Clayton County, as well as safe routes to school (SRTS) activities in the five-county region.

The City of Lansing received regional STBG funding to complete a vision plan for Main Street/Highway 9, which was completed in SFY 2025. It will continue to be a priority in SFY 2027 to identify and work with potential communities interested in completing local transportation plans and other transportation studies, data collection, and analysis, as well as working with IOWA DOT on inclusion of proposed features of these plans when local projects are undergone.

The limited Federal funding available for transportation planning in RPA-1 has been a challenge. RPA-1 will continue to coordinate with Iowa DOT as appropriate in reviewing the RPA funding distribution methodology. RPA-1 will work with the Policy Board, Iowa DOT, and other stakeholders as necessary in finding funding solutions to support the continued transportation planning functions identified in this work program, which are of critical importance to the communities of our region.

TPWP Development

The Transportation Planning Work Program (TPWP) documents the transportation planning and technical assistance activities that RPA-1 intends to carry out in support of the maintenance and development of a regional multimodal transportation network that is safe and efficient. The TPWP identifies work elements that will occur in SFY 2026 pertaining to RPA administration, programming of funds, long- and short-range transportation planning, and transportation technical assistance. Budgets and funding sources for these activities are addressed in detail.

TPWP activities are developed and discussed with the assistance of the Policy Board and its committees. Prior to its final approval, the TPWP is reviewed by the Transportation Policy Board, transportation committees, and the regional transit provider, and is posted

on the UERPC website for a public review and comment period of at least 15 days. After this public review and comment period, the RPA-1 Policy Board holds a public hearing and considers adoption of the final TPWP. As always, meetings are open to the public and notice is provided in accordance with the RPA-1 Public Participation Plan (PPP).

Section 2: Policy Board and Committee Membership

The RPA-1 **Transportation Policy Board** is composed of representatives from each of its five counties, the regional transit agency, and the two cities in the region with populations over 5,000—Decorah and Oelwein. The Policy Board exercises programming authority for Surface Transportation Block Grant (STBG) funding allocated to the region—including STBG funding which is swapped for state funding on road and bridge projects within cities—as well as Transportation Alternatives Program (TAP) funding, in accordance with state and federal rules and regulations.

Supporting the Policy Board are advisory committees whose memberships represent specific areas of expertise and/or interest. The **Technical Committee**, which consists of the five county engineers and representatives from Decorah and Oelwein, advises the Policy Board on matters of roadway maintenance and operations and recommends projects to receive funding. The **Enhancement Committee** consists of the five county conservation board directors and other regional stakeholders with interests in regional trails, walking and bicycling, and various tourism and economic development activities. The Enhancement Committee also recommends projects for funding, with a specific focus on building out the region's system of paved, multi-use trails. The **Public Transportation Advisory Group** (TAG) is charged with building and operating a coordinated passenger transportation system to support those who do not have access to personal transportation options or who choose not to drive or own a car. This group consists of local transit representatives, private transportation providers, human services providers, and others concerned with transportation for non-drivers. Finally, the Policy Board is supported by **UERPC transportation planning staff** who provide multimodal technical expertise, analyze regional trends and issues, and provide administrative support for board and committee operations.

Transportation Policy Board

NAME	TITLE	REPRESENTING
Dennis Keatley	County Supervisor	Allamakee County
Ray Peterson	County Supervisor	Clayton County
Alex Popenhagen	County Supervisor	Fayette County
Dean Eastman	County Supervisor	Howard County
*Mark Vick	County Supervisor	Winneshiek County
Andy Carlson	Mayor	City of Decorah
Brett DeVore	Mayor	City of Oelwein
Non-voting and ex-officio members:		
Krista Billhorn	District 2 Planner	IOWA DOT
Ken Wohlford	Transportation Director	NEICAC Public Transit
Rachelle Howe	Executive Director	UERPC
Aaron Detter	Planning Department Head	UERPC

*Chairperson

DRAFT

Transportation Technical Committee

NAME	TITLE	REPRESENTING
Brian Ridenour	County Engineer	Allamakee County
Casey Stickfort	County Engineer	Clayton County
*Joel Fantz	County Engineer	Fayette County
Nick Rissman	County Engineer	Howard County
Michael Kueny	County Engineer	Winneshiek County
John Hjelle	City Engineer	City of Decorah
Herb Doudney	Public Works Director	City of Oelwein
Non-voting and ex-officio members:		
Krista Billhorn	District 2 Planner	IOWA DOT
Aaron Detter	Planning Department Head	UERPC

*Chairperson

Transportation Enhancement Committee

NAME	TITLE	AGENCY/ORGANIZATION
Ross Geerdes	Director	Allamakee Co. Conservation
Val Reinke	Director	Allamakee Co. Tourism and Ec. Dev.
Susan Snow	Superintendent	Effigy Mounds National Monument
Ean Popenhagen	Director	Clayton Co. Conservation
Norma Thiese	Resident	Clayton County
Darla Kelchen	Director	Clayton Co. Economic Development
Heather Gamm	Director	Fayette Co. Conservation
Sheryl Struthers	Resident	Fayette County
Joshua Johnson	Park Superintendent	City of Oelwein
*Jeff Korsmo	Director	Howard Co. Conservation
Craig Fencl	Park Ranger	Howard Co. Conservation
Elaine Govern	Resident	City of Riceville
Barb Schroeder	Director	Winneshiek Co. Conservation
Brian Fuhrmann	Member	Decorah Parks and Recreation Board
Stephanie Fromm	Director	Winneshiek County Development Inc.
Non-voting and ex-officio members:		
Krista Billhorn	District 2 Planner	DOT
Paul Berland	Director	NEI RC&D
Jared Nielsen	Scenic Byways Specialist	NEI RC&D
Mallory Hanson	Director	FCEDT
Aaron Detter	Planning Department Head	UERPC
April Bril	Safe Routes to School Liaison	UERPC

*Chairperson

Public Transportation Advisory Group

NAME	TITLE	COUNTY/CITY/AGENCY
Spiff Slifka	Development Coordinator	Howard Co. Business and Tourism
Erin Powers Daley	Executive Director of Community and Student Development	Northeast Iowa Community College
Stacie Speirs	Regional Director	Northeast Iowa Area Agency on Aging
Ken Wohlford	Transportation Director	NEICAC Public Transit
[vacant]		Luther College
Lizzie Van Dyke	Coordinator of Student Life	Upper Iowa University
Maggie Gardner	Public Health Specialist	Fayette County Public Health
Aaron Detter	Planning Department Head	UERPC

Section 3: Description of Work Elements

Work Element 1: Administration

Subtask 1.1: Develop Transportation Planning Work Program (TPWP)

- TASK OBJECTIVE:
  Identify expected RPA-1 activities and determine the associated costs for those activities for the coming fiscal year (SFY 2028) and prepare the SFY 2028 TPWP document.
- PROJECT DESCRIPTION:
  UERPC transportation planning staff identify activities necessary to carry out RPA-1 duties and responsibilities for the coming SFY and develop a corresponding budget. In addition, RPA-1 board and committee input is collected and incorporated. Staff also work with the Policy Board to obtain approval of TPWP through resolution.
- PREVIOUS WORK:
  Prepared Draft and Final versions of the SFY 2027 TPWP (this document), with revisions as necessary and appropriate.
- PRODUCT/SCHEDULE:
  The Draft SFY 2028 TPWP will be submitted to the Iowa DOT by April 1, 2027 and the Final TPWP submitted by June 1, 2027.
- BUDGET:

Staff Hours	Cost		Funding Source	
42.94	Personnel	$2,576.62	FHWA-SPR Carryover	$6.60
			FHWA-STBG Carryover	$161.14
			FTA-5311 Carryover	$6.60
	Direct Expenses	$103.06	FHWA-SPR New	$731.84
			FHWA-STBG New	$1,110.38
	Indirect Expenses	$755.81	FTA-5311 New	$731.84
			UERPC Local Match	$687.10
	Total:	$3,435.49	**Total:**	$3,435.49

Subtask 1.2: Administration of overall RPA-1 activities

- TASK OBJECTIVES:
  Provide ongoing administration, coordination, and financial management of RPA-1 transportation planning activities.
- PROJECT DESCRIPTION:
  UERPC transportation planning and finance staff will support the Transportation Policy Board and advisory committees through meeting coordination, documentation, and follow-up on actions and decisions. Staff will maintain required financial and program records; manage and track transportation funding; and ensure compliance with Iowa DOT requirements.

  Staff will coordinate with Iowa DOT and partner agencies, participate in required meetings, and pursue training and professional development opportunities as appropriate to maintain current knowledge and support effective multimodal transportation planning and technical assistance.
- PREVIOUS WORK:
  Continued administration and support of Policy Board and committee activities, including meeting facilitation, funding management, and completion of required Iowa DOT reporting.
- PRODUCT/SCHEDULE:
  Activities are ongoing. Products include meeting agendas and minutes, public notices, quarterly Iowa DOT reports (July—*for last quarter of previous SFY*, October, January, April), invoices, and other required financial and administrative documentation.
- BUDGET:

Staff Hours	Cost		Funding Source	
798.75	Personnel	$47,925.15	FHWA-SPR Carryover	$122.83
			FHWA-STBG Carryover	$2,997.19
			FTA-5311 Carryover	$122.83
	Direct Expenses	$1,917.01	FHWA-SPR New	$13,612.17
			FHWA-STBG New	$20,652.98
	Indirect Expenses	$14,058.04	FTA-5311 New	$13,612.17
			UERPC Local Match	$12,780.04
	Total:	$63,900.20	**Total:**	$63,900.20

Subtask 1.3: Equipment and Supplies

- TASK OBJECTIVE:
  Ensure that computer hardware, software, and other equipment and supplies fulfill the needs of staff in carrying out the functions detailed in this TPWP.
- PROJECT DESCRIPTION:
  UERPC will maintain and update computer hardware, software, and related equipment to support transportation planning activities. This includes GIS software and other tools necessary for mapping, analysis, and production of plans and materials. Software and equipment will be upgraded or replaced as needed to maintain functionality, security, and efficiency.
- PREVIOUS WORK:
  Maintained and updated equipment, software, and supplies to support ongoing planning activities.
- PRODUCT/SCHEDULE:
  Activities are ongoing. UERPC will maintain functional and up-to-date equipment, software, and supplies necessary to carry out RPA-1 responsibilities.
- BUDGET:

Staff Hours	Cost		Funding Source	
N/A	Personnel	$0.00	FHWA-SPR Carryover	$2.64
			FHWA-STBG Carryover	$64.46
			FTA-5311 Carryover	$2.64
	Direct Expenses	$1,374.20	FHWA-SPR New	$292.73
			FHWA-STBG New	$444.15
	Indirect Expenses	$0.00	FTA-5311 New	$292.73
			UERPC Local Match	$274.84
	Total:	$1,374.20	**Total:**	$1,374.20

Work Element 2: Transportation Improvement Program (TIP)

- TASK OBJECTIVE:
  Develop, maintain, and administer a fiscally constrained four-year Transportation Improvement Program (TIP) for RPA-1, consistent with state and federal requirements, and adopted by the RPA-1 Policy Board and approved by the Iowa DOT.

- PROJECT DESCRIPTION:
  UERPC staff will coordinate with the Transportation Policy Board, Technical Committee, Enhancement Committee, and local project sponsors to develop and maintain the TIP, which programs state- and federal-aid funding for multimodal transportation projects, including roadways, bridges, active transportation, transit, and planning activities.

  Key tasks include:

  - Coordinate and administer the regional STBG and Transportation Alternatives (TA Set-aside) application and project selection processes.
  - Ensure compliance with public participation requirements and maintain a transparent and consistent project programming process.
  - Prepare and submit the FFY 2027–2030 TIP.
  - Process and document TIP amendments and administrative modifications.
  - Maintain project and funding tracking documentation.
  - Coordinate with Iowa DOT, including participation in TPMS and required trainings, and ensure TIP data is current and accurate.

- PREVIOUS WORK:
  Completed development of the FFY 2027–2030 TIP and administered the FFY 2026–2029 TIP, including project programming, amendments, and coordination with Iowa DOT.

- PRODUCT/SCHEDULE:
  Final FFY 2027–2030 TIP submitted by July 15, 2026. *(primarily developed as part of the SFY 2026 TPWP)*

  Draft FFY 2028–2031 TIP submitted to Iowa DOT by June 15, 2027.

  Ongoing products include STBG and TA Set-aside application materials; meeting agendas, minutes, and public notices; TIP amendments and administrative modifications; project documentation; TPMS updates; and funding tracking records.

DRAFT

- BUDGET:

Staff Hours	Cost		Funding Source	
194.92	Personnel	$10,964.34	FHWA-SPR Carryover	$28.10
			FHWA-STBG Carryover	$685.70
			FTA-5311 Carryover	$28.10
	Direct Expenses	$438.57	FHWA-SPR New	$3,114.20
			FHWA-STBG New	$4,725.00
	Indirect Expenses	$3,216.21	FTA-5311 New	$3,114.20
			UERPC Local Match	$2,923.83
	Total:	$14,619.13	**Total:**	$14,619.13

Work Element 3: Transportation Planning

Subtask 3.1: Public Participation Plan (PPP)

- TASK OBJECTIVE:
  Ensure a transparent, accessible, and inclusive public participation process that supports informed decision-making and meaningful engagement in regional transportation planning.
- PROJECT DESCRIPTION:
  UERPC will implement the Public Participation Plan (PPP) to support engagement across all transportation planning activities, including the TIP, LRTP, and related studies. Engagement methods will include public meetings and hearings, targeted outreach, online tools, and surveys, as appropriate to the scale and scope of each activity. Efforts will focus on providing clear information, documenting input, and ensuring opportunities for participation throughout the decision-making process.
- PREVIOUS WORK:
  Implemented the PPP across transportation planning activities, including TIP development and amendments, LRTP adoption, and other planning efforts. Conducted public meetings, hearings, and surveys; documented public input; and expanded outreach through presentations and engagement opportunities. Completed the required five-year update of the Public Participation Plan in spring 2026.
- PRODUCT/SCHEDULE:
  Ongoing implementation of the PPP, including documentation of public notices, outreach activities, and public input. Activities will be conducted in accordance with adopted procedures to ensure compliance with state and federal requirements.
- BUDGET:

Staff Hours	Cost		Funding Source	
14.62	Personnel	$789.43	FHWA-SPR Carryover	$2.02
			FHWA-STBG Carryover	$49.37
			FTA-5311 Carryover	$2.02
	Direct Expenses	$31.58	FHWA-SPR New	$224.22
			FHWA-STBG New	$340.20
	Indirect Expenses	$231.57	FTA-5311 New	$224.22
			UERPC Local Match	$210.52
	Total:	$1,052.58	**Total:**	$1,052.58

Subtask 3.2: Passenger Transportation Plan (PTP)

- TASK OBJECTIVE:
  Support implementation of the Passenger Transportation Plan (PTP) by advancing strategies that improve coordination, accessibility, and delivery of passenger transportation services in the region.
- PROJECT DESCRIPTION:
  UERPC staff will coordinate and facilitate Passenger Transportation Advisory Group (TAG) meetings (typically 2–4 annually) to support regional coordination among transit providers, human service agencies, and other stakeholders.

  Staff will work with the region's transit provider and partners to implement priorities identified in the PTP, including coordination with major employers to address workforce transportation needs, evaluation of potential service enhancements (e.g., vanpools or work routes), and promotion of available transportation options. Activities will align with the current PTP (2024–2028) and may inform future plan updates.
- PREVIOUS WORK:
  Facilitated and administered TAG meetings; coordinated with the regional transit provider and partners to support planning and implementation of passenger transportation improvements.
- PRODUCT/SCHEDULE:
  TAG meeting agendas and minutes submitted to Iowa DOT by July 1, 2027.

  Ongoing coordination activities, participation in technical assistance opportunities, and documentation of PTP-related implementation efforts.
- BUDGET:

Staff Hours	Cost		Funding Source	
21.93	Personnel	$1,184.15	FHWA-SPR Carryover	$3.03
			FHWA-STBG Carryover	$74.06
			FTA-5311 Carryover	$3.03
	Direct Expenses	$47.37	FHWA-SPR New	$336.33
			FHWA-STBG New	$510.30
	Indirect Expenses	$347.35	FTA-5311 New	$336.33
			UERPC Local Match	$315.77
	Total:	$1,578.87	**Total:**	$1,578.87

Subtask 3.3: Long-Range Transportation Plan (LRTP)

- TASK OBJECTIVE:
  Maintain and implement the RPA-1 Long-Range Transportation Plan (LRTP) as the region's guiding framework for multimodal transportation investment and policy, and update or amend the plan as needed in accordance with the Public Participation Plan (PPP) and Iowa DOT guidance.
- PROJECT DESCRIPTION/TIMELINE:
  UERPC staff, in coordination with the Transportation Policy Board, advisory committees, and regional stakeholders, will implement the LRTP (Safe Mobility for Everyone), adopted July 23, 2025. The plan will guide project selection, funding decisions, and policy direction across all transportation modes.

  Staff will ensure the plan remains accessible and actively used by local jurisdictions and partners, including providing technical assistance, presentations, and letters of support for projects that advance LRTP goals. Amendments or updates will be completed as needed to reflect changing conditions, consistent with adopted procedures. The plan will remain in effect through its established planning horizon and interim update cycle.
- PREVIOUS WORK:
  Completed a full update and adoption of the LRTP (Safe Mobility for Everyone) on July 23, 2025. Prior to adoption, conducted plan development activities including data analysis, public and stakeholder engagement, and coordination with the Policy Board and committees. Supported use of the LRTP in project evaluation and funding decisions, including STBG and TA Set-aside programming.
- PRODUCT/SCHEDULE:
  Ongoing implementation and maintenance of the LRTP as a living document guiding regional transportation decisions. Activities include technical assistance, stakeholder coordination, documentation of plan amendments or updates as needed, data collection and mapping, and engagement with the RPA-1 Policy Board and advisory committees.

DRAFT

- BUDGET:

Staff Hours	Cost		Funding Source	
105.99	Personnel	$5,723.39	FHWA-SPR Carryover	$14.67
			FHWA-STBG Carryover	$357.94
			FTA-5311 Carryover	$14.67
	Direct Expenses	$228.94	FHWA-SPR New	$1,625.61
			FHWA-STBG New	$2,466.45
	Indirect Expenses	$1,678.86	FTA-5311 New	$1,625.61
			UERPC Local Match	$1,526.24
	Total:	$7,631.18	**Total:**	$7,631.18

Subtask 3.4: State and Regional Planning Initiatives

- TASK OBJECTIVE:
  Engage in state, regional, and local transportation initiatives that advance RPA-1 priorities, strengthen partnerships, and support implementation of regional and local transportation goals.

- PROJECT DESCRIPTION:
  UERPC staff will participate in and support transportation-related initiatives that complement the LRTP and respond to local and regional needs. Activities may include:

  - Support for development of local transportation plans, including technical assistance to communities addressing roadway, bridge, pedestrian, bicycle, trail, transit, safety, and connectivity needs.
  - Coordination and participation in regional planning efforts such as the Safe Streets and Roads for All (SS4A) tri-region planning process in partnership with RPAs 6 and 10, as well as initiatives such as Trees Forever Community Visioning in Volga, among others. Work includes coordination with consultants to develop transportation vision and safety action plans for communities in RPA-1.
  - Continued support for regional trail counting and related data collection efforts.
  - Provision of transportation-related data collection and analysis, including GIS and geospatial support.
  - Assistance with Safe Routes to School planning and coordination for schools and communities.

- PREVIOUS WORK:
  Participated in regional and local planning initiatives, including comprehensive planning, Safe Routes to School coordination, and trail and economic development efforts. Coordinated with partner organizations and coalitions, including the Highway 150 corridor initiative and regional trail development efforts.

  Initiated the multi-RPA SS4A planning effort in the second half of SFY 2026, including coordination with partner RPAs, procurement of a consultant, and project kick-off activities. Participated in county-level SS4A safety action planning efforts.

- PRODUCT/SCHEDULE:
  Activities are ongoing and vary by initiative. Products include coordination, technical assistance, data collection and analysis, and presentations to communities, partner organizations, and state-level stakeholders.

  UERPC will continue to communicate and present findings from the regional trail economic impact analysis, as appropriate. Trail count and survey data will be collected, maintained, and analyzed to support long-term planning efforts.

Coordination with the Highway 150 Coalition will continue, including data support, research, and presentations as requested.

Implementation of the multi-RPA Safe Streets and Roads for All (SS4A) planning effort will continue through SFY 2027, including coordination with partner RPAs and the consultant team, with work progressing through development of safety action plans.

- BUDGET:

Staff Hours	Cost		Funding Source	
222.94	Personnel	$12,038.85	FHWA-SPR Carryover	$30.85
			FHWA-STBG Carryover	$752.90
			FTA-5311 Carryover	$30.85
	Direct Expenses	$481.55	FHWA-SPR New	$3,419.39
			FHWA-STBG New	$5,188.05
	Indirect Expenses	$3,531.40	FTA-5311 New	$3,419.39
			UERPC Local Match	$3,210.36
	Total:	$16,051.80	**Total:**	$16,051.80

Work Element 4: Technical Assistance

- TASK OBJECTIVE:

  Serve as the regional resource for transportation planning expertise, providing technical assistance, data, and coordination to support local, regional, and statewide transportation efforts.

- PROJECT DESCRIPTION:

  UERPC staff will provide ongoing transportation technical assistance to communities, agencies, committees, and the public. Activities will support implementation of the LRTP, TIP, PTP, and related initiatives, and may include:

  - Maintaining and providing regional transportation data and analysis, including GIS support.
  - Distributing information on transportation funding opportunities, programs, and training resources to regional stakeholders.
  - Coordinating with Iowa DOT and partner agencies on transportation planning practices, requirements, and project development.
  - Supporting project development, including coordination with communities on STBG and TA Set-aside applications and related planning activities.
  - Providing research and technical support for Policy Board and committee activities.
  - Supporting passenger transportation coordination through collaboration with the regional transit provider and the Passenger Transportation Advisory Group (TAG).
  - Participating in and supporting implementation of SS4A safety action planning efforts.
  - Conducting transportation research, best practice review, and professional development activities.
  - Providing grant writing and administration support for transportation-related projects.

- PREVIOUS WORK:

  Provided technical assistance to communities, agencies, and stakeholders on transportation planning, project development, and funding opportunities. Supported grant applications for active transportation projects, including trails and pedestrian and bicycle infrastructure.

  Coordinated with Iowa DOT, regional partners, and local governments on transportation planning activities and requirements. Participated in regional and statewide meetings and events, including ICOG and county coordination meetings.

  Supported passenger transportation coordination through engagement with the regional transit provider and TAG. Assisted communities with project development, local transportation planning discussions, data needs, and GIS analysis.

Responded to local requests for assistance on roadway, trail, and multimodal transportation projects and provided ongoing research, data, and technical support.

- PRODUCT/SCHEDULE:
  Activities are ongoing. Products include technical assistance, data and GIS analysis, coordination with partner agencies, support for project development and grant applications, and responses to local transportation planning inquiries.
- BUDGET:

Staff Hours	Cost		Funding Source	
562.27	Personnel	$27,410.86	FHWA-SPR Carryover	$70.25
			FHWA-STBG Carryover	$1,714.25
			FTA-5311 Carryover	$70.25
	Direct Expenses	$1,096.43	FHWA-SPR New	$7,785.50
			FHWA-STBG New	$11,812.50
	Indirect Expenses	$8,040.52	FTA-5311 New	$7,785.50
			UERPC Local Match	$7,309.56
	Total:	$36,547.81	**Total:**	$36,547.81

Section 4: Budget Summary and Funding Sources

			Federal Funds								
Work Element	Subtask	Work Hours	FHWA SPR Carryover	FHWA STBG Carryover	FTA 5311 Carryover	FHWA SPR New	FHWA STBG New	FTA 5311 New	Total Federal	UERPC Local Match	TOTALS
Administration	TPWP	43	$7	$161	$7	$732	$1,110	$732	$2,748	$687	$3,435
	Admin. Overall	799	$123	$2,997	$123	$13,612	$20,653	$13,612	$51,120	$12,780	$63,900
	Equip./ Supplies		$3	$64	$3	$293	$444	$293	$1,099	$275	$1,374
	Subtotal	**842**	**$133**	**$3,222**	**$133**	**$14,637**	**$22,207**	**$14,637**	**$54,967**	**$13,742**	**$68,709**
Transp. Improv. Prog. (TIP)		**195**	**$28**	**$686**	**$28**	**$3,114**	**$4,725**	**$3,114**	**$11,695**	**$2,924**	**$14,619**
Transportation Planning	PPP	15	$2	$49	$2	$224	$340	$224	$842	$211	$1,053
	PTP	22	$3	$74	$3	$336	$510	$336	$1,263	$316	$1,579
	LRTP	106	$15	$358	$15	$1,626	$2,466	$1,626	$6,105	$1,526	$7,631
	Regional Planning	223	$31	$753	$31	$3,419	$5,188	$3,419	$12,841	$3,210	$16,052
	Subtotal	**366**	**$51**	**$1,234**	**$51**	**$5,605**	**$8,504**	**$5,605**	**$21,051**	**$5,263**	**$26,315**
Technical Assistance		**562**	**$70**	**$1,714**	**$70**	**$7,786**	**$11,812**	**$7,786**	**$29,238**	**$7,310**	**$36,548**
TOTALS		**1965**	**$282**	**$6,856**	**$282**	**$31,142**	**$47,248**	**$31,142**	**$116,951**	**$29,239**	**$146,191**

FHWA Statewide Planning & Research (SPR) program funding is transferred to FTA 5305e funding in a consolidated planning grant application.
FHWA Surface Transportation Block Grant (STBG) program funding is transferred to FTA 5311 program funding in a separate FTA transfer grant application.

Section 5: Resolutions/Board Approvals

Adoption Resolution Placeholder

Section 6: Additional Required Items

TPWP Revisions

- *Waiver of approvals*

  All work program changes require prior written Federal approval, unless waived by the awarding agency. The following table denotes the approving agency for various changes to work programs:

Revision Type:	Approving Agency:
Request for additional Federal funding	FTA/FHWA
Transferring substantive programmatic work to a third party (consultant)	FTA/FHWA
Capital expenditures, including the purchasing of equipment	FTA/FHWA
Transfer of funds allotted for training allowances	FTA/FHWA
Transfers of funds between categories, projects, functions, or activities which exceed 10% of the total work program budget, or when the Federal share of the budget exceeds $150,000	FTA/FHWA
Revision of the scope or objectives of activities	FTA/FHWA
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	IOWA DOT
Revisions related to work that does not involve federal funding	RPA-1

- *Revision and Approval Procedures*

  All revision requests will be submitted electronically to the Iowa DOT's Systems Planning Bureau. Four hard copies of the revision shall also be sent to Systems Planning, which will be forwarded to the DOT District, FHWA, and FTA for review and any necessary approvals.

  - Revision requests shall, at a minimum, include:
    - A letter detailing the work program revision(s).
    - 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, purchasing of equipment, or request for reimbursement.

- Revisions where **RPA-1** 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 regard to the procurement of equipment and services, there will be no notification of award, signed contract, placement of an order, or agreement with a contractor prior to receiving the necessary TPWP approvals.

Federal Planning Funds Carryover Policy

Background

Each year, federal planning funds from both the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) are combined into a new consolidated planning grant (CPG) under the FTA. This includes all federal transportation funds that are utilized by metropolitan planning organizations (MPOs) and regional planning affiliations (RPAs) in Iowa for planning, including FHWA metropolitan planning (PL), state planning and research (SPR), and surface transportation block grant (STBG) funds and FTA 5305d, 5305e, and 5311 funds. The FHWA funding sources are transferred to FTA for inclusion in the CPG, and once funds are part of an awarded CPG they are unable to be deobligated for other purposes.

Carryover is defined as any unspent funding that has been targeted to the agency, but is not included in the agency's current state fiscal year (SFY) budget. During the Transportation Planning Work Program (TPWP) development cycle, carryover 'targets' that show the current balances of carryover funding are provided to the agency along with targets for new federal funding. However, it should be noted that an agency does not have to wait for the next TPWP cycle to utilize carryover funding if there are anticipated needs in the current fiscal year. Unbudgeted funding is available to the planning agency to be amended into its budget at any time. Unspent funding from the prior SFY is available to the planning agency to be amended into its budget following close-out of the prior SFY.

When developing the TPWP, agencies are required to program carryover funding before programming new funding. When reimbursement requests are submitted to the Iowa Department of Transportation (DOT), payments are made by utilizing the oldest funding source in the agency's planning agreement. Funding is drawn down first by age, then sequentially by source. This helps streamline bookkeeping and ensure that funding within older CPGs is utilized prior to funding within newer CPGs.

Since MPOs and RPAs are allowed to carry over unused federal planning funds rather than being required to draw them down within a fiscal year, multiple CPGs are open at any given time. FTA has asked Iowa DOT to ensure funds are being drawn down in a timely manner and to work to limit the number of CPGs that are open. Furthermore, the new grant management system FTA launched in 2016 requires additional documentation and justification to keep a grant open past its original end date.

In order to satisfy FTA while still providing flexibility to MPOs and RPAs, Iowa DOT has implemented internal steps to reduce the number of CPGs that are open, and has also developed the policy outlined below. Internal steps that Iowa DOT has taken include discussing the necessity of STBG transfers with individual agencies when substantial carryover balances exist, and evaluating planning agreements and amending them if necessary early in the SFY to ensure any older funding that was unspent in the previous SFY is utilized prior to newer funding. The MPO/RPA carryover policy, which is outlined below, took effect as part of the SFY 2018 TPWP cycle.

The internal changes and the MPO/RPA carryover policy will help Iowa DOT manage carryover balances that have become problematic for a small number of planning agencies. Over time, reduced carryover balances will allow Iowa DOT to maintain fewer open CPGs. In addition, the policy will prevent unnecessary funding transfers from FHWA to FTA, thus enabling SPR and STBG funding to be used more efficiently.

Iowa DOT's Federal Planning Funds Carryover Policy for RPAs

At the beginning of the calendar year, each planning agency's average annual federal transportation planning expenditures, based on the past five state fiscal years, will be calculated. If an RPA has available carryover balances[1] totaling more than this average, the following will apply.

The RPA will receive its FTA allocation of 5305e and/or 5311 funding. The agency will not receive an SPR allocation or be allowed to transfer STBG funds for planning unless it can substantiate anticipated budget needs tied to significant expenditures (e.g., LRTP update, equipment purchases, consultant services, etc.).

Every year prior to or during the distribution of annual targets, each agency will be provided with its average annual federal expenditures and carryover balances and informed whether or not its SPR and/or STBG funds will be constrained due to available carryover balances. The agency will be provided an opportunity to respond and substantiate any anticipated significant expenditures during the upcoming contract year that would necessitate the SPR and/or STBG funding transfer. Iowa DOT will consider these needs and provide a response to the agency prior to distributing final targets. Any STBG constrained through this process will remain part of the planning agency's STBG balance and will be available for programming toward other projects. Any SPR constrained through this process will remain with Iowa DOT and be utilized as part of its SPR program.

[1] Carryover balances include any unspent funding that has been targeted to the agency but is not included in the agency's current SFY budget.

Cost Allocation Plan

UPPER EXPLORERLAND REGIONAL PLANNING COMMISSION
325 Washington Street, Suite A - Decorah, IA 52101

COST ALLOCATION PLAN

A. INTRODUCTION

Upper Explorerland Regional Planning Commission (UERPC) is a "council of governments" serving the counties of Allamakee, Clayton, Fayette, Howard, and Winneshiek Iowa. UERPC's mission is to promote regional cooperation and meet the planning and economic development needs of local governments as noted in Chapter 28H of the Code of Iowa. UERPC's main office is located in Decorah, Iowa.

UERPC administers a variety of programs with funding received from the Department of Commerce, Department of Transportation, Department of Labor, and Department of Housing and Urban Development.

B. COST ALLOCATION METHODOLOGY

This proposal is for a Cost Allocation Plan (Plan) to cover the period beginning July 1, 2026 and ending June 30, 2027. This proposal is based on UERPC's actual costs reconcilable to the audited financial statements for its fiscal year ending June 30, 2025. The status of our cost allocation plan is:

☐ (a) This is our initial request for the approval of our cost allocation plan. None of the federal agencies have ever officially approved of our cost allocation plan.

■ (b) We have received an official written approval of our cost allocation plan from The Department of the Interior on behalf of the Department of Commerce funding agency. The most recent acceptance letter was received on February 12, 2026 for the reporting period ending June 30, 2025.

☐ (c) We have received written approval of our cost allocation plan from Iowa Department of Transportation multiple times. However, we have been unable to obtain formal Federal Cognizant approval of our Indirect Cost Proposal.

The Plan has been established as a means of providing an adequate and equitable allocation of costs to the programs administered by UERPC. The allocation of costs is performed on a monthly basis. Formal accounting records are maintained to support the

cost allocation plan set forth below. UERPC maintains adequate internal controls to ensure that no cost is charged both directly and indirectly to Federal contracts or grants.

C. DIRECT COSTS

Direct costs are defined as costs incurred that can be specifically identified with a particular grant/program area. These costs may be identified using employee time sheet data, square footage methodology, usage records, direct program approved costs, and other methods as allowable for direct cost distribution.

Salaries & Wages

Semi-monthly, employees of the Planning Commission will be required to submit to the Finance Manager a time record documenting the number of hours worked in the individual grant/program areas. Gross salaries will be distributed and posted to each grant/program area according to timesheet percentages. Salaries and wages will be charged directly to the program for which work has been done. Costs that benefit all programs will be allocated to those programs based on the ratio of each program's salaries to the total of all direct salaries. See also "Indirect Labor" defined below.

Fringe Benefits - Direct

The Planning Commission has a formal written policy regarding the fringe benefits provided to its employees. The cost of employer contributions to social security, Medicare and the Planning Commission's retirement plan (IPERS and 457(b) option) are distributed based on each employee's individual payroll percentage calculated in any given month for the various grant/program areas.

Employer contributions to health, dental, vision, short term disability, long term disability and life insurance premiums are also distributed in accordance with each employee's individual payroll percentages. Fringe Benefits described within this section that benefit all programs will be allocated to those programs based on the ratio of each program's salaries to the total direct salaries. See also "Fringe Benefits – Indirect" defined below.

Leave Benefits -Direct

Leave costs, including annual leave, sick leave, holidays, and compensatory time will be distributed monthly to the grant/program areas according to each individual employee's time record percentages. Formal leave records are maintained for each employee of the Planning Commission.

Other Costs - Direct

Other direct costs will include but are not limited to advertising, car replacement, conference fees/training, consulting fees, contracted services, depreciation, dues & subscriptions, equipment purchases*, maintenance agreements, office rent, office supplies, postage, printing & reproduction, professional services, and travel & per diem.

* Equipment and other capital expenditures will be allowable as a direct cost provided that specific approval of such expenditures has been granted by the grant/program area and equipment is purchased in accordance with UERPC's procurement policy.
The accounting system records these costs as they are incurred within the series of accounts assigned for that purpose. Further distribution is not required.

D. INDIRECT COSTS

Indirect costs are costs incurred for common or joint objectives and therefore cannot be readily and specifically identified with a particular project or activity. Indirect costs are:

☐ (a) direct charged to all programs and grants, or

■ (b) grouped into common pool(s) and then distributed to benefiting activities by a cost allocation process.

☐ (c) none of the above. Indirect costs are _____.

E. COST POOL AND BASE FOR DISTRIBUTION

UERPC has created an "Allocated Cost Pool" consisting of indirect labor, indirect fringe benefits, indirect leave benefits, and other indirect costs (also referred to as "Allocated Costs").

Indirect (allocated) costs are defined as those costs incurred that benefit more than one grant/program area and cannot be directly assigned to one specific grant/program area. To allow for equitable distribution, the indirect (allocated) costs are distributed to the various program activities on the basis of total direct salaries and wages, including fringe benefits expended on those activities. See also footnote[1] below.

The Allocated Cost Pool consists of but is not limited to:

Indirect Labor

Indirect labor is defined as those salaries chargeable all grant/program areas. For purposes of this plan, indirect labor will include but is not limited to the hours worked by Planning Commission support staff. The director will report indirect labor hours as deemed necessary.

Fringe Benefits - Indirect

Indirect fringe benefits are defined in the same manner as noted above but apply only to indirect labor costs.

Leave Benefits - Indirect

Indirect leave costs are defined in the same manner as noted above but apply only to indirect labor costs. Formal leave records are maintained for each employee of the Planning Commission.

Other - Indirect

Indirect (allocated) costs may also include but are not limited to capital improvements, dues & subscriptions, equipment leases, janitorial, maintenance & repair, miscellaneous, office insurance, office supplies, printing & reproduction, postage, professional services, service contracts, telephone, travel, and utilities.

[1]To maintain reasonable and fair distribution of indirect (allocated) costs such as janitorial and utilities, the floor plan and square footage ratios of the office building(s) will be reviewed no less than bi-annually and changes to the indirect cost method in place will be made as deemed necessary to accommodate equitable cost sharing.

F. DESCRIPTION OF ACCOUNTING SYSTEM

UERPC uses a modified accrual system of accounting. Under the modified accrual basis of accounting, revenues are recognized when susceptible to accrual (i.e. when they become both measureable and available). "Measurable" means the amount of the transaction can be determined and "available" means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. Expenditures are recorded when the related liability is incurred.

The Plan of UERPC will be reviewed on a regular basis but no less than annually to determine that a fair and reasonable allocation of expenses is maintained and that such expenses are allowable in accordance with the provisions of each grant/program contract. The Plan will be presented annually to the Board of Commissioners and submitted to UERPC's cognizant agency as required.

G. ORGANIZATIONAL CHART

Attached

H. COST ALLOCATION PLAN CERTIFICATION

Attached

DRAFT

Certificate of Indirect Cost Proposal/Indirect Costs

upper explorerland regional planning commission

Serving Allamakee, Clayton, Fayette, Howard, and Winneshiek Counties
325 Washington Street, Decorah, IA 52101
PHONE: 563-382-6171, FAX: 563-217-7022
For deaf/hard of hearing, use Relay Iowa 711
www.uerpc.org

Certificate of Indirect Cost Proposal/Indirect Costs

This is to certify that I have reviewed the indirect cost proposal submitted herewith and to the best of my knowledge and belief:

(1) All costs included in this proposal dated **February 12, 2026**, to establish a:

- ☑ Cost Allocation Plan
- ☐ Indirect Cost Rate

for the fiscal year **July 1, 2026 to June 30, 2027** are allowable in accordance with the requirements of th Federal awards to which they apply and with Subpart E—Cost Principles of Part 200 as they apply to my:

- ☑ Governmental Organization
- ☐ Non-Profit Organization

(2) This proposal does not include any costs which are unallowable under Subpart E—Cost Principles of Par 200 such as (without limitation): public relations costs, contributions and donations, entertainment costs fines and penalties, lobbying costs, and defense of fraud proceedings; and

(3) All costs included in this proposal are properly allocable to Federal awards on the basis of a beneficial or causal relationship between the expenses incurred and the Federal awards to which they are allocated in accordance with applicable requirements. Further, the same costs that have been treated as indirect costs have not been claimed as direct costs. Similar types of costs have been accounted for consistently.

Subject to the provisions of the Program Fraud Civil Remedies Act of 1986, (31 USC 3801 et seq.), and the Department of Labor's implementing regulations, (29 CFR Part 22), the False Claims Act (18 USC 287 and 31 USC 3729); and the False Statement Act (18 USC 1001), I declare to the best of my knowledge that the foregoing is true and correct.

Rachelle Howe
(Signature)

Rachelle Howe
(Please Print Name)

Executive Director
(Title)

Upper Explorerland Regional Planning Commission
(Name of Organization)

March 31, 2026
(Date Signed)

DRAFT

Self-Certification of Procurement and Consultant Selection Procedures

upper explorerland regional planning commission

Serving Allamakee, Clayton, Fayette, Howard, and Winneshiek Counties
325 Washington Street, Decorah, IA 52101
PHONE: 563-382-6171, FAX: 563-217-7022
For deaf/hard of hearing, use Relay Iowa 711
www.uerpc.org

MPO/RPA Self-Certification of Procurement and Consultant Selection Procedures

This is to certify that I have reviewed the Iowa DOT Purchasing Rules (Iowa Administrative Code 761, Chapter 20) and will ensure procurements or the selection of consultant firms for projects to be reimbursed with federal transportation planning funds will follow the policies and procedures outlined in the above-referenced purchasing rules.

Further, I certify that the following requirements will be adhered to for procurements and consultant services to be reimbursed with federal transportation planning funds.

- Capital expenditures, including the purchase of equipment, will be a separate line item in an approved Transportation Planning Work Program (TPWP) if the anticipated total cost exceeds $5,000.
- An approved TPWP will specify that a project will involve consultant services prior to initiating the consultant selection process.
- Our agency will document the procedures utilized for the procurement or consultant selection, and will retain this documentation on file for a minimum of three years.
- When reimbursement is requested for capital expenditures or consultant services, we will provide our District Planner and the Systems Planning Bureau, through email or hard copy, invoices documenting the expenditure(s) and proof of payment at the time the associated reimbursement request is submitted.

I declare to the best of my knowledge and ability that we will adhere to the above requirements.

Rachelle Howe

(Signature)

Rachelle Howe
(Please Print Name)

Executive Director
(Title)

Upper Explorerland Regional Planning Commission
(Name of Organization)

March 31, 2026
(Date Signed)