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INTERSTATE 380 WITHDRAWAL AND SUBSTITUTION PROGRAM
IN THE
WATERLOO-CEDAR FALLS, IOWA
METROPOLITAN AREA



Prepared by the
Planning and Research Division
In Cooperation with the
Black Hawk County Metropolitan Area
Transportation Policy Board
and the
Federal Highway Administration

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INTRODUCTION

In September 1981, the local elected officials of the Waterloo-Cedar Falls Metropolitan Area and the Governor of Iowa, based upon the recommendation of the Iowa Transportation Commission, joined together in an action that will have an impact on many area residents and other Iowans well into the 21st Century.

That action, called the "Interstate 380 Withdrawal," and what has followed, called the "Interstate Substitution Program" should ultimately result in an investment of \$370 million of federal, state and local funds in street, highway, and public transit improvements throughout the metropolitan area of Black Hawk County in the next decade.

This report is intended to provide a capsule history about the Interstate Substitution Program, why it was chosen for the Waterloo-Cedar Falls area, how it works, what has been accomplished to date, and what to look for in the future.

I. HISTORY OF THE INTERSTATE SYSTEM IN IOWA: 1950s--PRESENT

Established in the 1950s

The National System of Interstate and Defense Highways was formally established and funded by Congress in the 1950s, to consist, when completed, of 41,000 miles of Interstates nationwide. Iowa's share of this original system was 709 miles, as shown on Figure 1. I-380 was not part of this system.

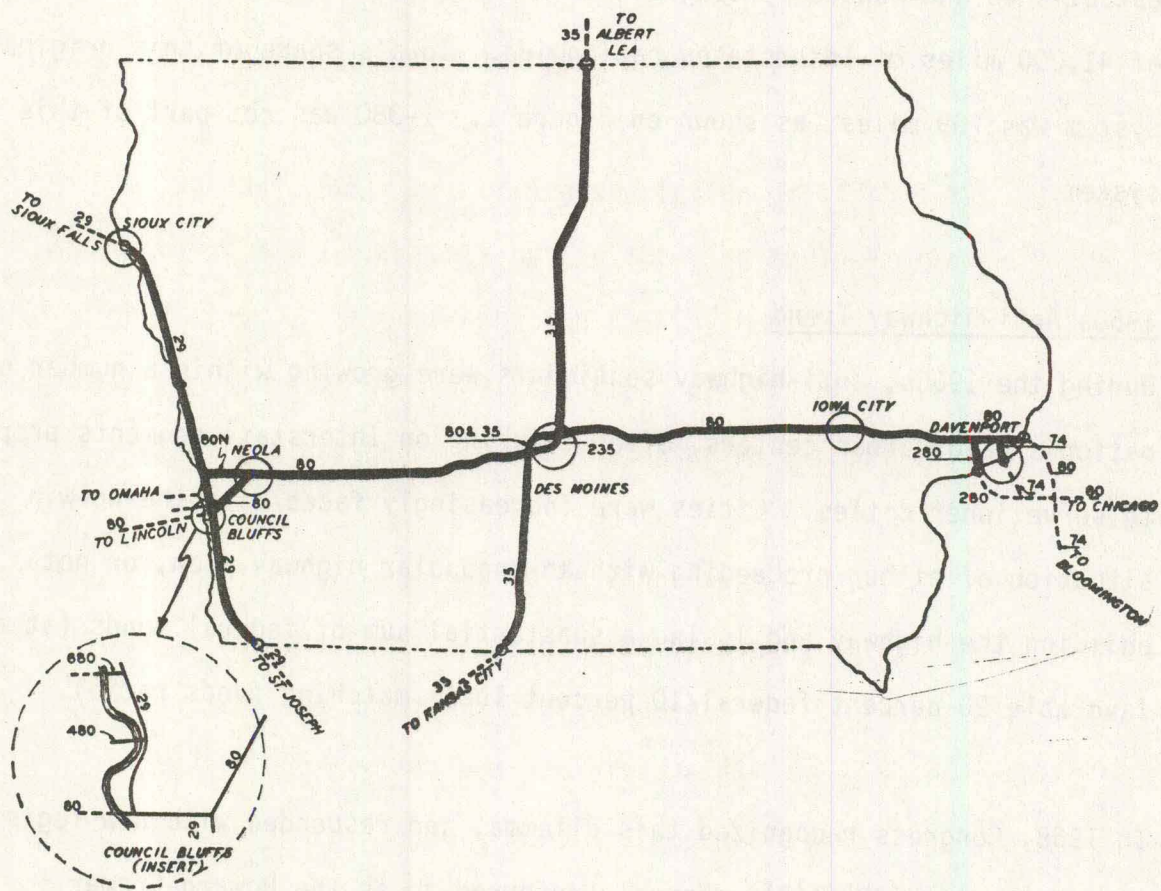
1960s Anti-highway Trend

During the 1960s, anti-highway sentiments were growing within a number of the nation's major urban centers, often focusing on Interstate segments proposed to serve inner cities. Cities were increasingly faced with the no-win situation of either proceeding with an unpopular highway plan, or not building the highway and losing a substantial sum of federal funds (at a very favorable 90 percent federal/10 percent local matching funds ratio).

In 1968, Congress recognized this dilemma, and responded with new legislation. Section 103(e)(2), commonly referred to as the Howard-Cramer amendment, was added to Title 23 of the U.S. Code, to allow Interstate-for-Interstate transfers. This gave the states the right to not build a particular Interstate highway, while permitting an equivalent-cost Interstate to be built elsewhere. Many urban Interstate segments were subsequently withdrawn and replaced by rural Interstates.

Figure 1

Iowa's original 709-Mile Interstate System
As Established by Congress During the 1950s



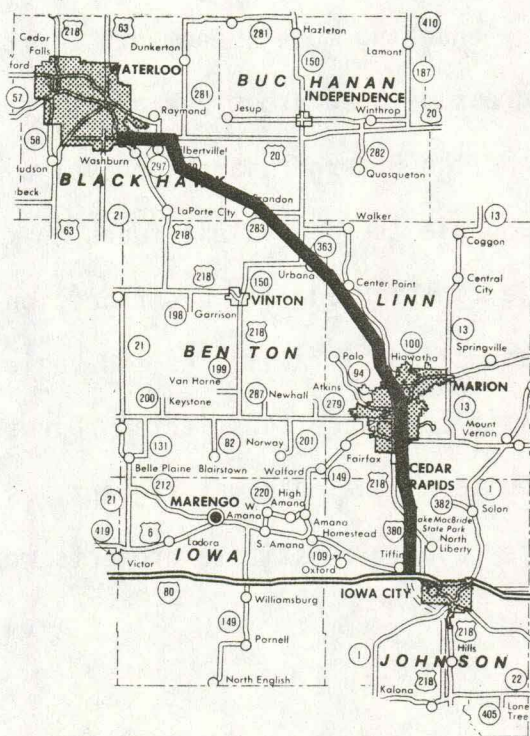
<u>Route</u>	<u>Miles</u>
29	148.8
35	218.5
74	5.4
80	292.2
80N	16.6
235	13.8
280	9.6
480	0.8
680	3.1
Total	708.8

I-380 Added

At the same time, Congress was being petitioned by many states to add mileage so that larger cities not served by the original mileage could be connected to the Interstate system. Congress responded by adding 1,500 miles to the system, increasing it to 42,500 miles. In December 1968, Iowa was granted two additional routes: I-380 from Iowa City to the southeast corner of Waterloo, and I-129 at Sioux City. The I-380 route is shown on Figure 2.

Figure 2

In 1968, 72.3 Miles of I-380 Was Added to Iowa's System, From I-80 Near Iowa City to The Southeast Corner of Waterloo.



I-380 Extended to Cedar Falls

From 1968 to 1974, state, city and county officials put forth a major effort to obtain the additional Interstate mileage, to extend I-380 approximately eight miles from its stopping point near US 218 and IA 412, through Waterloo to a point near the Cedar Falls CBD. This extension, locally named the "Intercity Freeway," was part of a planned triangle of major arterial highways forming the backbone of the area's street system (Figure 3).

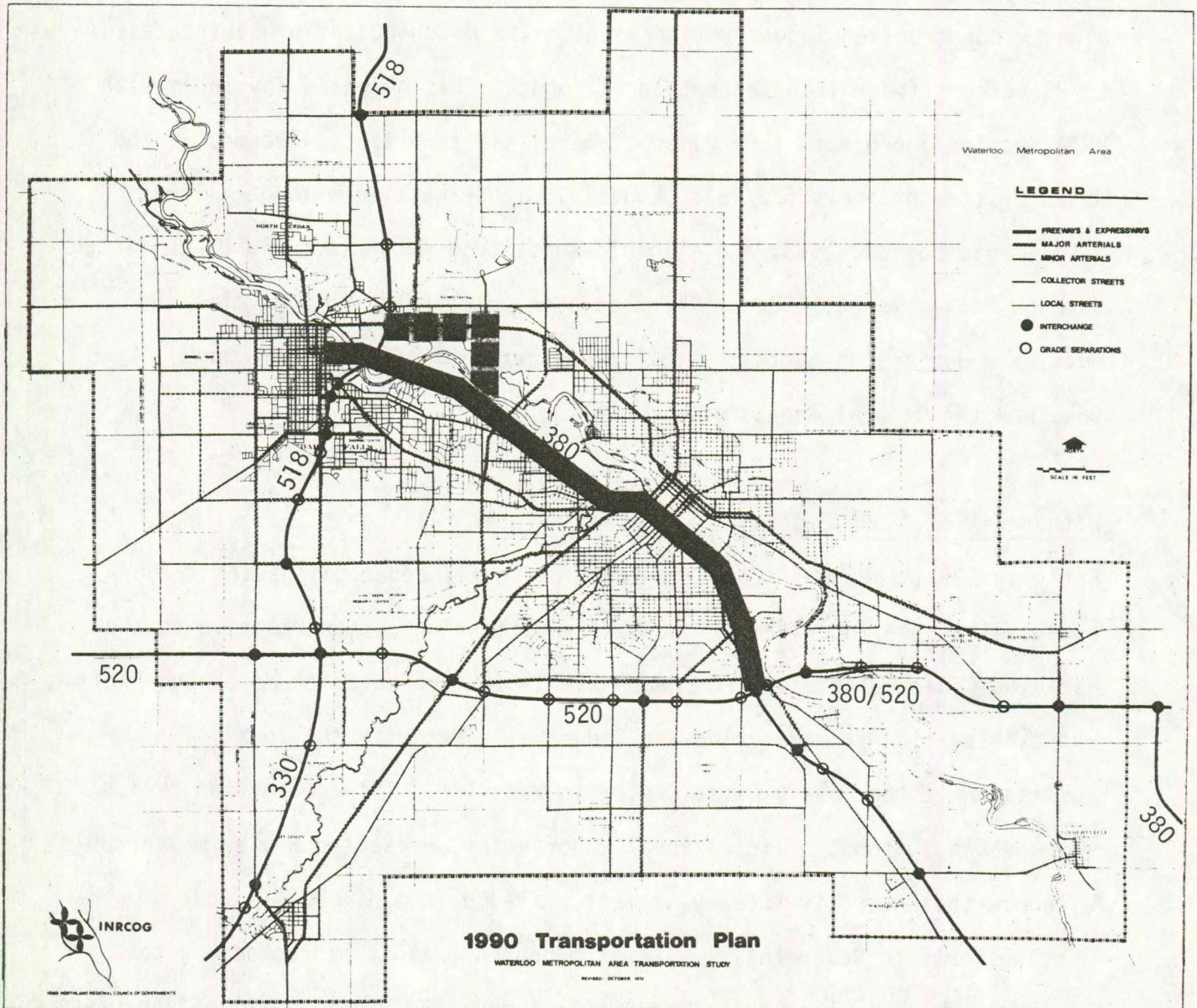
In June 1974, the U.S. Secretary of Transportation designated the Intercity Freeway as part of the I-380 route by reallocating to Iowa mileage "turned back" by other states. Through Location and Environmental Impact Studies subsequently completed by the Iowa Department of Transportation, the route's alignment was shifted northward toward the Waterloo Airport (Figure 3).

Expansion of Substitution Legislation by Congress

Congress, meanwhile, was continuing to react to strong anti-highway/pro-transit sentiment by enacting more amendments to its Interstate legislation. In 1973, Congress allowed urbanized areas (upon joint request of the local governments and the Governor, and approval by U.S. DOT) to withdraw an Interstate segment and use the equivalent funds to finance the same types of transit capital projects which qualify under Section 3 of the Urban Mass Transit Act (e.g., construction of facilities and vehicle purchases). The amount of funds authorized for these substitute projects was to be equal to the estimated cost of building that highway segment, as reported in the 1972 Interstate Cost Estimate (ICE). Substitute projects were to be funded from

Figure 3

In 1974, I-380 Was Extended 8.1 Miles From The Southeast Corner of Waterloo to Near the Cedar Falls CBD. Its Alignment Was Subsequently Altered As A Result Of Location Studies (Dashed Line).



the General Treasury (not the Highway Trust Fund) at an 80 percent federal/20 percent local matching funds ratio.

In 1976, Congress revised the law to allow non-Interstate highway projects as well as transit projects to be substituted. In addition, the authorized value of the withdrawn segment became the most recent Congressionally approved Interstate Cost Estimate plus the effects of inflation on the highway construction industry (indexing). The matching ratio was increased to 85 percent federal/15 percent local funds. This compares favorably with UMTA Section 3 projects (80/20) and federal-aid to Primary, Secondary, and Urban Systems projects (75/25). Finally, withdrawals were to be allowed until September 30, 1983, and eligible substitute projects could be initiated through September 30, 1986. (This has been interpreted to mean that they must be under design by that date.) The source of substitution funds remained the General Treasury.

Withdrawal of I-380 Extension in Waterloo-Cedar Falls

Early in 1981, Iowa DOT staff and local officials began discussing the potential of the Interstate withdrawal/substitution option relative to the Waterloo-Cedar Falls area. On March 31, 1981, then Waterloo Mayor Leo Roof and a delegation from Waterloo and Cedar Falls met with the Iowa DOT Commission at the Conway Civic Center in Waterloo. This delegation, which was speaking without official local endorsement, presented a plan which would withdraw the Intercity Freeway segment of I-380 from Mitchell Avenue northwesterly to Cedar Falls. It was proposed that it be replaced with a lower cost one-way pair between Mitchell Avenue and US 63 near the John Deere plant, and a new two-lane "beltway" to the east and north of Waterloo (Figure 4).

Figure 4

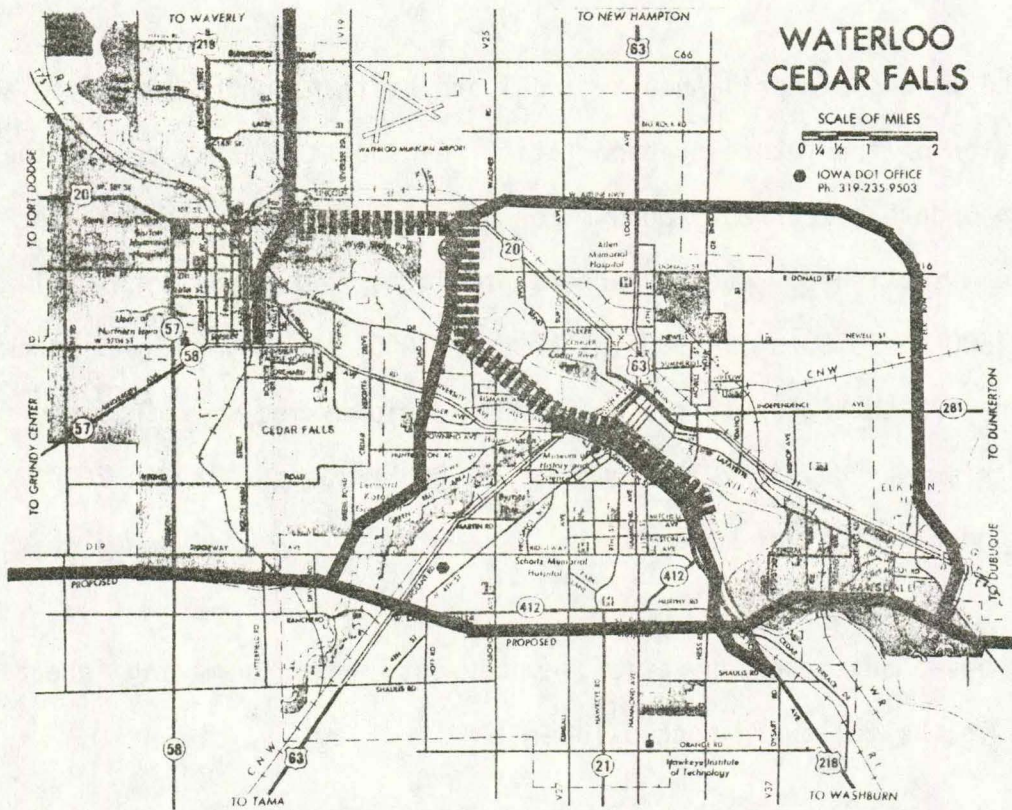
Proposed by the Waterloo/Cedar Falls Delegation
on March 31, 1981



Withdraw



Substitute



The delegation felt that the projects in their plan could be implemented much sooner than the I-380 project. Funds not spent on these routes would be made available for other highway and transit projects in the area.

Subsequent to this meeting, the Iowa DOT Commission and the elected officials of the area initiated an in-depth study of the Interstate Withdrawal/ Substitution concept. Of primary importance was whether the replacement of the Interstate facility with a complement of lesser projects throughout the area could adequately serve future traffic demands.

During the months of April-August, local and state planners conducted a total reevaluation of the future transportation needs of the area, called the Year 2000 Plan Update. Year 2000 population and employment projections for the area were established. Local planners predicted that population will grow from 119,500 in 1975 to 148,900 in the year 2000. Employment will grow from 57,500 in 1975 to 88,600 in the year 2000. Trip making will increase from 349,000 trips per day in 1975, to over 561,000 trips per day in 2000. (See Table 1 and Figure 5 for more detail).

Analysis based on these population, employment, and trip-making forecasts resulted in the following conclusions:

1. The area's existing street and highway system will not provide the needed traffic-carrying capacity for the traffic volumes expected by the year 2000 (even assuming the completion of projects now under construction, such as Relocated US 20 and the 6th Street bridge in downtown Waterloo). Year 2000 forecasted average daily traffic volumes are shown

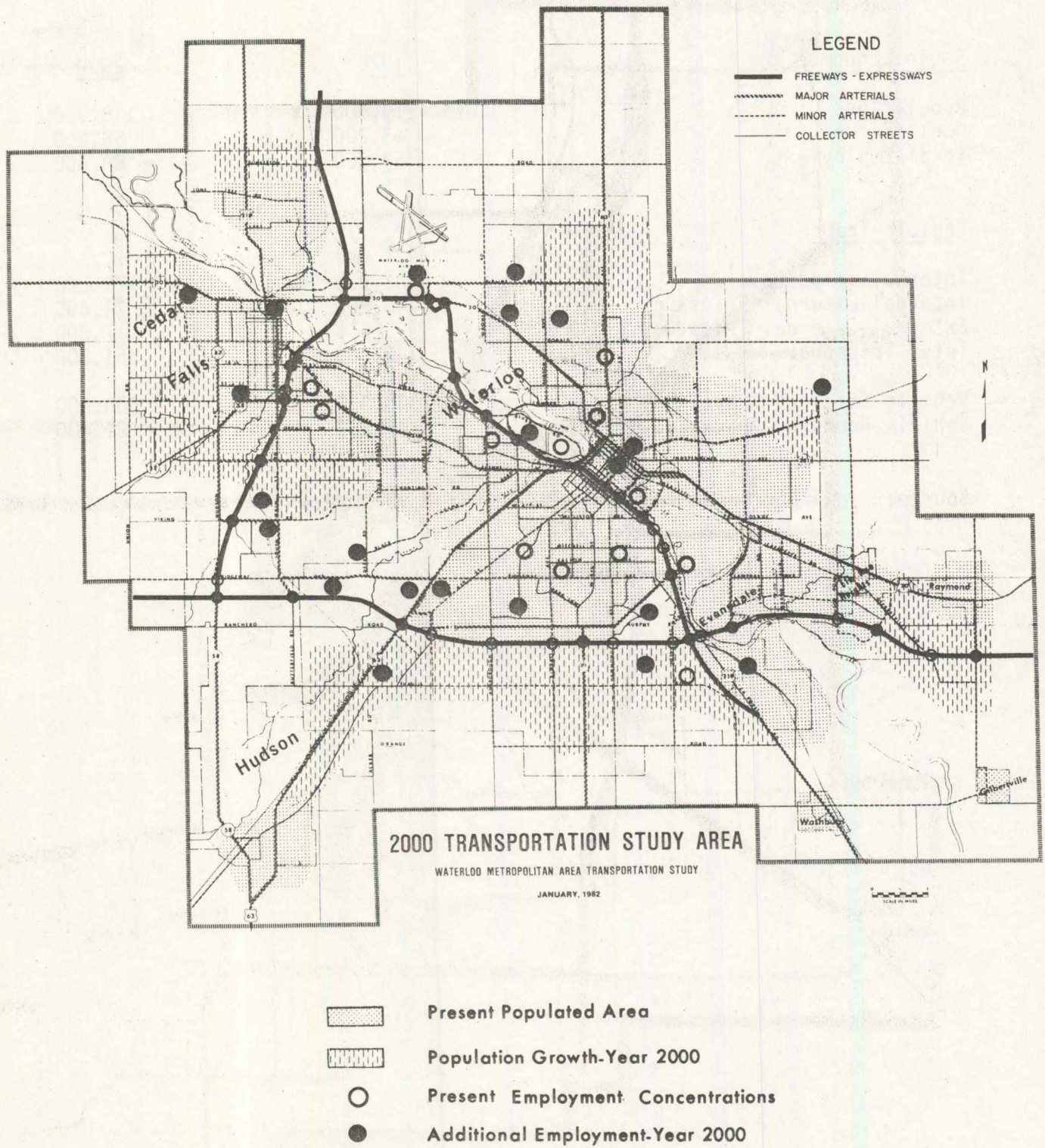
Table 1

Summary of Observed 1975 and Forecasted
2000 Socioeconomic and Vehicle Trips Data From the
Waterloo/Cedar Falls Metropolitan Area
2000 Transportation Plan

<u>Socio-Economic</u>	<u>1975</u>	<u>2000</u>
Population	119,500	148,900
Dwelling Units	43,200	58,600
Total Employment	57,500	88,600
 <u>Vehicle Trips</u>		
Internal Trips/Day	305,000	479,500
Internal-External Trips/Day	40,800	74,600
External-External Trips/Day	3,400	7,200
Total Trips/Day	349,200	561,300
 Vehicle Miles of Travel/Day	 1,380,900	 2,558,000
Vehicle Hours of Travel/Day	47,200	81,400

Source: Iowa Northland Regional Council of Governments

Figure 5
Year 2000 Population and Employment Growth Areas



in Figure 6. Major congestion problems are foreseen in the US 218 and US 20 corridors, connecting Waterloo and Cedar Falls; the north-south IA 58-US 218 corridor in Cedar Falls; US 63 from downtown Waterloo north out of the area, and in several isolated locations throughout the area. These are shown on Figure 7.

2. It is feasible to "downgrade" the I-380 corridor from a full freeway limited-access design to a less expensive arterial street partial-access alternative.

Following this study, in September, October, and November of 1981, a sequence of events occurred which resulted in the withdrawal from the Interstate System of the I-380 extension through Waterloo and Cedar Falls.

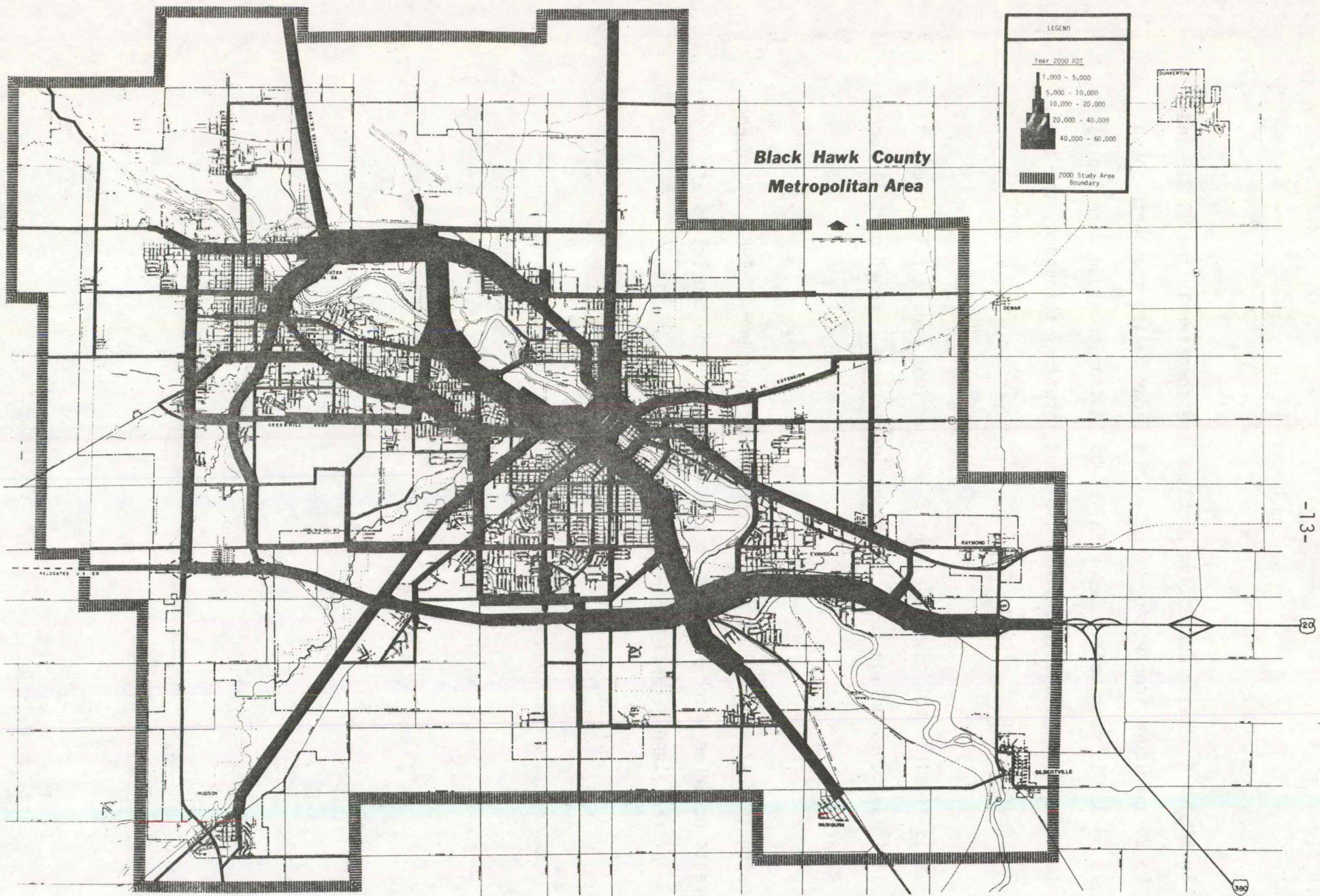


Figure 6
Year 2000 Forecasted Average Daily Traffic Volumes
on 2000 Transportation Plan Network

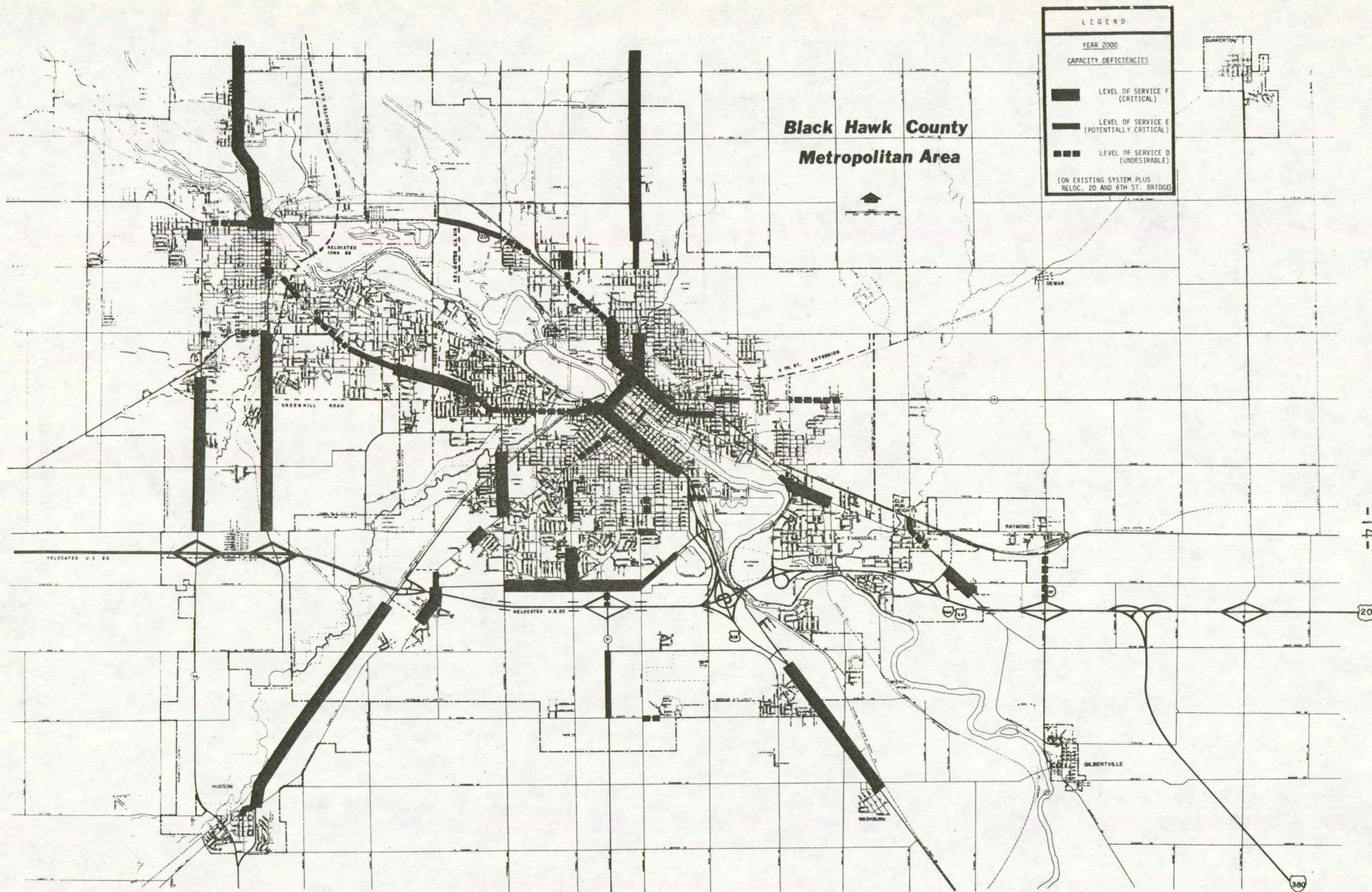


Figure 7
Forecasted Capacity Deficiencies in the Year 2000
On the Existing Street System Plus Relocated US 20 and
the Waterloo 6th Street Bridge

II. HOW THE WITHDRAWAL AND SUBSTITUTION PROCESS WORKS

Rules and Regulations

Many of the requirements and procedures for this program are apparent from the preceding discussion on history and legislation. The following is a list of the relevant "ground rules" of the Interstate Withdrawal/Substitution process as they existed just prior to I-380 withdrawal in 1981.

1. Withdrawal request:

- required approval of U.S. DOT by September 30, 1983.
- submitted jointly by Governor and affected local governments.
- directed to FHWA and UMTA administrators.

2. Substitution funds:

- available to the state upon FHWA and UMTA approval of the withdrawal.
- amount made available by withdrawal would be equal to the federal share of the estimated total cost of the withdrawn segment, indexed to the withdrawal date.
- would come from the General Treasury.

3. Substitution projects:

- may be street, highway, transit vehicles, transit facilities (e.g., transfer facilities), or nonrecreational pedestrian/bicycle facilities which are safety-related to highway projects.
- must be listed in a concept program of projects, approved by FHWA prior to September 30, 1983--no projects added after this date. This is described further in Chapter V.
- are only eligible for Interstate Substitution funds if in the concept program. The concept program describes the type of project, termini, length, size and type of facility, estimated cost, type and number of vehicles, etc.
- must serve the withdrawal area (in this case the Waterloo/Cedar Falls metropolitan area), or be a connecting rural corridor.
- must be based on the Continuing, Cooperative and Comprehensive (3C) Urban Transportation Planning Process.
- must be under construction or under contract for construction by September 30, 1986. (This has been interpreted to mean that at least design must be underway.)

Recent Changes

Until 1983 the funding for the program was entirely from the General Treasury and allocated to the states at the discretion of the Secretary of Transportation, but on the basis of project earmarking by Congress. The 1982 Surface Transportation Assistance Act (STAA) signed into law on January 6, 1983, changed several aspects of the program.

- Substitution for highway improvements were funded entirely from the Highway Trust Fund (a major allocation of the increased federal fuel tax).
- Substitutions for transit purposes were continued from the General Treasury.
- Seventy-five percent of the authorized Highway Trust Funds are distributed to the states by formula, 25 percent at the discretion of the Secretary of Transportation.
- Transit funds are appropriated annually from the General Treasury. Distribution is 50 percent by formula, 50 percent at the discretion of the Secretary of Transportation.
- Ended indexing of the program cost estimate.

III. THE SUBSTITUTION DECISION-MAKING PROCESS

Local-State Partnership

Previous discussion indicates that the withdrawal and substitution process is conducted jointly by the local governments and the Governor (who designated the Iowa DOT Commission as his agent). While the Interstate withdrawal and substitution program are locally initiated activities, the Iowa DOT Commission is an equal partner, in that it must concur in all actions requested locally, and must administer the implementation of highway substitution projects. All highway substitution funds are apportioned to the Iowa Department of Transportation for administration.

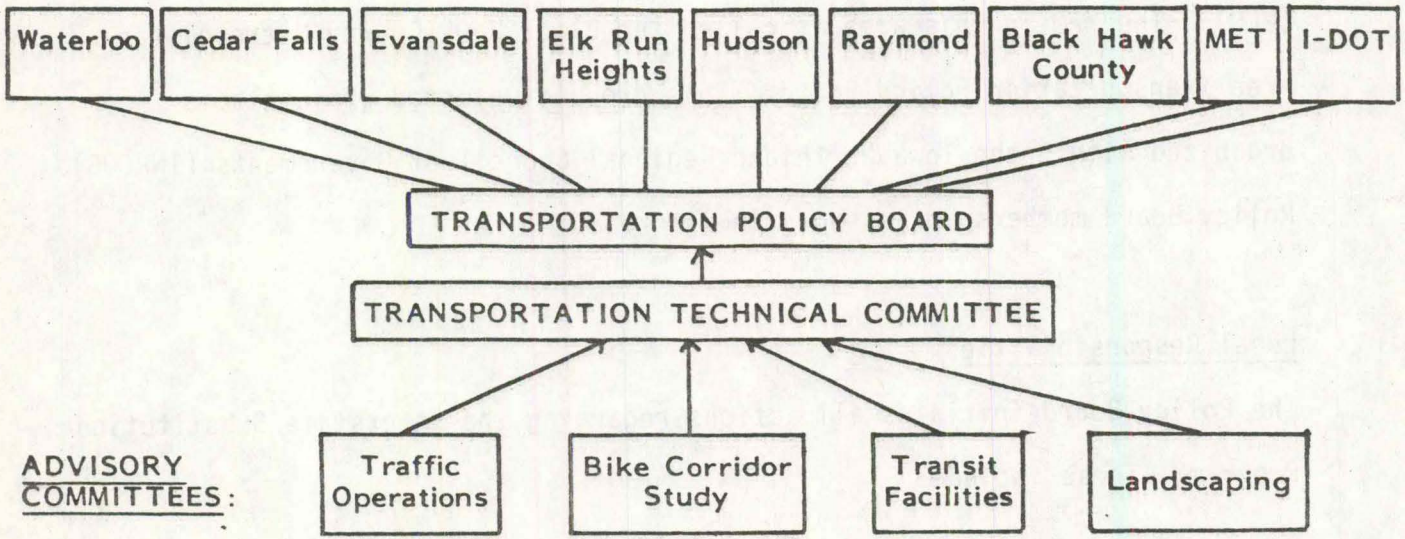
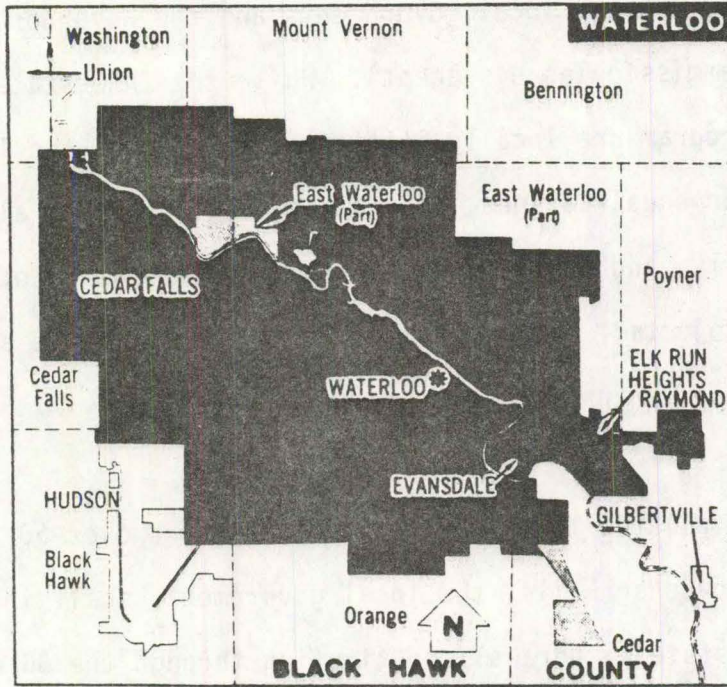
Congress has stipulated that in a metropolitan area over 50,000 population such as Waterloo-Cedar Falls, the local governments shall initiate actions regarding Interstate withdrawal/substitution through the 3C urban transportation planning process for the area. This process was formally mandated by Congress in 1962, and is governed by the Metropolitan Planning Organization (MPO). The MPO in this area is called the Black Hawk County Metropolitan Area Transportation Policy Board. This group of elected officials is organized within the Iowa Northland Regional Council of Governments (INRCOG). Policy Board membership is shown in Figure 8.

Local Responsibilities

The Policy Board initiates all actions regarding the Interstate Substitution Program. These include:

Figure 8

Black Hawk County Metropolitan Area Policy Board
Area and Organization



- the withdrawal request,
- the concept program,
- prioritization of highway and transit substitution projects,
- annual and short-range (5-year) programming of substitution projects, and
- request Iowa DOT to obtain federal fund obligation for approved programmed projects.

State Responsibilities

The Iowa DOT Commission responsibilities are:

- concur with and jointly request withdrawal,
- provide input (through Policy Board participation) to concept program,
- approve concept program and submit to FHWA and UMTA,
- provide input to and approve Policy Board's priorities,
- program its primary system substitution projects in concert with Policy Board's program,
- assist local governments to develop projects which meet all federal location, right-of-way, design, and construction guidelines, and
- obtain FHWA obligation of substitution funds for all local and state highway projects.

The Commission is not directly involved in the administration of transit projects developed by the cities.

IV. POTENTIAL SUBSTITUTION FUNDS AVAILABLE

Method of Computation Prescribed by Congress

Congress legislated in Chapter 23, Code of Federal Regulations, Part 476 the method for determining the total substitution funds made available by a withdrawal. The law reads that "When the withdrawal of an interstate segment is approved under paragraph (a) of this section, an amount equal to the Federal share of the cost to complete the withdrawn segment as shown in the latest Interstate System cost estimate approved by Congress is authorized for substitute projects." The law also specified that this amount will be increased or decreased (indexed), according to observed construction cost trends, to account for changes in construction costs between the base year of the latest approved Interstate System Cost Estimate (ICE), and the date of approval of each substitution project. This was intended to make the program inflation-proof. (This indexing provision was later eliminated by Congress in the 1982 Surface Transportation Assistance Act.)

Application to Waterloo-Cedar Falls Area

The latest approved Interstate Cost Estimate (ICE), as of April 1981, was the 1979 report to Congress. This document is produced biennially by FHWA, with the assistance of the states, and must receive Congressional approval. It is a computation of the total cost for constructing all incomplete segments of the Interstate System nationwide, and it becomes the basis for computing each state's share of the total amounts of Interstate funds periodically authorized by Congress.

Based on the 1979 Interstate Cost Estimate (ICE), indexed to 1981, it was determined that if the Intercity Freeway portion of I-380 were to be withdrawn, \$314.8 million of federal funds would be available for substitution projects. When local match is added to the federal funds, a total of \$370.4 million is expected to be made available for substitution projects. The computation of this amount is shown in Table 2.

Table 2

Method for Computation of Interstate
Substitution Funds Available to
the Waterloo/Cedar Falls Metropolitan Area

Basis: 1979 Interstate Cost Estimate
(Prepared in 1978 using 1977 construction costs)

Estimated cost* of the withdrawn segment	\$218.6M
Federal share (90%)	196.8M
Inflated from 1977 to 1981 (x 1.6)**	314.8M
Project value $\frac{314.8}{.85}$	370.4M

*This cost includes \$40M originally included for rail relocation.

**From FHWA highway construction composite index.

V. THE CONCEPT PROGRAM: SUBSTITUTION PROJECT ELIGIBILITY

Approval

The concept program which lists and describes projects eligible for Interstate Substitution funds was completed in the summer of 1983. It was prepared by the INRCOG staff, with input from all local, county and state jurisdictions. Titled the "Black Hawk County Metropolitan Area Interstate Substitution Concept Program," it was approved by the Policy Board on June 24, 1983, by the Iowa DOT Commission on August 3, 1983, and by the U.S. DOT on September 29, 1983.

Summary

The Concept Program included approximately 371 street and highway projects and six transit projects. The list consisted of:

- construction of streets on new locations,
- resurfacing, reconstruction and widening of existing streets,
- safety improvements to streets (e.g. signals),
- bicycle-pedestrian paths, skywalks,
- bridges,
- transit transfer facilities, and
- transit vehicles.

The total estimated cost (in 1983 dollars) of these eligible substitution projects was about \$484 million. The 85 percent federal share was \$411 million. Table 3 summarizes the project costs by jurisdiction and type.

Table 3
Summary of Concept Program Project Costs

<u>Project Type</u>	<u>Total Cost</u>	<u>85% Federal Share</u>	
New Construction	\$201,701,000	\$171,445,900	} \$346,038,700 (Highway Trust Fund)
Reconstruction	168,023,400	142,819,900	
Safety Upgrading	2,926,000	2,487,100	
Bridge Construction	12,551,000	10,668,300	
Resurfacing	11,024,100	9,370,500	
Pedestrian Walkways	10,880,000	9,248,000	
Transportation Centers	10,316,000	8,768,600	} \$9,987,500 (General Treasury)
Transit Vehicles	<u>1,434,000</u>	<u>1,218,900</u>	
Total	\$418,885,500	\$356,027,200	

The philosophy of the Policy Board at the time was that until time allowed more study of project needs and priorities, the list should include all potential projects. Thus, the Concept Program represented a potential over-programming of the \$314.8 million by 25 to 30 percent.

Street and highway projects represent nearly \$400 million of the total Concept Program cost. The maps in Figures 9 and 10, showing the locations of these projects, illustrate the potential impact of the program to the area.

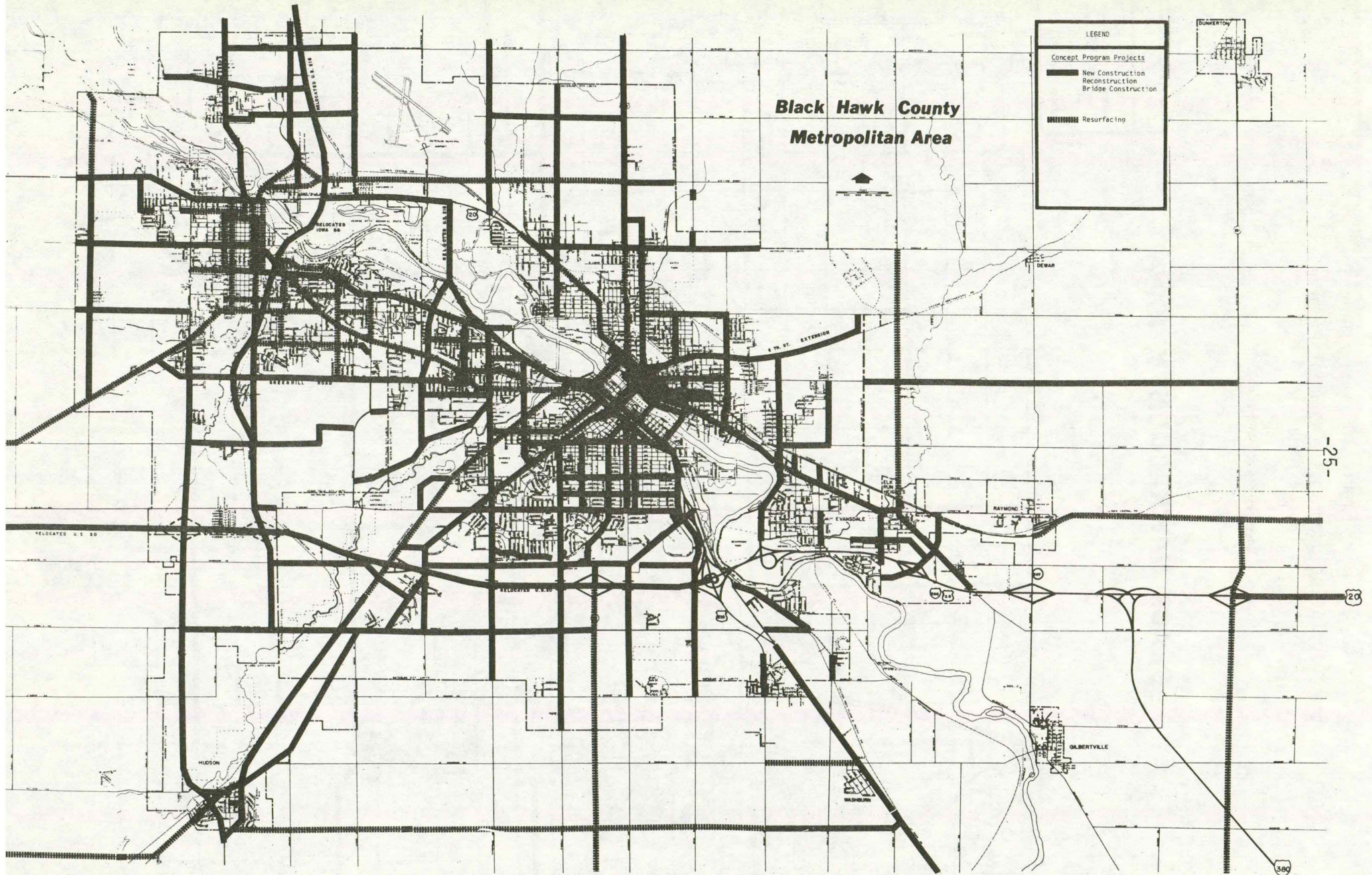


Figure 9
Projects Included in the Concept Program
(Metropolitan Area)

Figure 10

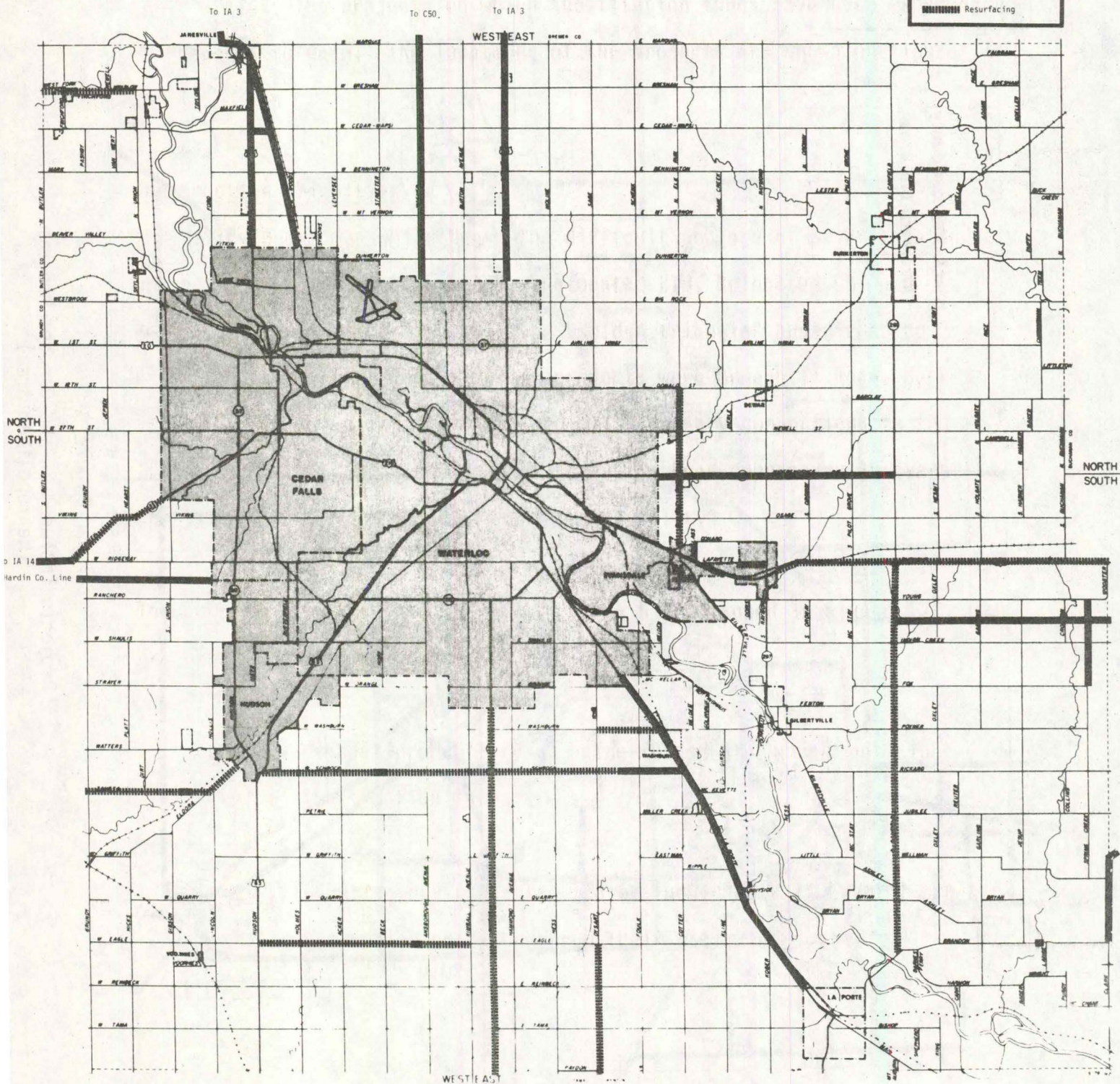
Projects Included in the Concept Program
(Rural Area)

BLACK HAWK COUNTY, IOWA

LEGEND

Concept Program Projects

- New Construction
- Reconstruction
- Bridge Construction
- Resurfacing



VI. ACCOMPLISHMENTS

Project Design

After withdrawal was approved in 1981, the state and local jurisdictions began gearing up to construct projects at a rate which would keep pace with the large allocations of federal funds which were anticipated. The larger highway projects, which were to consume the majority of the substitution funds, were in various stages of development. These included:

- Relocated US 218--Needed supplemental Environmental Impact Statement (EIS), corridor/location approval by FHWA, then design; four to five years from construction.
- Relocated IA 58--Formerly Arterial 518. Required a complete EIS, corridor/location approval, then design; six to seven years from construction.
- Relocated US 20--Formerly Arterial 520. Ready for immediate construction to IA 21. Segments from IA 21 to Grundy County Line were in various stages of design.
- Hackett Road, 5th/6th Street, Greenhill Road--These city street projects were, with the exception of the 6th Street Cedar River bridge; three to five years from construction. The 6th Street bridge was ready to build.

The Policy Board therefore decided that the location study and design of projects, called Preliminary Engineering (PE), should be the immediate priority. This would place projects "on the shelf" for construction as funds were made available by Congress.

Table 4 lists the projects on which substitution funds have been expended for PE purposes to date. The locations of the projects are shown on Figures 11 and 12.

Construction Priorities

The Policy Board meanwhile began the difficult process of prioritization of projects for future construction. Relocated 218, Relocated 58, and Relocated 20 were locally dubbed the "golden triangle" and given top priority. Other unanimous priority projects were Greenhill Road, Hackett Road, the 5th/6th Street corridor and all necessary connections to the triangle, such as the McCoy Road-Gilbertville Road connection in Evansdale, and 18th Street and Waterloo Road in Cedar Falls.

The current priorities are listed in Table 5 and mapped in Figure 13. They are organized into three groups:

Level I--Highest probability of being funded at current anticipated level of substitution funds.

Level II--Contingency projects. To be funded only if Level I project actual construction costs underrun their estimated costs.

Table 4

Expenditures of Interstate Substitution Funds for
Project Location and Design Studies (PE)
June 30, 1985

<u>Project</u>	<u>Federal Share of Cost</u>
Metropolitan Area Signal Study	\$ 186,334
IA 58: Black Hawk Creek Bridges	29,750
Relocated 218: Mitchell Ave. to US 20	2,561,265
US 20: IA 57 to Main Street in Cedar Falls	75,000
IA 58: Relocated 20 to IA 57	25,500
US 63: IA 58 in Hudson to Four-Lane Section	17,000
US 218: Cedar River Bridge & US 20 Intersection in Cedar Falls	8,500
Relocated 218: US 20 to C57	25,500
Relocated 58: Relocated 20 to US 20	25,500
San Marnan Drive: 4th Street to I-380	256,055
Ansborough Ave.: Ridgeway Ave. to University Ave.	304,275
5th/6th Street: US 218 to US 20	123,685
Donald Street: US 20 to Sage	245,240
Kimball Ave.: San Marnan Dr. to 4th Street	233,965
Shaulis Road: US 63 to Ansborough Ave.	231,755
West 4th Street: Shaulis Rd. to Ansborough Ave.	215,290
Hoff Road: West 4th Street to Shaulis Rd.	50,770
Hanna Boulevard: Falls Ave. to Rainbow Dr.	31,180
Dysart Road: Shaulis Rd. to Orange Rd.	34,020
Ansborough Ave.: University Ave. to Maynard Ave.	92,995
Greenhill Rd.: IA 57 to Hackett Road	373,010
I-380 Connection: Gilbertville Rd. to US 20	46,995
Gilbertville Rd.: Elk Run St. to I-380	5,950
Falls Ave.: University Ave. to Cleveland Ave.	82,373
Independence Ave.: 6th St. to Idaho St.	85,595
6th Street Extension	303,890
Viking Rd.: Hudson Rd. to Deere Rd.	162,825
Total	<u>\$5,834,217</u>

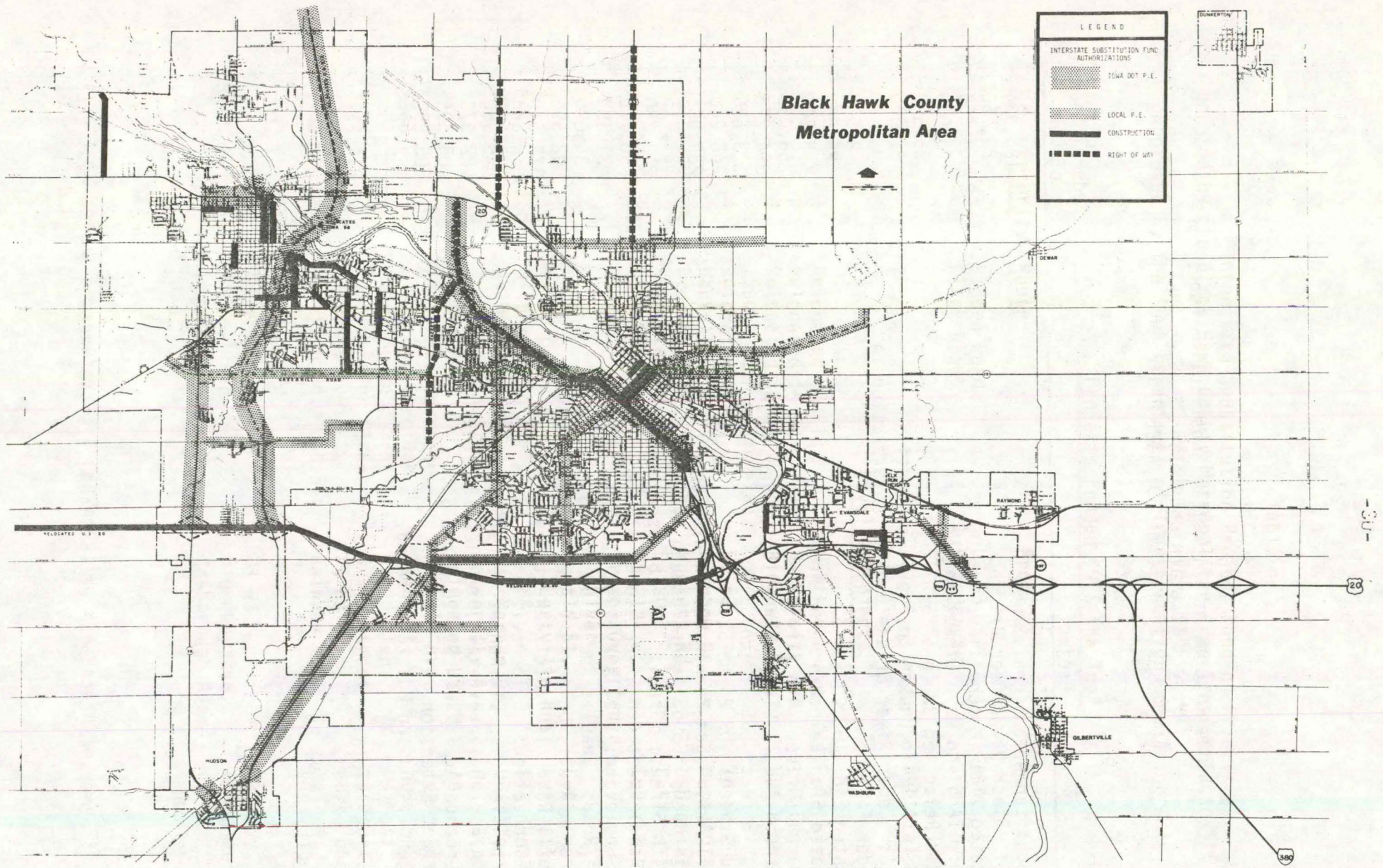


Figure 11
 Authorizations of Interstate Substitution
 Funds to Date for Project Design (PE),
 Right of Way, and Construction

Figure 12

Authorizations Of Interstate Substitution
Funds To Date For Project Design (PE),
Right of Way, and Construction
(Rural Area)

BLACK HAWK COUNTY, IOWA

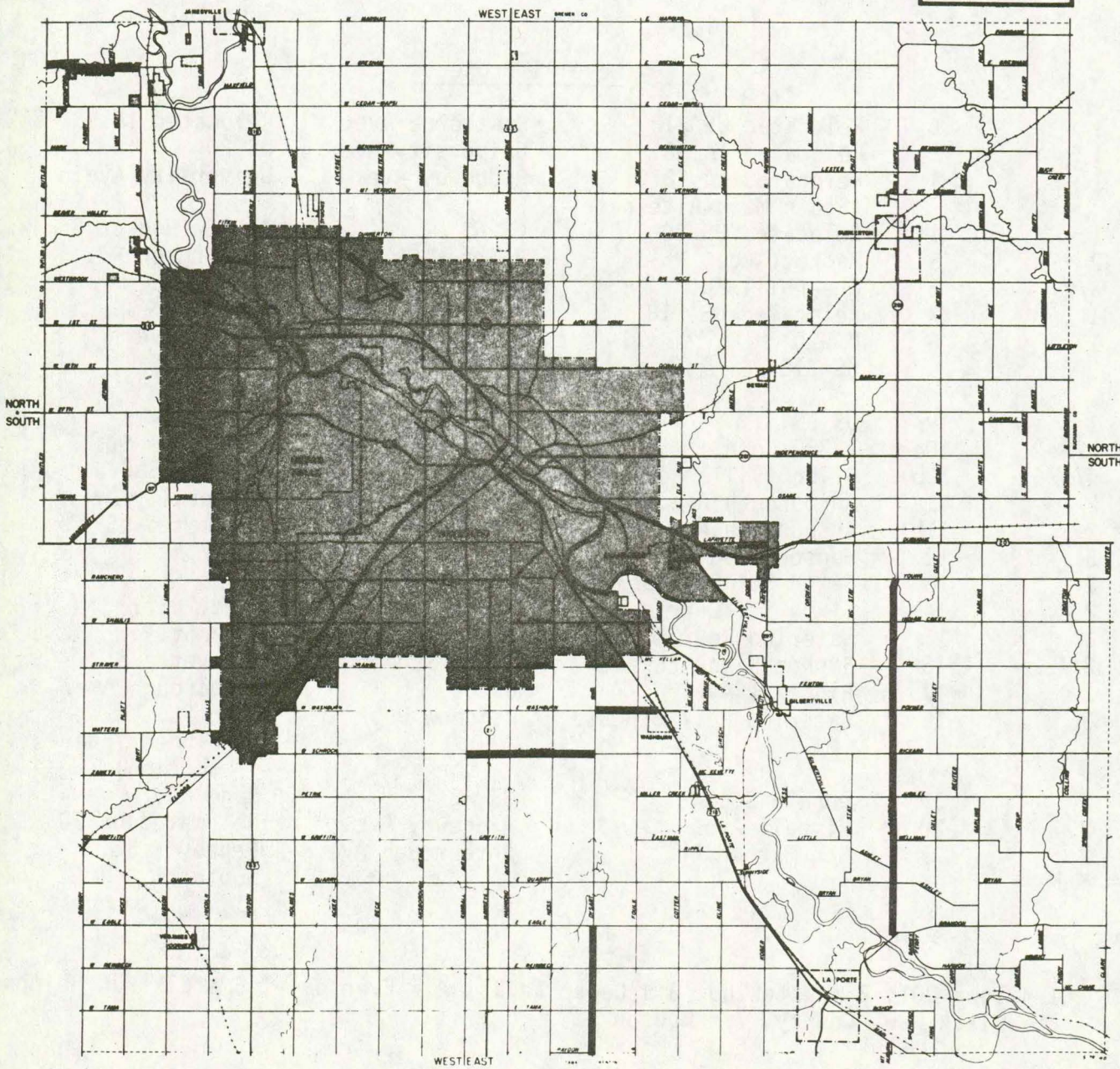
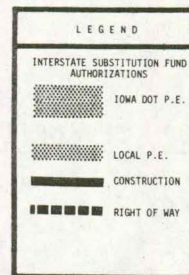


Table 5

Interstate Substitution Project Funding Priorities
 Adopted by the Black Hawk County Metropolitan Area Transportation Policy Board
 March 22, 1985, and
 Approved by the Iowa Department of Transportation Commission July 16, 1985

Projects Funded "Off the Top"

<u>Jur.*</u>	<u>Priority</u>	<u>Route</u>	<u>From</u>	<u>To</u>	<u>Cost (\$1,000's)</u>
6/7/2	--	Eldora Road	US 63	Shaulis Rd.	\$ 800
6	--	Clark Road	Brandon Rd.	½ Mi. N. of Wellman	450
				Subtotal	\$ 1,250

Level 1 Projects

1	1	Relocated US 218	Hawthorne Ave.	Relocated IA 58	\$122,052
1	2	Relocated IA 58	University Ave.	US 20	43,800
1	3	Relocated IA 58 (South Main Alternate)	Ridgeway Ave.	University Ave.	7,000
1	4	Relocated US 20	US 63	IA 58 (Hudson Rd.)	3,840
2	5	Hackett Rd.	Rainbow Dr.	Huntington Rd.	10,395
3/2	6	Greenhill Rd.	Hackett Rd.	Hudson Rd.	12,000
1	7	Relocated US 218	US 20	C-57	7,000
1	8	US 20 US 218	US 218 Bridge Over Cedar River	Cedar River	2,100
1	9	US 63	Donald St.	C-66	6,016
5/8	10a	I-380 Conn.	Gilbertville Rd.	Lafayette St.	2,000
4/5/6	10b	Gilbertville Rd.	I-380	Elk Run S.C.L.	450
2	11a	Ansborough Ave.	San Marnan Dr.	University Ave.	7,900
2	11b	Ansborough Ave.	University Ave.	Relocated US 218	3,700
3	12	Hudson Road	Relocated US 20	IA 57	3,900
2	13	Sixth St. Corridor	Kimball Ave.	Idaho St.	12,806
2	14	Sixth St. Corridor	Idaho St.	Newell St.	3,500
3	15	Waterloo Rd./13th	Grand Blvd.	Main St.	2,000
2/4	16	Bishop-River Forest	Sixth Street	Lafayette St.	3,800
2	17	Ridgeway Ave.	US 63	Ansborough Ave.	2,584
3	18	Waterloo Rd./18th St.	Rainbow Dr.	Main St.	1,428
				(Includes Inter-section)	
2	19	Donald St.	US 63	Sage Rd.	1,500
2	20	Kimball Ave.	Ridgeway Ave.	Relocated US 20	2,000
2	21	San Marnan Dr.	Ansborough Ave.	Penney's St.	4,775
				Subtotal	\$266,546

*1 = Iowa DOT, 2 = Waterloo, 3 = Cedar Falls, 4 = Evansdale, 5 = Elk Run Heights, 6 = Black Hawk County, 7 = Hudson

Table 5 (cont.)

Level II Projects

<u>Jur.*</u>	<u>Priority</u>	<u>Route</u>	<u>From</u>	<u>To</u>	<u>Cost</u> <u>(\$1,000's)</u>
2	22	Cleveland St.	University Ave.	Relocated US 218	2,690
1	23	Relocated US 20	IA 58	IA 57	2,365
2	24	Kimball Ave.	San Marnan Dr.	S.C.L.	1,275
3	25	Viking Rd.	Hudson Rd.	S. Main St.	1,900
2	26a	W. Fourth St.	Hoff Rd.	Shaulis Rd.	4,699
2	26b	Hoff Rd.	Shaulis Rd.	San Marnan Dr.	
2	26c	Shaulis Rd.	US 63	Hoff Rd.	
2	27	Fourth St.	Ansborough Ave.	San Marnan Dr.	2,371
2	28	Dysart Rd.	Shaulis Rd.	Orange Rd.	860
2	29	Independence Ave.	Sixth St.	Idaho St.	1,500
2	30	Falls Ave.	Cleveland St.	University Ave.	1,225
2	31	18th St.	Washington St.	Franklin St.	8,145
				Subtotal	<u>\$ 27,030</u>

Level III Projects

2	32	Franklin/Mulberry St.	Utica St.	Colorado St.	\$ 4,670
2	33**	Donald St.	US 20	US 63	3,000
2	34**	11th St.	Washington St.	Franklin St.	2,383
1	35**	US 20	US 218	Union Rd.	4,949
2/3	36**	Rainbow Dr.	Waterloo Rd.	Hackett Rd.	3,500
2	37**	Hackett Rd.	Huntington Rd.	Black Hawk Rd.	1,007
3	38**	Huntington Rd.	Cedar Heights Dr.	E.C.L.	314
1	39	US 63	Hudson C.L.	Ranchero Rd.	5,000
3	40	Greenhill Rd.	Hudson Rd.	IA 57	1,001
5	41**	Gilbertville Rd.	US 20	Elk Run S.C.L.	460
4	42**	River Forest Rd.	Central Ave.	Lafayette St.	900
2	43**	Fletcher Ave.	US 63	University Ave.	1,315
3	44**	Union Rd.	First St.	12th St.	1,955
2/3	45**	Black Hawk Rd.	Ansborough Ave.	Deere Rd.	2,000
3	46**	Lake St.	Center St.	Leversee Rd.	4,100
6	47	Independence Ave.	E.C.L.	V-51	2,500
2	48**	Mitchell Ave.	Kimball Ave.	La Porte Rd.	2,200
2	49**	Ridgeway Ave.	Ansborough Ave.	San Marnan Dr.	750
2	50**	Maynard Ave.	Letsch Rd.	Ansborough Ave.	635
2	51**	Third St. Conn.	Ansborough Ave.	US 63	735
1	52	US 218	Shaulis Rd.	Washburn Rd.	6,206

*1 = Iowa DOT, 2 = Waterloo, 3 = Cedar Falls, 4 = Evansdale, 5 = Elk Run Heights, 6 = Black Hawk County, 7 = Hudson.

**These Level III projects were authorized to proceed for possible future IX funding of P.E. work, on March 22, 1985.

Table 5 (cont.)

<u>Jur.*</u>	<u>Priority</u>	<u>Route</u>	<u>From</u>	<u>To</u>	<u>Cost</u> <u>(\$1,000's)</u>
3	53**	Big Woods Rd.	Dunkerton Rd.	Lincoln St.	3,772
2	54**	Shaulis Rd.	Hoff Rd.	IA 21	2,000
3	55**	Dunkerton Rd.	Relocated US 218	US 218	2,402
3	56	Lincoln St.	E. Main St.	E.C.L.	2,200
3	57**	Viking Rd.	S. Main St.	Cedar Heights Dr.	2,500
3	58	Grand Blvd.	Park Dr.	Edwards Ave.	53
3	59	Galloway St.	Grand Blvd.	Rainbow Dr.	125
3	60	12th St.	Main St.	W.C.L.	2,500
3	61	Orchard Dr.	S. Main St.	Chapman Ct.	450
3	62	Boulder Dr.	Orchard Dr.	University Ave.	133
3	63	Fourth St.	Highland Dr.	Hudson Rd.	180
2	64**	W. Fourth St.	Ansborough Ave.	Kimball Ave.	1,600
2	65**	Williston Ave.	W. Fourth St.	Relocated 218	1,920
2	66	W. Ninth St.	Williston Ave.	Relocated 218	980
2	67**	Easton Ave.	Kimball Ave.	La Porte Rd.	2,140
2	68**	Hess Rd.	Orange Rd.	Shaulis Rd.	1,420
2	69	Fletcher Ave.	US 63	W. Fourth St.	900
2	70	Baltimore St.	W. Fifth St.	Ridgeway Ave.	1,010
2	71	Rainbow Dr.	Hackett Rd.	Westfield Ave.	1,420
2	72	Hammond Ave.	Orange Rd.	San Marnan Dr.	1,770
2	73	Mobile St.	Sixth St. Ext.	Newell St.	1,385
2	74a	Lafayette St.	E. Park Ave.	E. Fourth St.	
2	74b	Lafayette St.	E. Sixth St.	River Forest Rd.	3,300
2	75a	Sycamore St.	E. Park Ave.	E. Fourth St.	
2	75b	Sycamore St.	E. Sixth St.	Vinton St.	1,800
2	76	Cedar Terrace Rd.	Texas St.	Shaulis Rd.	1,720
3	77	Kimball Ave.	Ridgeway Ave.	Fourth St.	820
				Subtotal	\$ 88,080

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6 = Black Hawk County, 7 = Hudson

**These Level III projects were authorized to proceed for possible future IX funding
of P.E. work, on March 22, 1985.

Source: Iowa Northland Regional Council of Governments.

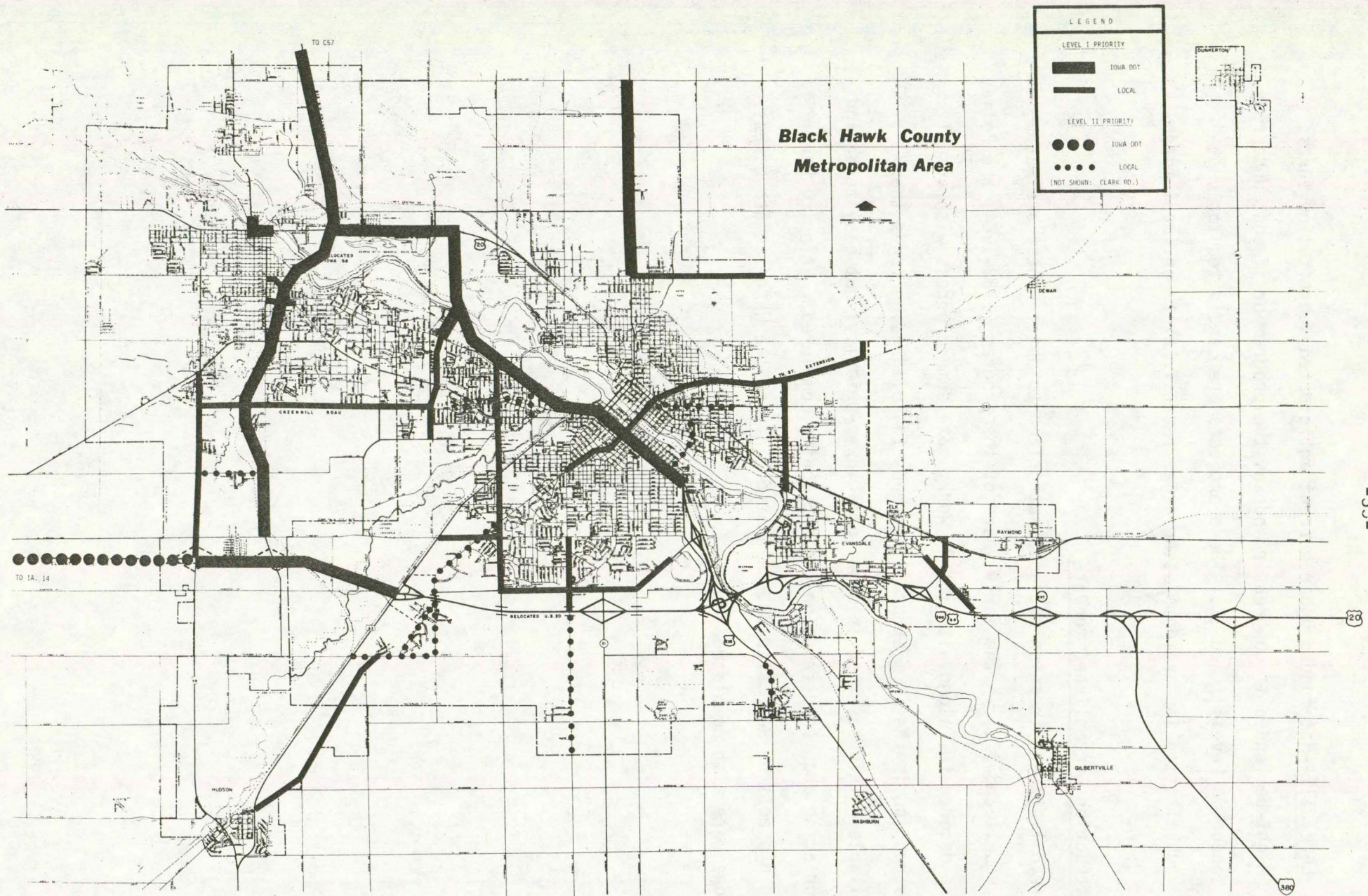


Figure 13

Priorities for Future Construction
with Interstate Substitution Funds

Level III--Not funded under current anticipated substitution funds. Might be funded if Congress reindexes the program or if cost underruns occur in Levels I and II. These projects are candidates for post-substitution improvements using other federal, state or local funds.

Construction Accomplished to Date

Table 6 lists construction projects authorized to date. These are mapped on Figures 11 and 12. In the early years of the program (1982-1984) the Policy Board decided to, along with its PE work, make some progress with actual construction in the form of projects ready to build using funds then available. This resulted in some local lower-priority, but easy-to-design resurfacing and reconstruction projects being completed. Priority Level I type projects on Relocated 20, Relocated 218, and the Waterloo 6th Street bridge were also completed.

Table 6

Expenditures to Date of Interstate Substitution Funds for
Right-of-Way and Construction
June 30, 1985

Project	Federal Share of Cost	
	ROW	Const.
Relocated 218: Mitchell Ave. to US 20	\$10,920,755	\$ 1,482,256
Relocated 20: US 63 to IA 58		10,962,879
Relocated 20: IA 21 to US 63		7,178,675
US 63: Donald St. to C66	1,399,100	
Hess Rd.: Bopp St. to US 218 tiedown		228,665
IA 412: 4th St. to Hammond Ave.		586,655
US 218: Cedar River Bridge & US 20 Intersection in Cedar Falls	490,450	
Signals: US 218, IA 412 & IA 21		224,638
Relocated 20: I-380 to IA 21		2,176,730
Relocated 20: IA 57 to IA 58		8,623,637
Hackett Rd.: Black Hawk Rd. to Rainbow Dr. 6th St. Bridge	1,573,705	2,732,730
5th St./6th St.: US 218 to US 20		4,995
E. Park Ave.: Cedar River to Franklin St.		622,345
Wagner Rd.: US 20 to N.C.L.	211,976	
I-380 Connection: I-380 to McCoy Rd.	38,909	380,155
Gilbert Dr.: Burr Oak Ave. to McCoy Rd.		349,020
McCoy Rd.: 5th St. to Gilbert Dr.		349,590
River Forest Rd.: Gilbert Dr. to Central Ave.		392,140
Schrock Rd.: Kimball Ave. to Dysart Rd.		127,978
Canfield Rd.: .5 Mi. N. of La Porte City N. 8 Mi.		357,775
Washburn Rd.: Dysart Rd. to US 218		66,605
Dysart Rd.: Tama Co. to Eagle Rd.		113,225
Winslow Rd.: Bremer Co. to Union Rd.		136,741
Resurface 11 Streets in Cedar Falls		1,614,455
Total	\$14,634,895	\$38,711,889

VII. LOOKING AHEAD

Status

Today, four years after Interstate substitution was first proposed to the Iowa DOT Commission by the Waterloo-Cedar Falls delegation, construction under the program is about to begin moving ahead rapidly. The number of local and state projects designed and ready to be built as funds become available increases virtually month by month. The Policy Board, by establishing the local prioritization of project candidates, has assured that the most critically needed transportation facilities will be constructed with Interstate substitution funds as they become available. Most importantly, Congress has provided some assurance of funding for the highway projects in the program through underwriting its cost from the Highway Trust Fund.

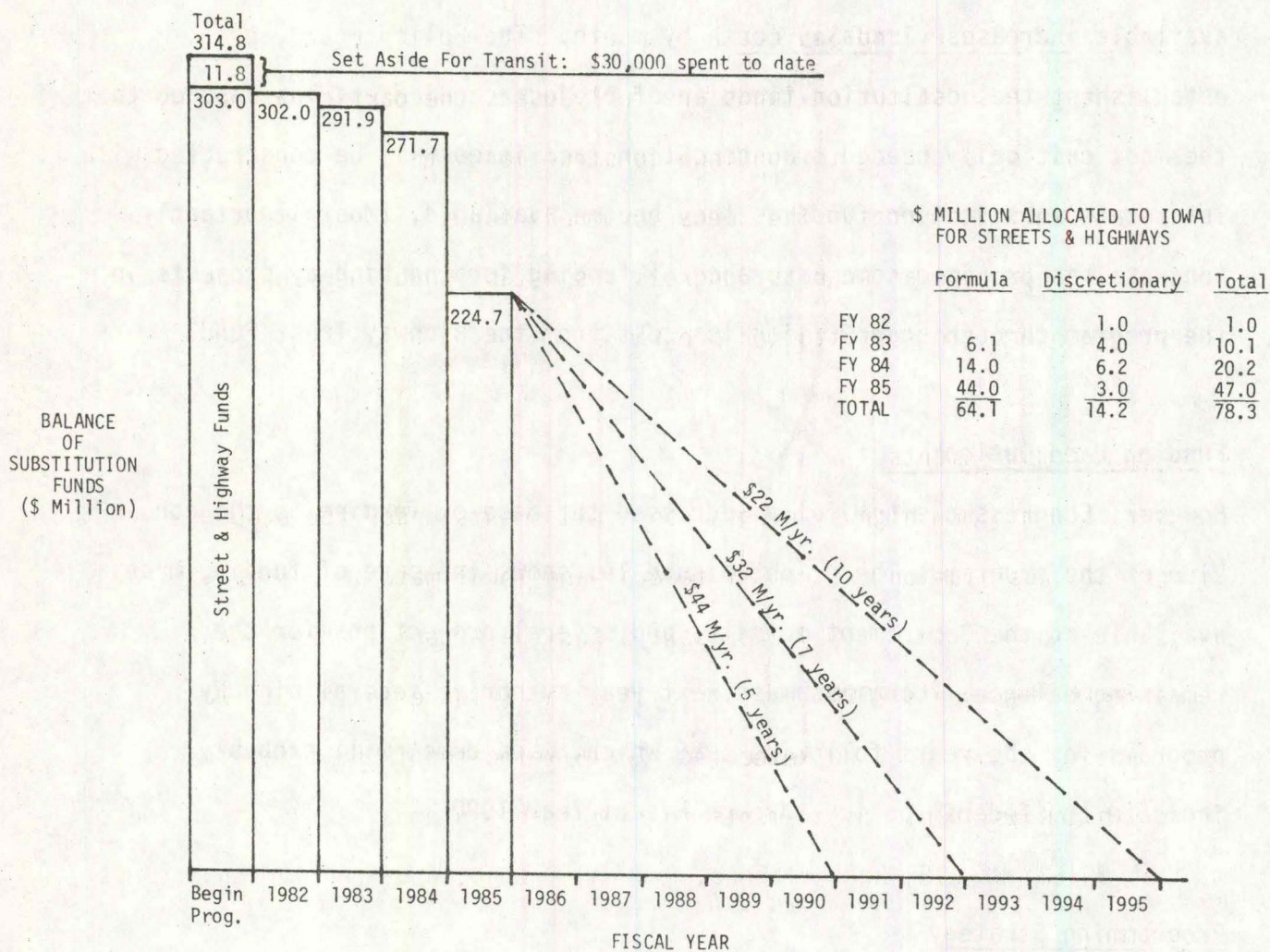
Funding Pace Outlook

However, Congress has not fully addressed the pace of funding to the conclusion of the program. The graph, Figure 14, shows the pace of funding made available to the Department to date, and several projections for the remaining balance. Congress must next year authorize federal highway programs for the years following 1986 which, when done, will probably indicate the federal policy through Fiscal Year 1990.

Programming Strategy

Meanwhile, the Iowa DOT and the local governments must continue to develop the higher-priority projects at a rate such that funds can be used as available. A concern with the program is that the ultimate sum of federal funds is fixed at \$314.8 million, and delays in fund utilization will increase the

Figure 14
Substitution Program Funding Outlook



cost of the projects due to inflation. The buying power of the remaining balance is now eroding at the rate of about five percent annually. To minimize that loss, it is necessary to manage the program aggressively, including maintaining the capability to capture discretionary funds as available. A continuing backlog of available projects will be created for that purpose, beginning in 1986.

Utilization of Other Fund Sources

When Interstate substitution funds are fully used, the participating jurisdictions must be prepared to continue construction with other federal, state and local funding sources. The needs for these funds will become clear for programming purposes as soon as Congress has established the final funding under the Interstate substitution program.

Minimum Accomplishments

The probable minimum highway program accomplishments under the proposed Interstate substitution program of federal and local matching funds will be the completion of the Freeway-Expressways and the Arterial streets and highways in the area's 2000 Transportation Plan (Figure 15). This will include the Relocated US 20/Relocated US 218/Relocated IA 58 triangle of primary highways, plus improvements to radial and internal circulation routes such as US 63, US 218, Hackett Road, Greenhill Road, and the 5th/6th Streets Extension.

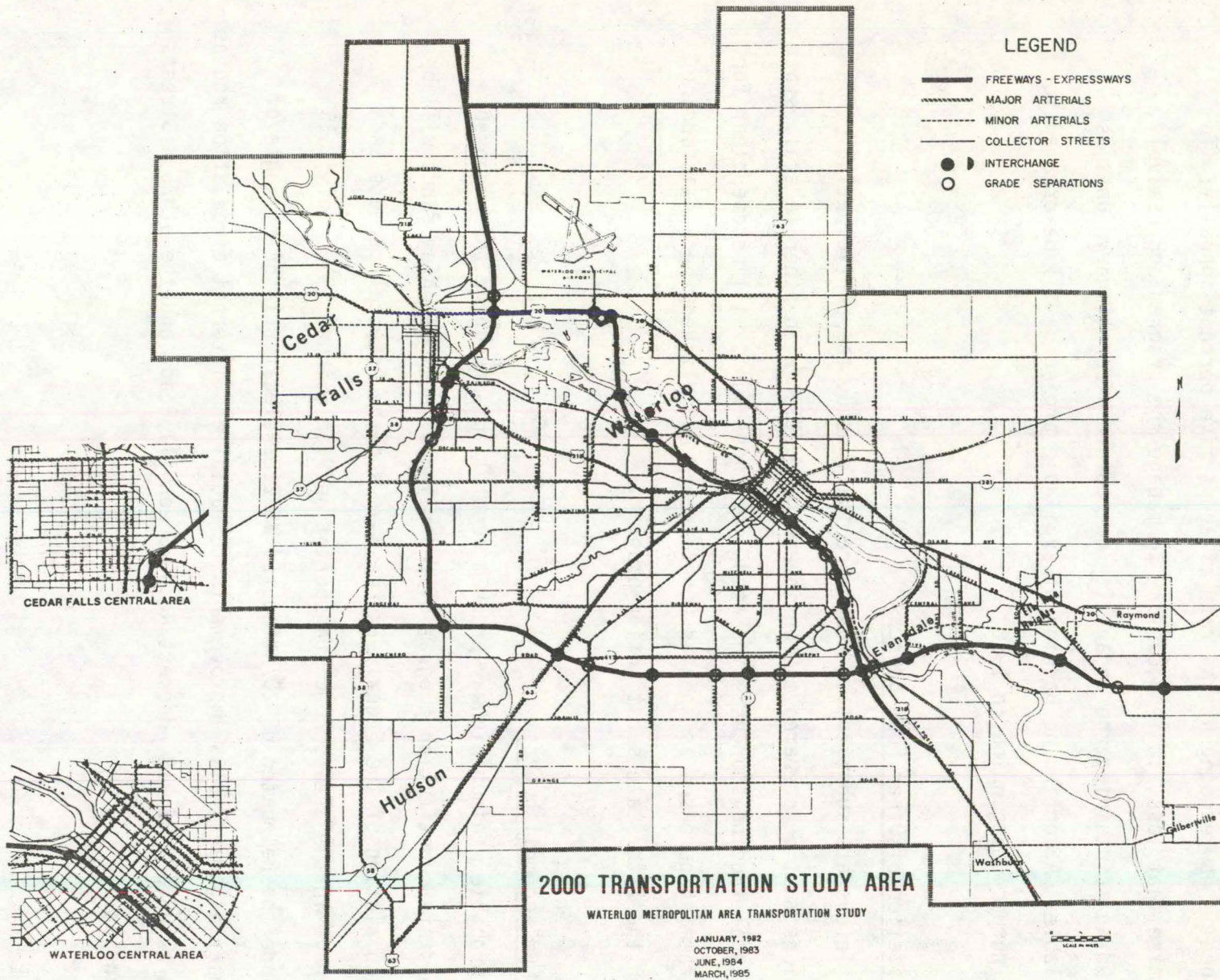


Figure 15
 2000 Transportation Plan

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