

Agenda Salem-Keizer Area Transportation Study (SKATS)

Technical Advisory Committee (TAC)

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If participation by phone or video conferencing is not an option, please contact our offices (503 588 6177) 24 hours in advance of the meeting. If you are having trouble connecting to the meeting, contact Theresa Whisenhunt (503 540 1630) twhisenhunt@mwvcog.org

Date: Tuesday, January 9, 2024

Time: 1:30 p.m.

Place: Hybrid Meeting (100 High St SE, Suite 200 Salem or via Zoom)

Phone: (503) 588 6177

E-mail: mwvcog@mwvcog.org

Website: www.mwvcog.org

A. Call to OrderJulie Hanson

B. Approval of TAC Minutes November 11, 2023Julie Hanson

a. Note: The December 2023 TAC meeting was canceled.

C. Election of Officers Julie Hanson

Background: Each year, a new Chair and Vice-Chair are elected by members of the Technical Advisory Committee (TAC). The selection pool is not limited to those in attendance at this meeting. Traditionally the Vice-Chair of the previous year (i.e., Lisa Anderson-Ogilvie) is elected as Chair for the upcoming year.

The Mid-Willamette Valley Council of Governments is pleased to comply with the Americans with Disabilities Act (ADA). If you need special accommodations or translation services to attend this meeting, please contact Theresa Whisenhunt at (503) 540-1630 or send e-mail to twhisenhunt@mwvcog.org at least 72 hours prior to the meeting. *Hearing impaired please call Oregon Telecommunications Relay Service, 7-1-1.* Thank you.

Action

Requested: Elect a Chair and Vice-Chair

D. Amendment to the SKATS FFY 2024-2029 TIP Steve Dobrinich

Background: The purpose of this agenda item is to review the following amendment to the SKATS FFY 2024-2029 Transportation Improvement Program (TIP):

- City of Salem South Signal Improvements (2027) (Key # 22697). Add \$780,034 (total cost) to project (\$164,429.55 to Preliminary Engineering phase; \$615,604.45 to Construction phase) and add 10% local match requirement. See **attachment** for additional information.

Action

Requested: Recommendation to the Policy Committee to adopt the proposed amendment.

E. DRAFT SKATS FY 2024-2025 Unified Planning Work Program Mike Jaffe

Background: SKATS staff has developed the initial **draft** of the Unified Planning Work Program (UPWP) for Fiscal Year 2024 – 2025 (July 1, 2024, to June 30, 2025) which is **attached**. Described in the UPWP is the annual regional transportation planning work to be done within the SKATS Metropolitan Planning Area using federal and state funds.

We are sending this initial draft to both the SKATS TAC and Policy Committee, to give PC members additional time to review the document. After the TAC meeting, staff will make additional revisions to the draft UPWP and provide that version to the Policy Committee in their January meeting packet.

The draft UPWP is due to ODOT, FHWA, and FTA in late January, with a review meeting with those agencies on February 20, 2024. After additional edits, the Policy Committee will review and adopt the final draft of the UPWP at their April 23, 2024, meeting.

Action

Requested: Review and provide comments on the draft UPWP.

F. SKATS 2023 Obligation Report Steve Dobrinich

Background: The SKATS FFY 2023 Obligation Report will be posted on our website on January 5, 2024, at:

<https://www.mwvcog.org/transportation/page/obligation-reports>

Action

Requested: Informational item.

G. Other Business.....SKATS Staff

- Next Policy Committee Meeting – **January 23, 2024**
- Next TAC Meeting – **February 13, 2024**
- New Federal Grant Opportunity: ATTAIn (Advanced Transportation Technologies and Innovation (see *attachment*)

H. Adjournment.....Newly Elected Chair

DRAFT

Minutes

Salem-Keizer Area Transportation Study (SKATS)
Technical Advisory Committee (TAC)
November 14, 2023, @1:30pm
100 High St. SE, Suite 200, Salem, OR

This was a Hybrid meeting: attendance was online via Zoom & in-person in the MWVCOG Conference room.

TAC Members in Attendance

Austin McGuigan, Polk County Planning Dept.
Brandon Williams, ODOT Region 2
Chris French, SAMTD/Cherriots
Janelle Shanahan, Marion County Public Works
Julie Hanson, Salem Public Works, 2023 Chair
Melissa Ahrens, DLCD
Scott McClure, City of Turner
Victor Lippert, Salem-Keizer Schools

TAC Members Absent

Austin Barnes, Marion County Planning
Bill Lawyer, Keizer Public Works
Jasmine Harris, FHWA
Lisa Anderson-Ogilvie, Salem Community Development, 2023 Vice Chair
ODOT Trans. Planning Analysis Unit, as needed
Rachel Sakata DEQ, as needed
Shane Witham, Keizer Community Development
Todd Whitaker, Polk County Planning

Others in Attendance

Jacqueline Green, Greater NE Keizer Neighborhood Association
Kim Sapunar, MWVCOG-SKATS
Kindra Martinenko, MWVCOG-SKATS
Lani Radtke, Marion County Public Works
Matt Etzel, Aumsville Public Works
Mike Jaffe, MWVCOG-SKATS
Nick Fortey, West Salem Neighborhood Association
Ray Jackson, MWVCOG-SKATS
Shofi Ull Azum, SAMTD/Cherriots
Stephen Dobrinich, MWVCOG-SKATS
Steve Williams, City of Salem Public Works
Tammy Kunz, Greater NE Keizer Neighborhood Association
Teresa Davis, MWVCOG
Theresa Whisenhunt, MWVCOG-SKATS

Agenda Item A. Call to Order

Chair Julie Hanson called the meeting to order at 1:37 p.m.

Agenda Item B. Approval of Minutes of October 10, 2023

Motion was made by Austin McGuigan, seconded by Chris French, to approve the minutes of the October 10, 2023, meeting as presented. Those voting in favor of the motion were, Austin McGuigan, Brandon Williams, Chris French, Janelle Shanahan, Julie Hanson, Melissa Ahrens, Scott McClure, and Victor Lippert. **The motion passed unanimously.**

Agenda Item C. High Injury Crash Corridors

For the SKATS Metropolitan Transportation Safety Action Plan (MTSAP) staff reviewed crashes from the years 2017 to 2021, compiling the data into a set of interactive maps and data graphs. Data has been collected from ODOT starting in 2007¹. The memorandum² provided to the TAC prior to the meeting is an overview of the process and methodology applied to develop the high-injury network and a summary of the results.

Kindra Martinenko highlighted that the purpose of the review was to create a methodology for analyzing crashes at the corridor level, provide an additional layer of analysis to supplement the development of the MTSAP, and educate and inform. The data was used to identify and quantify the corridors (or segments of corridors) with the highest number of fatal, serious, and/or non-motorist (pedestrian/bicyclist) injury crashes. SKATS staff adopted the methodology that Portland Metro used to create their version of a high-injury network (HIN). This is different than Equivalent Property Damage Only (EPDO) Analysis in that:

- PDO crashes are not considered in the scoring;
- Costs and traffic volume data are not used;
- Weights applied to fatal and serious injury crashes are the same. Non-serious injury crashes weight only applied to bicycle and pedestrian crashes;
- Corridor severity scores are normalized by corridor length (1/2 mile minimum).

After scoring, the corridors were evaluated and ranked. 20 corridors comprised the top ten percent of the highest injury corridors in the network; these corridors are displayed in the StoryMap as the “Top 20 Most Dangerous Corridors”.³

Ms. Martinenko presented key findings from the analysis. Sixty-eight percent of the crashes scored in the analysis occurred on principal, major, and minor arterials⁴. In 2021 the average

¹ Crash Quick Facts: <https://www.mwvcog.org/gis-services/page/crash-quick-facts>

² Agenda item C of the packet.

³ Website 2017-2021 SKTAS Top 20 High Injury Corridors:
<https://www.arcgis.com/home/item.html?id=4173ed025b4a4e1897887c483ba85efb>

⁴ This includes Highway 22W, Highway 22E, 99E, and Interstate 5.

daily traffic volume on ranked corridor segments was approximately 25,000 per day (both directions). Fifty-three percent of fatal and serious injury crashes are intersection-related (including all mode types) and 65% of **non-motorist non-serious injury** crashes are intersection-related. The average number of fatal and serious injuries was six per mile with an average corridor length of two miles.

Ms. Martinenko demonstrated the use the interactive maps and how to read the information on the data website.⁵

Agenda Item D. Draft SKATS Metropolitan Planning Area Boundary

After each decennial census the Metropolitan Planning Organizations (MPOs) in the country need to review and if necessary, revise their Metropolitan Planning Area (MPA) boundary. The MPA defines the area where federal surface transportation funds that the MPO has discretion over may be allocated. The MPA will be larger than the Federal Aid Urban Boundary (FAUB) that was discussed in July and August and approved by the SKATS Policy Committee in August.

The memorandum⁶ provided to the TAC prior to the meeting is an overview of the process used and maps of four proposed MPAs. The TAC was asked to review the options and provide feedback on whether any are suitable for consideration by the SKATS Policy Committee or whether there are modifications that should be made.

Ray Jackson started by showing the current MPA, along with the Air Quality Area and the new PC-approved, 2023 FAUB.⁷

Mr. Jackson reviewed the alternative updates to the MPA:

- Alternative 1: This option includes the most area between Turner and Aumsville and the area between Aumsville and Golf Club Road.⁸
- Alternative 2: This option is similar to Option 1 but excludes the land from Aumsville to Golf Club Road to the north of Mill Creek Road.⁹
- Alternative 3: This option excludes the area between Turner and Aumsville but includes the area between Aumsville and Golf Club Road.¹⁰
- Alternative 4: This option excludes the area between Turner and Aumsville and also the land between Aumsville and Golf Club Road to the north of Mill Creek Road (as in Option 2).¹¹

⁵ Website 2017-2021 SKTAS Top 20 High Injury Corridors:

<https://www.arcgis.com/home/item.html?id=4173ed025b4a4e1897887c483ba85efb>

⁶ Agenda item D of the packet.

⁷ "Current SKATS MPA" map may be found on page 3 of agenda item D of the packet.

⁸ "Proposed SKATS MPA 1" map may be found on page 4 of agenda item D of the packet.

⁹ "Proposed SKATS MPA 2" map may be found on page 5 of agenda item D of the packet.

¹⁰ "Proposed SKATS MPA 3" map may be found on page 6 of agenda item D of the packet.

¹¹ "Proposed SKATS MPA " map may be found on page 7 of agenda item D of the packet.

Julie Hanson asked for clarification on what the MPA means, how it affects funding, and where we want the MPA to be. Mr. Jackson responded that the MPA boundary affects where long-range planning is done. The larger the area the higher the administrative costs and working with the same amount of federal money. A larger MPA does not mean more federal funding; the amount of federal funding is based on population and the urban area as defined by the census.

There is no deadline, and this is a preliminary review of the MPA boundary. There has not been a response from ODOT or FHWA regarding the approval of the proposed FAUB, which needs to be taken into consideration when setting the MPA boundary. Austin McGuigan recommended trimming as much area as possible to keep overhead down. Matt Etzel would like Aumsville to review the proposed options to make the best recommendations based on their future planning; most of the discussion was regarding what to include in the Aumsville area.

Agenda Item E. Amendments to the 2024-2029 TIP

Steve Dobrinich presented. There are four full amendments¹² to the FFY 2024-29 Transportation Improvement Program (TIP) for the TAC to review.

- Amendment 23-22 Pringle Creek Path Connection (Salem) (Key # 23504) –Create new project approved as part of Oregon Community Paths program. Project funded through construction. \$6,686,727 total (\$6,000,000 federal; \$686,727 local match).
- Amendment 23-23 OR-22 Pedestrian Overcrossing (Salem) (Key # 23518) –Create new project approved as part of Oregon Community Paths program. Refinement planning for an approximately 500-foot pedestrian overcrossing over OR-22 between Lancaster Dr. SE and Cordon Rd. \$300,000 total (\$269,190 federal; \$30,810 local match).
- Amendment 23-24 OR22 Center St Bridge (Salem) (Key # 21705) –Move \$3 million of HB2017 discretionary funds from the construction phase to the preliminary engineering phase. Add three bridge locations to reflect updated project scope.
- Amendment 23-25 Salem-Keizer area MPO planning SFY25 (Key # 21861) – Reducing project total by \$501,504 (\$450,000 STBG; \$51,504 local match). Carryover funds from SFY 2023 will be added at a future date.

Staff expects specific questions at the PC meeting regarding the OR22 Center St. Bridge Project; project manager Andrew Walker will be asked to attend. There were two public comments regarding these amendments. The first public comment was from Karen Sjogren who expressed support for the first three projects mentioned above (Pringle Creek Path, OR-22 Pedestrian Overcrossing, and OR22: Center St Bridge).¹³ The second public comment, from Nick Fortey – Chair of the West Salem Neighborhood Association, emailed a comment to staff the day of the meeting regarding the OR22 Center St. Bridge Project and was shared with the group. It posed the question, “Does this mean some aspects of the seismic work will be more extensive/expensive (thus the shift in funds?).” Mr. Dobrinich responded there have been

¹² Fourth amendment added to present to the PC after the agenda packet was sent out.

¹³ Email comment from Karen Sjogren may be found on page 8 of agenda item E of the packet.

increased costs in preliminary engineering (PE) and a reasonable chance that costs will increase when this project reaches the construction phase. It is common at this phase of the project to take funds from construction and move them into PE. Mr. Williams commented that he has no further information but is aware that this project is driven by incredibly technical input and seismic data. He agrees with having Andrew Walker answer questions on this amendment.

Motion was made by Austin McGuigan, seconded by Chris French, to recommend to the Policy Committee to adopt the four proposed amendments. Those voting in favor of the motion were, Austin McGuigan, Brandon Williams, Chris French, Janelle Shanahan, Julie Hanson, Melissa Ahrens, Scott McClure, and Victor Lippert. **The motion passed unanimously.**

Agenda Item F. Other Business

- Next Policy Committee Meeting – **November 28, 2023**
- Next TAC Meeting – **December 12, 2023**
- **Highlighted TIP mods/slips** – Steve Dobrinich will present to PC a summary of administrative-level “slips”¹⁴ for project phases in the TIP. This will be moving some projects’ phases from 2024 to 2025 for delivery. Mr. Dobrinich has been assembling funding modification requests; the funds are available, and the work has been to apply the correct funding types appropriately.
- **Center Street Project** – Marion County has slated the project for construction in 2025. May slip for obligation by the end of Sept 2024. Mr. Dobrinich is reviewing because this project has been slipped before.
- **MPO Policy Committee Structure** – Mr. Jaffe will be bringing this topic again to the November 28th Policy Committee (PC) meeting for additional discussion. He will meet with Salem Mayor Chris Hoy on November 27th to brief the mayor about this topic. Mayor Hoy is planning to attend the November 28th PC meeting.¹⁵
- **Ruby Bridges Day was today.** Beth Schmidt scheduled walks with eight elementary schools. During the previous week, both the city of Keizer and city of Salem councils held proclamations recognizing Ruby Bridges day on November 14th.

Chair Julie Hanson adjourned the meeting at 2:55 p.m.

¹⁴ “Slips” refer to a changing the year of a project phase to a later year (e.g. from 2023 to 2024).

¹⁵ Discussion of this topic by the Policy Committee was postponed until February 2024.

Agenda Item D

Amendment to the SKATS FFY 2024-2029 TIP

SKATS Technical Advisory Committee

January 9, 2024

Action Requested: Recommendation to the Policy Committee to adopt the proposed amendment.

SKATS FY 2024-2029 Transportation Improvement Program (TIP)

Public Notification of Pending Amendment



Proposed TIP Amendment

Project Name: City of Salem South Signal Improvements (2027)

The public review period for this project is January 8, 2024, through noon on January 23, 2024.

As a Formal Amendment to the TIP, additional details about the project will be available and presented to SKATS' Policy Committee for approval on **January 23, 2024**, at noon at 100 High Street SE, Suite 200, Salem, Oregon (*may be a hybrid meeting*).

Requests to submit comments or concerns about this amendment should be submitted to Steve Dobrinich, via email at sdobrinich@mwvcog.org

This amendment may be revised to address comments received during the public comment period. The most recently amended FFY 2024-2029 TIP is available at the MWVCOG website at:

<https://www.mwvcog.org/transportation/page/transportation-improvement-program>

Project Amendment Details

Amendment No.	24-1				
Project KN:	22697	Project Sponsor:	Salem	Total Proposed Project Cost:	\$2,317,032
Project Name:	City of Salem South Signal Improvements (2027)				
Purpose of amendment: Add \$780,034 (total cost) to project (\$164,429.55 to Preliminary Engineering phase; \$615,604.45 to Construction phase) and add 10% local match requirement.					
Project Description: Make signal improvements in South Salem to replace old substandard signal heads with new ones and replace outdated signal controllers to increase safety for both vehicles and pedestrians.					

SKATS FY 2024-2029 Transportation Improvement Program (TIP)

Public Notification of Pending Amendment



Project information before amendment:

Name: City of Salem South Signal Improvements (2027)										Key: 22697	
Description: Make signal improvements in South Salem to replace old substandard signal heads with new ones and replace outdated signal controllers to increase safety for both vehicles and pedestrians.										Region: 2	
MPO: Salem/Keizer Area MPO				Air Quality Status: Exempt		Work Type: SAFETY					
Applicant: CITY OF SALEM						Status: PROJECT SCHEDULED FOR CONSTRUCTION					
Location(s)-											
Mileposts		Length		Route		Highway		ACT		County(s)	
						Commercial St., Liberty St.		MID-WILLAMETTE VALLEY ACT		MARION	
Current Project Estimate											
Planning		Prelim. Engineering		Right of Way		Utility Relocation		Construction		Other	
Year		2024						2027			
Total		\$323,996.00						\$1,213,002.00		\$1,536,998.00	
Fund 1		HSIP		\$323,996.00				HSIP		\$1,536,998.00	
Match										\$0.00	
Fund 2										\$0.00	
Match											
Footnote:											
Most Recent Approved Amendment											
Amendment No:						MTIP Approval Date:				STIP Approval Date:	
Requested Action:											

SKATS FY 2024-2029 Transportation Improvement Program (TIP)

Public Notification of Pending Amendment



Project Information after amendment:

Name: City of Salem South Signal Improvements (2027)										Key: 22697	
Description: Make signal improvements in South Salem to replace old substandard signal heads with new ones and replace outdated signal controllers to increase safety for both vehicles and pedestrians.										Region: 2	
MPO: Salem/Keizer Area MPO				Air Quality Status:		Work Type: SAFETY					
Applicant: CITY OF SALEM				Exempt		Status: PROJECT SCHEDULED FOR CONSTRUCTION					
Location(s)-											
Mileposts		Length		Route		Highway		ACT		County(s)	
						Commercial St., Liberty St.		MID-WILLAMETTE VALLEY ACT		MARION	
Current Project Estimate											
Planning		Prelim. Engineering		Right of Way		Utility Relocation		Construction		Other	
Year		2024						2027			
Total		\$488,425.00						\$1,828,607.00		\$2,317,032.00	
Fund 1		HSIP		\$439,582.50				HSIP		\$2,085,328.80	
Match				\$48,842.50				\$182,860.70		\$231,703.20	
Fund 2											
Match											
Footnote:											
Most Recent Approved Amendment											
Amendment No:		24-1				MTIP Approval Date:		1/23/2024		STIP Approval Date:	
Requested Action:		Add \$780,034 (total cost) to project (\$164,429.55 to Preliminary Engineering phase; \$615,604.45 to Construction phase) and add 10% local match requirement.									

Agenda Item E

DRAFT SKATS FY 2024-2025 Unified Planning Work Program

SKATS Technical Advisory Committee

January 9, 2024

Action Requested: Review and provide comments on the draft
UPWP.

SKATS FY 2024-2025 Unified Planning Work Program

Draft for the SKATS Technical Advisory Committee and Policy Committee

January 2, 2024

(SKATS Resolution 24-xx)

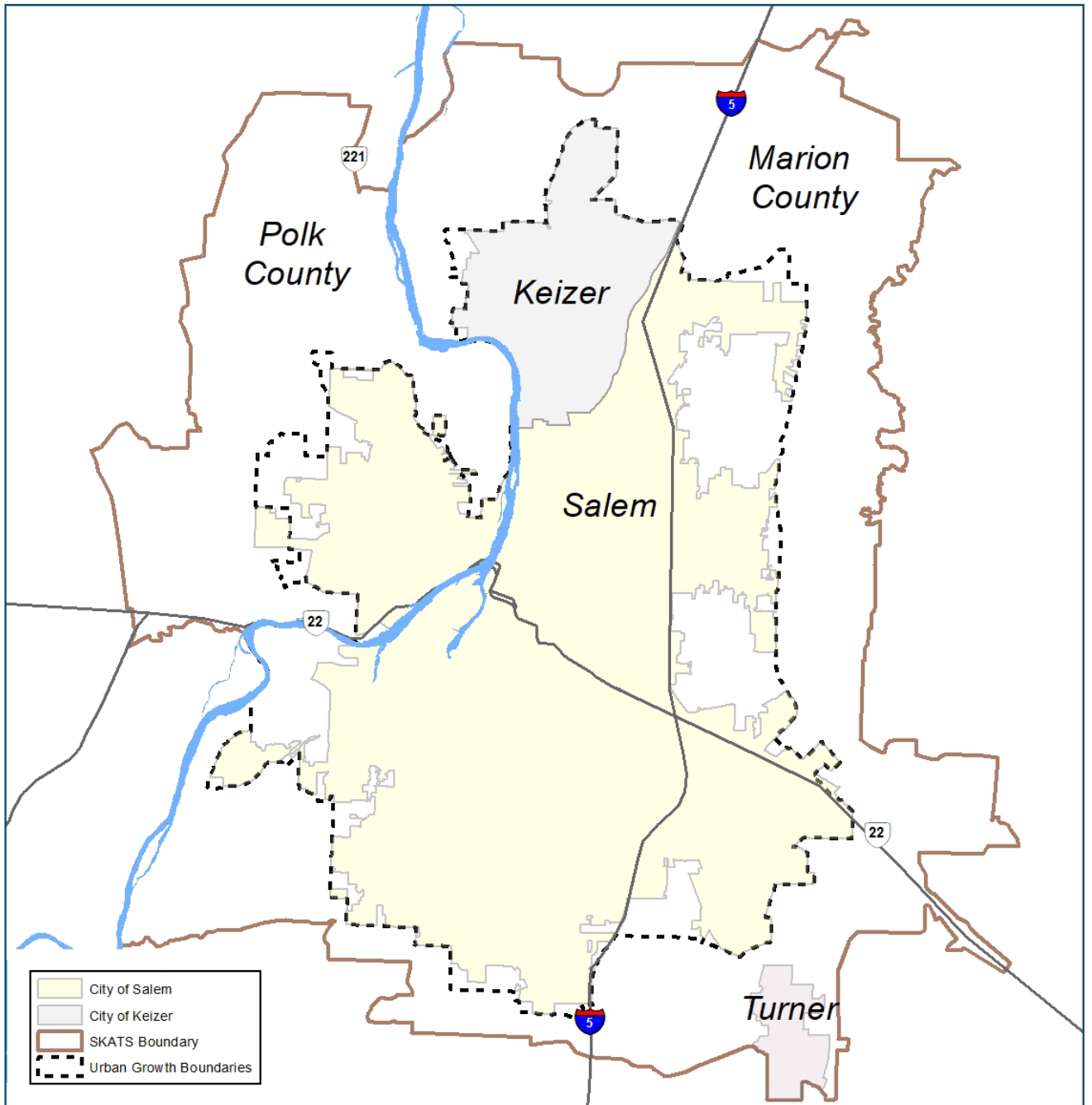
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Appendix F – Resolution 24-xx, Adoption of the 2024-2025 UPWP (fill in date x/xx/2024)	
Appendix G – Description of the SKATS Transportation Model	



Map 1: SKATS Boundary and City Limits

Introduction

This document contains the State Fiscal Year 2024-2025 Unified Planning Work Program (UPWP) of metropolitan transportation planning activities for the Salem-Keizer Transportation Management Area (**Map 1**) coordinated and provided by the Salem-Keizer Area Transportation Study (SKATS). SKATS staff are employed by the Mid-Willamette Valley Council of Governments (MWVCOG).

All the products and activities programmed in the SKATS UPWP derive directly from products and processes prescribed for Metropolitan Planning Organizations (MPOs) by federal and state statutes and regulations for transportation and air quality. Federal statutes and regulations include:

- Title 23, United States Code as amended (12/3/2021);
- Joint FHWA/FTA Metropolitan and Statewide Planning Regulations (23 CFR Part 450 and 500, 49 CFR Part 613);
- EPA Transportation Plan Conformity Rule (40 CFR Parts 51 and 53); and
- Title VI of the 1964 Civil Rights Act; the President's Executive Order on Environmental Justice; and related statutes, executive orders, and federal regulations.

The purpose of the work program is to identify the major transportation planning activities to be carried out with federal and state funds within the SKATS Transportation Management Area (TMA) area during the program year. These include activities by the Oregon Department of Transportation (ODOT), the Mid-Willamette Valley Council of Governments (MWVCOG) staff acting for SKATS, the Salem Area Mass Transit District (SAMTD), and other state agency personnel, and local jurisdictional staffs (particularly on transportation planning work using federal funds such as Transportation and Growth Management (TGM) grants (through ODOT) or Surface Transportation Block Grant Program (STBGP) funds and affecting the regional transportation system.

This UPWP continues the approach between state, regional, and local transportation planning following the "3-C"s of a "continuing, cooperative, and comprehensive" planning process. The figure below (**Figure 1**) shows the continuing planning process where the vision, goals, and objectives are used to identify problems on the system; to next seek alternatives that are analyzed and evaluated for inclusions in long-term plans; to next implement programs in those plans; and to then monitor changes on the system to see if they are meeting the vision and goals. By working together, the jurisdictions and agencies in the region aim to cooperate and share in the responsibility of improving the transportation system; carry out local, regional, and statewide transportation plans; minimize costs associated with regional transportation planning; address the significant transportation problems and "outstanding issues" identified in the adopted Metropolitan Transportation Plan (MTP) for the Salem-Keizer Urban Area; and to comply with federal, state, and local regulations and policies.



Figure 1 - Continuing Planning Process (Source: FHWA)

A recent change to Oregon Administrative Rules will influence this 3-C approach in the SKATS MPO area as well as other Oregon metropolitan areas. In July 2022, the Oregon Land Conservation and Development Commission adopted new rules and substantial changes to existing rules to address Governor Brown’s Executive Order 20-04 on addressing climate change and housing known collectively as Climate-Friendly and Equitable Communities (CFEC) Rulemaking. The changes were made to the rules covering transportation planning (Chapter 660, Division 12 – Transportation Planning), metropolitan Greenhouse Gas Reduction Targets (Division 44), and housing (Division 8). These transportation rule changes primarily impact how local agency transportation system plans (TSPs) are developed. The new Division 12 rules are the most significant changes in decades to local government transportation planning in Oregon.

The revised rules¹ update the purpose of Division 12 including more robust equity considerations during planning, emphasizes safety, supports planning for all transportation modes (particularly increased planning for non-driving modes), requires that local governments in metropolitan areas designate and zone climate friendly areas, and requires

¹ The rules are available at: <https://secure.sos.state.or.us/oard/displayChapterRules.action?selectedChapter=124> and will reflect the amendments and corrections adopted on November 2, 2023.

land use and transportation plans that reduce climate pollution from transportation to meet greenhouse gas emission reductions targets in 660-044-0025. Division 12 includes multiple new rules for local government TSPs on the topics of transportation funding projections and financing (including estimating the costs timing of major improvements, parking management, system inventories, public transportation system planning, estimating VMT per capita for TSP updates, and other requirements.

With regards to MPOs, the revisions to Chapter 660, Division 12 eliminated rules or parts of rules that had previously stipulated requirement of MPOs, including requirements that MPOs prepare a regional TSP (removed with changes to rule 660-012-0015, repealed rule 660-012-0016); and removed requirements that those regional TSPs reduce principal reliance on the use of the automobile by the adoption of standards for increasing transportation choices (formerly in 660-012-0035). Those reduced reliance requirements are now required as part of local government TSPs.

Other rules affecting local TSPs include development of a transportation prioritization framework (rule 660-012-0155), transportation performance standards (rule 660-012-0215), land use and transportation performance measures that support approved land use and transportation scenarios that reduce climate pollution (rule 660-012-0905), and other related rules.

The Division 12 rule changes principally affect how local governments will plan for, and manage, their transportation facilities as well as modify their land uses to meet the state planning rules. Federal transportation planning regulations require that MPOs use the latest planning assumptions from locally adopted land-use plans. Therefore, SKATS will continue to coordinate with the local jurisdictions to develop land-use forecasts (used in the MPO travel model) based on **adopted** changes to both local TSPs and comprehensive plans. For example, once Climate Friendly Areas (CFAs) are adopted as part of local government Comprehensive Plans, the SKATS Metropolitan Transportation Plan will use those CFAs when developing future year land use forecasts.

Designation of the SKATS MPO and SKATS Committees

According to the SKATS Cooperative Agreement (**Appendix A**) - approved on May 8, 1987, by Oregon Governor Neil Goldschmidt - the **SKATS Policy Committee** is the designated Metropolitan Planning Organization (MPO) for the Salem-Keizer area responsible for planning and air quality requirements. Based on the Amendment No. 1 to the Cooperative Agreement, the SKATS Policy Committee is composed of elected officials from the cities of Salem, Keizer, and Turner; Marion and Polk Counties; the Salem-Keizer School District; a board member from the Salem Area Mass Transit District (SAMTD), and a representative from the Oregon Department of Transportation (ODOT). Details on the structure and voting of the SKATS Policy Committee are contained in the Cooperative Agreement and the Policy Committee Bylaws. Staff employed by the Mid-Willamette Valley Council of Governments – under direction by the SKATS Policy Committee - perform the staff support for the SKATS program.

SKATS coordinates with ODOT and the local jurisdictions on plans, studies, transportation modeling, and other transportation planning work tasks described in the UPWP. A **SKATS Technical Advisory Committee** (TAC) composed of staff from the jurisdictions included in the SKATS area, as well as representatives from Department of Land Conservation and Development (DLCD), Department of Environmental Quality (DEQ), and the Federal Highway Administration (FHWA) provides a forum for discussing the technical aspects of projects and programs and sharing insight into local transportation needs.

Planning Process Responsibilities

The SKATS Policy Committee, through an intergovernmental Cooperative Agreement (**Appendix A**), is responsible for "... transportation plans, transportation improvement programs, and to take other actions necessary to carry out the transportation planning process."

The transportation planning process is dependent on continuous cooperation and the mutual support of all the SKATS participants. Therefore, while SKATS has the responsibility to carry out the metropolitan transportation planning process activities according to the most current federal regulations, SKATS depends on support and assistance from ODOT, SAMTD, and the local jurisdictions within the SKATS area to develop the regional 20+ year transportation plan and regional Transportation Improvement Program (TIP). In addition, SKATS' level of responsibility is related to the "transportation systems of regional significance" within the Salem-Keizer Transportation Management Area (TMA) including corridor and subarea studies. If needed, SKATS will participate in general corridor studies that extend beyond the SKATS study area boundaries; but SKATS staff would not generally take a lead role in those efforts. SKATS is also responsible for developing and maintaining the travel-demand forecasting model used to forecast future year travel demand in the region and used for corridor or area studies undertaken by our partners, which depends on ODOT and the local jurisdictions for collaboration (e.g., review of the land use inputs into the travel model).

As stated above, SKATS works cooperatively with its member jurisdictions and agencies on a variety of planning studies that impact the regional system. This includes the regional planning activities in section I, Corridor and Area Planning studies in section II, Interagency Coordination in section V, and Transit Planning in section VII. This UPWP provides a description of SKATS participation in these planning studies and activities as known at the time of this UPWP development. However, as these studies get underway, the roles and tasks of SKATS and its partner jurisdictions may change, as needed, by mutual consent of SKATS and the cooperating agency/jurisdiction to complete the planning work. SKATS may also enter into agreements (formal and informal) for varying degrees of cooperation and support with other agencies such as ODOT or the other Oregon MPOs, which mutually benefit both SKATS and our partners.

In 2019, SKATS, ODOT, and the SAMTD approved an intergovernmental agreement (No. 32,794) that updated the roles and responsibilities for transportation planning in the MPO area, which incorporate changes in the federal FAST Act. (**See Appendix E**)

Lobbying Activities

SKATS does not use federal or state funds to support lobbying activities, per 49 CFR § 20.100.

Organization of the UPWP Document and Agency Staffing

The UPWP is organized into eight programs. These are:

- I. Regional Plans and Planning Activities
- II. Corridor and Sub-Area Plans and Studies
- III. Regional Project Programming
- IV. Regional Data and Modeling Program
- V. Interagency Coordination
- VI. Program Management and Coordination
- VII. Metropolitan Transit Planning
- VIII. ODOT Planning

Each of these programs are described in more detail including the program's budget table; the purpose and description of the program; recent past activities related to that program; and the list of tasks, activities, and products. The UPWP appendices include the MPO Cooperative Agreement; the intergovernmental agreement between the MPO, ODOT, and Salem Area Mass Transit District (SAMTD); and FHWA's and FTA's joint certification of SKATS planning process.

SKATS staff are employees of the Mid-Willamette Valley Council of Governments located in downtown Salem, Oregon. SKATS staff are primarily responsible for the first six programs described in this UPWP. SAMTD staff are primarily responsible for transit planning in section VII of the UPWP with oversight by SKATS staff for the Federal Transit Administration (FTA) Section 5303 funds that are used. An ODOT Region 2 planner provides coordination on the intergovernmental agreement (IGA) between the MPO and ODOT that funds the UPWP.

Funding for the Unified Planning Work Program

The work described in this document is funded with a combination of federal, state, and local funds. From ODOT, SKATS receives an allocation of federal planning (PL and 5303) funds per the funding allocation arrangement between ODOT and the Oregon MPOs. Because the amount of annual federal planning (PL) funds is insufficient to fund all the necessary planning activities of the SKATS TMA, surface transportation block grant program urban funds (STBGP-U) from the SKATS Transportation Improvement Program are also used for the activities described in this UPWP.

Pages xx and yy of this document contains two funding tables: **Table 13** shows the source of funds (Federal, State match, Local match) and federal fund types (PL, STBGP-U, 5303).

Table 14 shows the allocation of funds to each of the eight programs by fund type (PL, STBGP-U, 5303).

PL, STBGP-U, and 5303 funds require a match of non-federal funds from local or state sources (10.27 percent of the total must be from non-federal funds). ODOT provides the match to the PL funds. Match for the STBGP-U funds is collected from the local jurisdictions and ODOT. About half of the 5303 funds that SKATS receives are passed through to SAMTD to do regional transit planning. SAMTD provides the required 10.27 percent local match to the 5303 funds. The amount of PL, STBGP-U, and 5303 funds budgeted for the eight program and sub-program tasks are illustrated in **Table 14 (pg. yy)**.

One change introduced by the Infrastructure Investment and Jobs Act of 2021 is a requirement that MPOs use at least 2.5 percent of their allotted federal PL funds on specific planning activities "... to increase safe and accessible options for multiple travel modes of people of all ages and abilities" [§ 11206(b)]. These funds are shown in **Tables 13 and 14** as "2.5% set-aside funds". SKATS will meet this requirement with staff work to develop the Metropolitan Transportation Safety Action Plan (MTSAP), for planning work to begin implementing actions in the MTSAP, as well as administrative and supporting activities for the Safe Routes to School program.

Some of the planning studies described in section II (Corridor and Area Plans and Studies) of this UPWP may be funded with STBGP-U funds from the SKATS TIP, grants from the state's Transportation Growth Management (TGM) program, or other ODOT state or federal funds. SKATS staff also use STBGP-U funds designated in this UPWP to support corridor and area planning studies, primarily through staff participation on project committees and modeling services.

Summary of Major Planning Activities and Products in the 2024-2025 UPWP

Many of the activities listed in the UPWP are part of the continuing, cooperative, and comprehensive nature of metropolitan transportation planning. These activities include monthly MPO Policy Committee and TAC meetings, other interagency and inter-jurisdictional meetings, TIP development and monitoring (adjustments, coordination with ODOT's STIP, and project tracking), transportation data collection, model development and refinements, program administration and management, and other activities that are on a regular cycle (such as this annual UPWP development or updates of the SKATS MTP and TIP on four-year and three-year cycles, respectively). See the end of this summary for a list of these reoccurring activities. In addition, some regional or corridor studies often take more than one year of work to complete and therefore will span more than one UPWP. As part of this UPWP, the lead agency for studies is listed and expected deliverables and their dates are provided (as applicable).

Major Planning Activities and Products

The major planning activities and products in the upcoming year are highlighted in the summary below. Details of this work are provided in later sections of this UPWP.

- Starting in 2018, SKATS integrated federally required **Performance-Based Planning** in the updates of the SKATS MTP and SKATS TIP, and into other documents as appropriate. SKATS has a webpage on its website that tracks the federal Performance Measures and adopted targets.² Staff will continue to update and refine its use of performance-based planning in the updates to the MTP and TIP. The Road Safety, Transit Safety, and Transit State of Good Repair targets will also be reviewed and updated, as necessary, as they are set yearly. (See **Table 5** for dates when targets need to be updated).
- The **Metropolitan Transportation Plan (MTP)** is updated on a four-year cycle, last adopted on May 23, 2023. Tasks for this UPWP include identifying issues and work items for the 2027 MTP update such as data collection, inventory updates, public input on issues, coordinating the MPO plan with the Oregon Transportation Plan, Oregon Highway Plan, local comprehensive plans, etc.
- **FY 2024-2029 Transportation Improvement Program (TIP)** is updated every three years, last adopted by the SKATS Policy Committee on May 23, 2023, and subsequently sent to ODOT for the Governor's approval. Amendments to projects in the adopted SKATS TIP occur frequently. UPWP Section III describes the work for monitoring projects and processing amendments of the TIP and STIP, as well as TIP project tracking to help ensure funds are obligated on time, plus CMAQ program administration, and other TIP management tasks. Work on the FY 2027-2032 TIP will begin in late 2024 after this UPWP. Preliminary work such as reviewing the application process and forms may take place during this UPWP to address any new federal regulations.
- **Safety Planning** – Starting in 2009, staff began summarizing crash data received from ODOT posted crash data summaries on the SKATS section of the MWVCOG website. ODOT developed their [Transportation Safety Action Plan \(TSAP\)](#) in 2016 and updated it in 2021. As of December 2023, SKATS is developing a **Metropolitan Transportation Safety Action Plan (MTSAP)** that is scheduled for adoption in mid-2024. Actions from this plan will be considered for implementation. The city of Salem received a federal Safe Streets for All grant that includes funding for updating the Salem Safety Action Plan. SKATS staff will assist by participating in the advisory committee for the plan update.
- **Climate Change Planning** – The State of Oregon continues to focus its efforts on the reduction of greenhouse gases, through actions of both the legislative and executive branches.³ Changes to Oregon's Administrative Rules – specifically Division 44 (Metropolitan Greenhouse Gas reduction targets) and Division 12 (Transportation

² See <https://www.mwvcog.org/transportation/page/performance-measures>

³ <https://afdc.energy.gov/laws/all?state=OR#Laws%20and%20Regulations>

Planning Rules) –were approved in 2022. These changes will directly affect the requirements for local government transportation planning (*See discussion on page 6*). In addition, ODOT, ODOE, DLCD and DEQ (and the commissions they report to) have been mandated to incorporate climate planning in their work and rulemaking.⁴ Staff will continue to monitor these efforts to see how they affect the MPO planning process and the “3C” coordination.

At the local level, the city of Salem finished developing a local Climate Action Plan (accepted by council in February 2022), and the Salem Area Mass Transit District adopted their Climate Action Plan (2022)⁵. Both have been working on developing inventories and implementing strategies.

At the federal level, there is a final performance management rule⁶ for reducing greenhouse gas pollution associated with transportation, which require states and MPOs to establish declining targets of carbon dioxide pollution from vehicles. Related to this topic, the SKATS MPO started receiving new federal Carbon Reduction funds (approximately \$500-600,000 per year, as part of IIJA) and has programmed most of those funds to projects in the SKATS TIP.

- **Corridor and Sub-Area Planning –**

- **Highway 22 and Highway 51 Interchange area** - ODOT and its consultant continue work on environmental assessment and design options. Updates of the project will be provided to the SKATS Policy Committee and the Mid-Willamette Valley Area Commission on Transportation (MWACT).

Continuing Activities and Recurring Products

In addition to the plans and studies described above, there are multiple activities that are completed each year or are done on a regular schedule (weekly, monthly, quarterly) or are continually performed as part of the MPOs function for transportation planning and coordination. Many of these activities are described in more detail in the sections following this summary.

- **Public Participation (for TIP, MTP, other planning activities)**
 - Public participation activities including in-person and virtual public events over the

⁴ <https://www.kbb.com/car-news/oregon-becomes-fifth-ev-only-state-by-2035/>

⁵ SAMTD is currently (December 2023) in the process to retain a consultant to develop a more comprehensive Climate Action Plan.

⁶ [National Performance Management Measures: Assessing Performance of the National Highway System, Greenhouse Gas Emissions Measure](#). The rule requires state DOTs and MPOs to establish declining targets for GHG emissions on the National Highway System relative to the reference year (2022); MPOs have the option to support the State DOT target rather than set their own targets for the MPO. The final rule was published on December 7, 2023.

- internet, online maps, and Zoom meetings.
 - Updates to the SKATS section of the MWVCOG website.
 - Update to the SKATS **Public Participation Plan** (To be adopted by November 2025) and the **Consultation Process** document.
 - Title VI activities, and the annual Title VI and Public Participation Accomplishment Report
- **TIP Development and Maintenance**
 - Use of the new e-TIP (a new cloud-based database system co-developed for the SKATS, Central Lane, and Metro MPOs in 2022 and 2023 for better tracking of TIP projects).
 - Coordination with ODOT on STIP amendments and ODOT's Financial Plan.
 - “Annual Listing of Federally Obligated Transportation Projects” (federally required report by SKATS posted on the MWVCOG website).
- **Modeling and Data**
 - **Oregon Travel Study (OTS)** – A travel survey of households in Oregon will complete data collection in Spring 2024. This is a collaboration between ODOT, Oregon MPOs, and the consultant. Cleaned and processed data will be available in Fall 2024 for use in reports and to estimate new travel demand models.
 - **Travel Demand Forecasting Model improvements** - Using ODOT's contract with travel model consultant teams, begin work on an ActivitySim travel model for SKATS with estimation using the data from the 2023 Oregon Travel Study. Tasks include implementing ActivitySim using a “donor” model to provide information needed in the estimation stages. A SKATS-specific implementation will follow after estimation for all the MPO areas within Oregon is completed.
 - Sharing and support of the travel model and population and employment forecasts to agencies/consultants, as needed.
 - On-going collection and analysis of data related to the **Congestion Management Process (CMP)**, including updating corridor reports to reflect the past year.
 - Upkeep and sharing of the regional land use database and land use forecasts.
 - Collecting traffic count (motorized and non-motorized) data for use in the travel demand model as well as for planning studies.
 - Updates of the regional inventories, as needed.
 - Updates of the geodatabase of transportation projects, as needed.
 - Crash Information updates on the website.
 - **Interagency Coordination**
 - Coordination with local jurisdictions, the Salem Area Mass Transit District, and Salem-Keizer School District, and other agencies on regionally significant planning issues
 - Coordination with state agencies (primarily ODOT and DLCD)
 - Consultation with tribal governments, as needed.
 - Transportation issues shared with MWVCOG members (“COG Connections”)

- Participation in the Oregon Modeling Statewide Collaborative (OMSC) and its subcommittees
 - Participate and attend meetings of MPO/Transit Managers and OMPOC (Oregon MPO Consortium)
 - AQCD interagency coordination with ODOT, DEQ, EPA, FHWA, and FTA, as needed.
- **Program Management and SKATS Committees**
 - Preparation of annual MWVCOG/SKATS budgets
 - Coordinate annual funding agreements with ODOT
 - Development of the annual SKATS UPWP
 - Review and process IGA(s) with ODOT
 - Monthly agenda packet, minutes, and meeting notices of the SKATS Policy Committee (PC) and SKATS Technical Advisory Committee (TAC)
 - Semi-annual and annual reports and monthly invoices to ODOT for UPWP work
 - Annual and quarterly reports to the MWVCOG Board
 - Coordination and participation with other MPOs – quarterly MPO/Transit meetings and OMPOC meetings.
 - Self-certification of the metropolitan planning process with submission of a newly adopted TIP (about every three years)
 - Coordination with FHWA, FTA, ODOT on quadrennial planning reviews and addressing corrective actions (as needed based on the anticipated Quadrennial Review in mid-2024, subject to change).
 - Consultation using the SKATS adopted Consultation Process
 - Staff development and training
- **Transit – This are tasks/activities primarily led by SAMTD staff**
 - Cherriots Regional service planning
 - Cherriots Local service planning
 - Comprehensive Operational Analysis – Consultant assisted work to help the district examine and evaluate the transit system as a whole to determine potential improvements to make operations more effective and efficient.
 - South Salem Transit Center site design work (based on a site selected in May 2022).
 - Intelligent Transportation System (ITS) – Support planning efforts around technology on transit vehicles

Table 1: UPWP Program Cost Estimates, Federal Funds, and Match Rates

UPWP Program Cost Estimates (consistent with 23 CFR 420.111)							
Program Section and Name	Federal Funds, PL*	Federal Funds, STBG	Federal Funds 5303	State and Local Match Rate	State Match to PL funds	Local Match	Total
I. Regional Transportation Planning Program	212,069	17,946	0	10.27	24,272	2,054	256,341
II. Corridor and Area Plans & Studies ⁷	1,795	0	0	10.27	205	0	2,000
III. Regional Project Programming	170,487	0	0	10.27	19,513	0	190,000
IV. Regional Modeling and Data Program	309,569	363,407	0	10.27	35,432	41,594	750,000
V. Interagency Coordination	64,818	166,291	0	10.27	5,548	19,033	255,690
VI. Program Management and Coordination	201,893	40,379	138,671	10.27	23,108	20,493	424,543
VII. Metropolitan Transit Planning	0	0	120,000	10.27	0	13,735	133,735
Fund Source Total	960,629*	588,022	258,672		108,078	96,908	2,012,309
	* Includes the 2.5% PL set-aside (of at least \$16,341 or more)						

⁷ Corridor and Sub-area plans also receive federal funds and local match as part of the SKATS Metropolitan Transportation Improvement Program. See Section II that shows the federal funds, local match, local match rate, and total funds for these planning activities.

Table 2: Local Jurisdictions within SKATS – Transportation System Plan Status

Jurisdiction	Transportation System Plan	TSP's next update & notes
City of Salem	Last amended January 13, 2020	Salem In Motion coordinated with "Our Salem" project (likely adopted in 2025 or 2026).
City of Keizer	Major update: 2009. Revised June 2014	2026 is identified as part of the CFEC-related TSP updates.
City of Turner	Section 9.700 of Comprehensive Plan updated in 2011	A TGM grant was awarded in fall 2021. TSP update began in 2023. Adoption is scheduled for late 2024.
Marion County	Last adopted 2005 Partially updated 2012	Future update and re-adoption, TBD, per CFEC rules.
Polk County	Last adopted in 2009 Partially updated in 2004	No current schedule for an update

Table 3: Status of MPO Documents

	Plan Name	Last Update	Next Update & Date of Adoption by Policy Committee
Yearly	Annual Listing of Obligated Projects Report	FY2023 Obligation Report – December 2023.	FY2024 Obligation Report in <u>December 2024</u> .
Yearly	Unified Planning Work Program (UPWP)	2024-2025 UPWP will be adopted in April 2024.	2025-2026 UPWP to be adopted in <u>April 2025</u> .
Three Years	Metropolitan Transportation Improvement Program (MTIP)	FY 2024-2029 MTIP adopted May 23, 2023.	To be adopted <u>May 2026</u> : FY 2027-2032 MTIP adoption.
Three Years	Air Quality Conformity Determination for MTIP	Adopted May 2023 for the 2024-2029 MTIP. Approved by FHWA/FTA on September 25, 2023 for the FY 2024-2029 MTIP.	To be adopted <u>May 2026</u> as part of 2027-2032 MTIP update.
Three Years	Title VI Plan	Approved by SKATS Policy Committee in November 2023.	To be updated in <u>October 2026</u> .
Four Years	Metropolitan Transportation Plan (MTP) (formerly the “RTSP”)	2023-2050 MTP adopted May 23, 2023.	To be adopted in <u>May 2027</u> : 2027-205x MTP.
Four Years	Air Quality Conformity Determination for MTP	Adopted May 2023 for the 2023-2050 MTP. Approved by FHWA/FTA on September 25, 2023 for the 2023-2050 MTP update	To be adopted <u>May 2027</u> at the same time as the 2027-205x MTP.
Four Years	TMA Planning Certification Review (USDOT)	Certification Report Issued February 8, 2021.	Scheduled for <u>April 2024</u> (tentatively).

Four Years	Public Participation Plan	Adopted November 23, 2021	To be adopted <u>November 2025</u> .
Four Years	Consultation Process for use During the Development of the SKATS MTP and TIP	Adopted June 2021.	To be reviewed, updated, and adopted by <u>November 2025</u> .
Four Years	Congestion Management Process (CMP)	Adopted September 27, 2022.	Review, updated, and adopted by <u>October 2026</u> .
As needed	Metropolitan Intelligent Transportation System Plan	Adopted August 2005.	Project list is reviewed and updated before each MTP update. The ITS Plan is updated as necessary.
TBD	Metropolitan Transportation Safety Action Plan	Scheduled for Summer 2024.	Update cycle to be determined during the development of the initial Plan.

SKATS Planning Certification Review and Resolution of Corrective Actions

As an MPO with a population of over 200,000 persons, the MPO is classified as a **Transportation Management Agency (TMA)**. Every four years, a team from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) conduct a Certification Review of the Transportation Planning Process for the SKATS TMA.

The most recent certification review took place in June 2020 among FHWA, FTA, staff from the SKATS TMA, as well as staff from ODOT and Salem Area Mass Transit District Transit (Cherriots). FHWA and FTA issued the final Certification Report on February 8, 2021. This 2021 Certification Review Report included six corrective actions (with due dates), six recommendations, and three commendations (see **Appendix C**).

On March 10, 2021, FHWA and FTA reviewed the findings in the final report with staff from SKATS, ODOT, and Cherriots (the public transportation provider in the Salem Metropolitan Area) to ensure understanding of the findings and federal actions, deadlines, and expectations. FHWA and FTA presented the findings to the SKATS Policy Committee on March 23, 2021. Since 2021, SKATS has worked to address each of the corrective actions, as discussed below.

Corrective Actions 1 & 2: Metropolitan Transportation Plan (MTP). These two corrective actions required SKATS by May 31, 2023 to:

- a) Prepare a system performance report that evaluates the condition and performance of the transportation system.
- b) To document the consultation undertaken during the MTP update.

The MTP was updated and adopted by the SKATS Policy Committee on May 23, 2023. An email was sent to ODOT staff detailing the work completed as part of the update to address these corrective actions. ODOT staff reviewed the work and on December 20, 2023 submitted a letter (dated December 19, 2023) to FHWA/FTA, stating their agreement that the corrective actions for the MTP had been addressed by SKATS.

Corrective Actions 3, 4, and 5: Congestion Management Process (CMP). The three corrective actions for the CMP directed SKATS to:

- a) Implement a congestion management process that provides greater emphasis on multimodal performance measures, includes effective management and operation, and is based on a cooperatively developed and implemented metropolitan-wide strategy.
- b) Establish a coordinated program for data collection and system performance monitoring.
- c) Document methods to identify an implementation schedule, implementation

responsibilities, and assessment of the effectiveness of implemented strategies.

The CMP was updated and adopted by the SKATS Policy Committee on September 27, 2022. A memo was prepared outlining how each Finding of the Corrective Actions were addressed and sent to ODOT for review. ODOT concurred that the revisions addressed the corrective actions and sent a letter to FHWA and FTA on March 10, 2023, recommending the close out of Corrective Action 3.

Subsequently, on December 20, 2023 ODOT submitted a letter (dated December 19, 2023) to FHWA/FTA, detailing how the three corrective actions for the SKATS CMP had been addressed by SKATSs. In this letter, ODOT is recommending that FHWA and FTA close out the two corrective actions associated with the MTP and the three corrective actions associated with the CMP.

Corrective Action 6: Consultation Process. This corrective action directed SKATS to complete their guiding document for consultation (*Consultation Process for use During Development of the SKATS RTSP and TIP*) by May 31, 2022, and to include “more explicit information on procedures for Tribal government consultation ...”. The document was revised as requested and adopted by the SKATS Policy Committee on July 27, 2021. A memo was prepared for ODOT, FHWA, and FTA detailing the Finding of the Corrective Action was addressed. ODOT staff reviewed the work and submitted a letter to FHWA and FTA on August 26, 2021, recommending that this corrective action had been addressed. FHWA and FTA agreed that the corrective action had been sufficiently addressed in their letter to ODOT and SKATS dated May 5, 2022.

I. Regional Plans and Planning Activities in SKATS

Table 3: Regional Plans and Planning Activities Funding Table

Work Items	PL funds Includes match	PL 2.5% set aside Fed amount only, no match required	STBGP-U funds Includes match	5303 funds Includes match	Total Budget Estimate
Public Participation Program	20,000		0	0	20,000
Performance -Based Planning	50,000		0	0	50,000
Metropolitan Transportation Plan (MTP)	5,000		0	0	5,000
Congestion Management Process	50,000		0	0	50,000
Metropolitan Safety Planning	40,000	16,341	20,000	0	76,341
Transportation Conformity Determinations	3,000			0	3,000
Safe Routes to School Planning	10,000	42,000	0	0	52,000
Total	178,000	58,341	20,000	0	256,341
	Total PL = 236,341				

Purpose:

Described in this section are the core activities and products for addressing regional transportation planning in the Salem-Keizer area. Since federal regulations were issued in 2016, SKATS staff has integrated **performance-based planning** into the existing planning activities and plans, as required by MAP-21 and FAST Act (and in 23 CFR §450.300). The two main products that are reviewed by the public – ***the Metropolitan Transportation Plan (MTP) and the Transportation Improvement Program (TIP)*** – represent the long-range and short-term guiding documents for transportation investments, respectively. Recent updates of the MTP and TIP in 2023 were developed to comply with **performance-based planning** regulations and the latest FHWA/FTA guidance documents. Public participation is a required activity for all of SKATS’

planning work, particularly for the update of the MTP and TIP and SKATS develops public engagement plans for each update.

PL 2.5% Set-Aside funds – the Infrastructure Investment and Jobs Act of 2021 added the requirement that MPOs use at least 2.5 percent of their allotted federal (Planning) PL funds on specific planning activities “... to increase safe and accessible options for multiple travel modes of people of all ages and abilities” [§ 11206(b)]. These funds are shown in **Table 4** as “PL 2.5% set-aside”. SKATS will meet this requirement with staff work to complete the Metropolitan Transportation Safety Action Plan (MTSAP), for planning work to begin implementing actions in the MTSAP, as well as administrative and supporting activities for the Safe Routes to School program. Other uses may include updating sidewalk and bikeway inventories to identify where complete streets exist or do not exist.

Previous Work in Regional Planning:

- **2020 Census and Expansion of the MPA** – the Salem urban area was modified as a result of the 2020 U.S. Decennial Census, principally to add areas to the east of the 2010 Metropolitan Planning Area (MPA), including the city of Aumsville. In 2023, staff worked with the SKATS committees and local jurisdictions to define the Federal Aid Urban Boundary (FAUB) and the SKATS Metropolitan Planning Area boundary. Discussions have been ongoing about potential changes to the MPO Policy Committee (PC), regarding adding the city of Aumsville to the PC and whether city of Salem should get an additional member on the PC.
- **Congestion Management Process (CMP)** – Data on travel times and delays for the CMP corridors in 2023 were collected using the RITIS platform and added to the corridor reports available on the SKATS Transportation Hub. The draft CMP is still awaiting review by FHWA/FTA on whether the document addresses the corrective actions identified in 2020.
- SKATS staff and the contracted consultant worked on the draft **Metropolitan Transportation Safety Action Plan (MTSAP)**. Completed tasks include a survey of the public to get their concerns about traffic safety in the SKATS area, reviewing crash data, identifying crash trends and contributing factors, determining Emphasis Areas for the MTSAP, identifying a High Injury Network, and beginning to select strategies and performance measures for the MTSAP. Work on the MTSAP began in September 2022 and is scheduled for adoption in mid-2024.
- The **Transportation Improvement Program (TIP)** was adopted on May 23, 2023 by the SKATS Policy Committee. Work since adoption includes numerous amendments to reflect changing cost estimates for the projects underway.
- The **Metropolitan Transportation Plan (MTP)** was updated and adopted on May 23, 2023 by the SKATS Policy Committee. The MTP is awaiting review by FHWA/FTA on whether the document addresses the correction actions identified in 2020.
- The **Safe Routes to School program** was started for the Salem-Keizer School District area in 2020. In 2023-2024 a new SRTS Assistant was hired, pedestrian

safety classes were being offered to elementary schools, and walk to school events (including walking school buses) were coordinated.

Tasks for 2024-2025:

1. Public Participation Program (PPP)

- a) Develop and conduct public participation activities and materials for MTP and TIP updates or amendments, as needed, following the process documented in the ***adopted SKATS Public Participation Plan***, as per 23 CFR §450.316.
- b) Identify innovative public outreach and engagement techniques for consideration to be included in the 2025 update to the Public Participation Plan.
- c) Document PPP activities and use the PPP's Measures of Effectiveness (MOE) for public participation.
- d) Use the MWVCOG website to post SKATS committee agendas and minutes, post updates of documents, and provide other SKATS-related information.
- e) Use the MWVCOG Facebook page for notifications and postings of activities.
- f) Use the SKATS Transportation Hub to provide information and background material.
- g) Continue to post monthly PC meeting videos to YouTube.
- h) PPP informational materials, participation activities, media placements, internet postings, etc., will be documented during the year and provided to ODOT in a **SKATS Annual Accomplishment Report on Title VI and public participation activities** for the year (delivered to ODOT by October 2024).

2. Performance-Based Planning (PBP)

- a) Discuss potential targets for the federal performance measures, as appropriate, for Road Safety, Transit Safety, and Transit State of Good Repair with ODOT and SAMTD. Adoption by the Policy Committee is scheduled for within six-months after ODOT and SAMTD adopt their targets. Note that SAMTD targets are only updated/adopted by SKATS on years when the MTP or the TIP is updated. The proposed rule for including a performance measure for CO₂ (carbon dioxide) tailpipe emissions has been enacted by FHWA, and SKATS will work with ODOT and others (as necessary) to develop the required targets and document the process by July 2024 (180 days after ODOT submits their GHG targets).
- b) Amendments and updates to the MTP and TIP will document how projects added to those plans help to achieve SKATS' Performance Targets.

MAP-21 introduced important changes to how federally funded transportation planning will be conducted. It mandated a **performance-based planning (PBP) paradigm**, which specifies data-driven project selection and tracking of the performance of the regional system for better accountability and transparency of how federal funds are spent. All MTP/TIP plans or amendments adopted after May 27, 2018, need to be compliant with PBP

requirements. As part of PBP, a **set of national goals** were defined with the associated performance measures to track progress toward meeting these goals.

There are three highway/road-related groups of performance measures and two transit-related groups of performance measures (*see tables below*). The rules and measures were finalized in 2016 and 2017 by FHWA and FTA. SKATS established the initial performance measure targets in consultation with ODOT or SAMTD and chose to support the targets either ODOT or SAMTD selected (*see table below*). The TIP was updated to include the adopted targets and included a discussion of how the projects in the TIP are helping to achieve the targets. Deadlines for setting SKATS targets and how frequently they need to be updated are illustrated in **Table 5** below.

The second performance reporting period for the Pavement, Bridge, and System Performance measures began in 2022. During the 2022-2023 fiscal year, SKATS coordinated with both ODOT and SAMTD, as appropriate, to either establish the targets for use within SKATS during the second reporting period (2022-2026) and to report on the targets that have been previously defined. During this UPWP period (2024-2025), SKATS staff will continue the process to inform and work with the Policy Committee, the TAC, and the public about the change to performance-based planning and how that will change the development of the MTP and TIP. Setting yearly targets will be coordinated with ODOT and SAMTD during this fiscal year as well as required. This work will continue into subsequent years.

The following information illustrates a summary of the Performance Measures applicable to the SKATS TMA; when ODOT, SAMTD, and SKATS targets are due; and how often the target is required to be updated.

Table 4: Road-related Federal Performance Measures

Performance Measure	Performance Measure Information	ODOT or SAMTD Initial Targets due	SKATS Initial Targets due	MPO update frequency; next update due date	SKATS is supporting target specified by:
PM 1: Road Safety	Five required measures with targets	Aug 31, 2017	Feb 27, 2018	Every year	ODOT
PM 2: Pavement & Bridge	4-year targets for: Interstate pavement, non-interstate NHS pavement, NHS bridge	May 20, 2018	Nov 16, 2018	Every 4 years – 2022, 2026, 2030 ...	ODOT

PM 3: System Performance	4-year targets for: NHS travel time reliability, Freight reliability, CMAQ Traffic Congestion and On-Road Mobile Source Emissions, Peak Hour Excessive Delay, and Percent Non-SOV travel. Greenhouse gases (GHG).	May 20, 2018	Nov 16, 2018; 2022 for Peak Hour Excessive Delay and Percent Non-SOV Travel. July 2024 for GHG (or 180 days after ODOT submits their targets).	Every 4 years - 2022, 2026, 2030 ...	<p>ODOT for all but the PHED and Non-SOV measures.</p> <p>SKATS developed targets for the Peak Hour Excessive Delay and Percent Non-SOV Travel measures.</p> <p>SKATS will adopt GHG targets by July 2024 (or 180 days after ODOT submits their targets).</p>
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Table 5: Transit-related Federal Performance Measures

Performance Measure	Performance Measure Information	ODOT or SAMTD Initial Targets due	SKATS Initial Targets due	MPO update frequency; next update year	SKATS is supporting target specified by:
Transit Related Safety	Three required measures with targets	July 20, 2020	January 16, 2021	Every TIP or MTP update	SAMTD
Transit State of Good Repair	Conditions of buses and facilities/capital equipment	January 1, 2017	June 30, 2017	Every TIP or MTP update	SAMTD

3. Metropolitan Transportation Plan (MTP) Update

- a) The next update of the plan will be due by May 2027.
- b) Tasks for the 2024-25 UPWP include identifying issues and work items for the 2027 plan update (e.g., data collection, inventory updates, public input on issues, coordinating the MPO plan with the Oregon Transportation Plan and other modal plans, local comprehensive plans, etc.)
- c) Coordination between agencies (ODOT, Transit) about updating the SKATS ITS Architecture and ITS plan.

4. Congestion Management Process

- a) In September 2022, the SKATS Policy Committee adopted the revised Congestion Management Process document. The CMP was revised based on input from the FHWA/FTA/ODOT Corrective Action Team. As of January 2023, that version of the CMP has been reviewed by ODOT and submitted to FHWA and FTA for a final determination.
- b) For 2024-25, SKATS staff continue to use the RITIS data collection platform for collecting travel times, bottlenecks, and other information along CMP corridors. *(See also section IV on data and reporting.)*
- c) Work with the SAMTD to devise means of capturing, analyzing, and presenting transit ridership and other collected data to support analysis of the CMP corridors.
- d) Continue to collect traffic volumes via traffic video cameras on the major regional arterials.
- e) Schedule meetings of the local jurisdictions and SKATS Committees to review congestion data and discuss potential strategies, following the steps in the CMP.

5. Metropolitan Safety Planning

- a) Work with regional agencies on final completion of the **Metropolitan Transportation Safety Action Plan** and coordination for implementing recommendations from the MTSAP.
- b) Work with ODOT and SAMTD to update the data needed to determine the targets for the federal safety performance measures; present to the SKATS Policy Committee.
- c) Update the crash data dashboards on the MWVCOG website.
- d) Update the maps showing locations of safety projects implemented within SKATS.
- e) Attend safety training workshops, webinars, etc.
- f) Discuss collaborations with ODOT, SAMTD, and local jurisdictions on safety education and messaging initiatives.

6. Transportation Conformity Determinations

- a) Prepare Air Quality Conformity Determinations for updates of the TIP and MTP, as needed.
- b) Continue interagency conformity consultation discussions with federal, state, and local agencies (as necessary).
- c) Monitor EPA changes to the federal transportation conformity regulations, National Ambient Air Quality Standards (NAAQS) (including possible new ozone standards) and MOVES model.

7. Safe Routes to School

- a) The Salem-Keizer Safe Routes to School (SRTS) program is funded through a separate IGA with ODOT, using federal funds primarily from the SKATS TIP for the SRTS program. UPWP funds will be used for administrative and management activities associated with the program.

II. Corridor and Sub-Area Plans and Studies

Table 6: Corridor and Sub-Area Planning Funding Table

	PL Funds (includes match)	STPBG-U Funds (includes match)	5303 funds (includes match)	Total Budget
Total	2,000	-	-	2,000

Purpose:

This program includes corridor and area studies within SKATS that use federal funds and/or receive assistance from SKATS staff (providing data, running the travel model, serving on project management teams or other committees, etc.). These studies are undertaken to identify land use and/or transportation issues, develop and evaluate alternatives, and determine (as warranted) recommended infrastructure projects that should be included in state and local transportation plans and the SKATS MTP. Some of these corridors and sub-areas were identified in previous versions of the SKATS MTP as “outstanding issues,” while others were more recently identified for study by the local jurisdiction or region.

23 CFR 450.318 states that “an MPO(s), State(s), or public transportation operator(s) may undertake a multimodal, systems-level corridor or subarea planning study as part of the metropolitan transportation planning process.” Planning studies are meant to provide the analysis, public discussion, and agency review that is necessary to identify a preferred solution. Some of the following planning studies require work over several years or in separate phases.

Previous Work in Corridor and Sub-Area Plans and Studies:

- Cordon / Kuebler Corridor Study and Management Plan – completed in 2023

1. OR 22W / OR 51 Interchange and Corridor Study/Project

- Lead: Oregon DOT
 Starts: On-going
 Completion: 2025
 Funding: Provided by ODOT in STIP (includes funds from SKATS)
 Tasks: Over the next 12 months and beyond **ODOT** will be working on;
- putting together a 15% design package (now until May 2024)
 - undertaking a value engineering study (May 2024 through to September 2024)
 - undertaking an Environmental Assessment to comply with NEPA (this is the major activity from September 2024 through September 2025)

- SKATS to provide model info (as requested) and keep the SKATS Policy Committee updated on progress.

III. Regional Project Programming

Table 7: Regional Project Programming Funding Table

Work Items	PL funds (includes match)	STBGP-U funds (includes match)	5303 funds (includes match)	Total (includes match)
TIP Development, Amendments, and Adjustments	60,000			60,000
TIP Project Development Tracking	60,000			60,000
TIP Management System	60,000			60,000
CMAQ Program and Carbon Reduction Program	10,000			10,000
Subtotal	190,000			190,000

Purpose:

To develop a program of regionally significant transportation investments over a 6-year period (with the last two years as illustrative). The Transportation Improvement Program (**TIP**) is prepared following federal regulations for TIPs (23 CFR 450.326) and includes a financial plan. Revenue projections are coordinated with ODOT. Transportation projects within SKATS that receive federal funding during the first four years of the TIP are required to be listed, as well as other regionally significant projects that use non-Federal funds.

The SKATS TIP is usually updated every three years to correspond with the update of the Oregon Statewide Transportation Improvement Plan (STIP). In the Salem-Keizer area, updates and amendments to the TIP are prepared by SKATS staff -- in cooperation with FHWA, FTA, ODOT, SAMTD, and the local jurisdictions – under the review and approval of the SKATS Policy Committee. Updates and amendments to the TIP follow the procedures for public review as described in the **SKATS Public Participation Plan**. According to the Cooperative Agreement (**Appendix A**), the TIP must be unanimously approved by the SKATS Policy Committee.

Amendments to the TIP are processed on a frequent basis. The TIP's **Management Procedures** - including the timing for public review of amendments - are described in

the TIP. SKATS staff work with staff from local jurisdictions and ODOT to track the progress of projects funded in the TIP.

In coordination with ODOT, Oregon's three Transportation Management Areas (TMAs) – Portland Metro, SKATS, and Central Lane – are required to meet obligation targets. Rewards (from any redistribution funds received by ODOT) will be provided to TMAs that meet or exceed the targets, while penalties are imposed for not meeting the targets.

As a Carbon Monoxide Maintenance Area, SKATS is a recipient of Congestion Mitigation and Air Quality Improvement Program (CMAQ) funds. Projects in the SKATS TIP that are proposed to use CMAQ funds must show how the project will reduce carbon monoxide (CO). The process used to calculate the CO reduction must be submitted to ODOT and sent to FHWA or FTA for their concurrence.

Previous Work in Regional Project Programming:

- In February 2023, a **draft FFY 2024-2029 SKATS TIP** was completed for final public review. Responses from the public were shared with the SKATS Policy Committee.
- The Policy Committee adopted the SKATS FFY 2024-2029 Transportation Improvement Program and associated Air Quality Conformity Determination (AQCD) on May 23, 2023.
- Continued coordination with ODOT and other TMAs in order to improve the obligation rate of federal funds.
- Processed 64 TIP modifications (including full amendments requiring public participation, no amendments required an AQCD) from October 1, 2022, to September 30, 2023.
- Participated in a consultation group with ODOT's Climate Office staff on development of Oregon's Carbon Reduction Strategy Plan (federally required by IIJA), which included policies and projects for using Carbon Reduction funds in the TIP and STIP.
- Coordinated with ODOT staff on development of the FY 2024-2027 STIP (particularly for ODOT projects within the SKATS area), including public review of the STIP. Incorporated performance-based planning in project selection and evaluation.
- Due to cost escalation of projects (reflected in recent bids being substantially higher than programmed funds) the SKATS Policy Committee adopted a policy to commit available funds in the TIP to complete projects before adding funding to any new projects in the FFY 2024-2027 timeframe until a time when the financial picture changes.
- SKATS, Central Lane MPO, and Portland Metro continued development and implementation of the electronic TIP (e-TIP), using Eco Interactive's Project Tracker system.

Tasks:

1. TIP Development, Amendments, and Adjustments

a. Maintenance Activities for the Adopted FFY 2024-2029 TIP

- Coordinate with the ODOT Region 2 STIP Coordinator on TIP and STIP changes for projects within the SKATS MPO area.
- Check that projects in the adopted TIP match the adopted STIP.
- Check that projects in the adopted TIP are correctly specified in ODOT's Financial Plan (updated regularly).
- Revise, when necessary, the adopted SKATS TIP (via amendments, adjustments, or administrative modifications) based on new federal or non-federal funding availability and/or changes in projects as they proceed with their development, which happens frequently.
- Follow the TIP's *Management Process* for all TIP revisions.
- Follow SKATS PPP (Public Participation Plan) for any TIP Amendments.
- Attend quarterly STIP/TIP meetings.
- Work with ODOT and SAMTD to organize data for the required *Annual List of Obligated Projects Report* (per 23 CFR 450.334) which shows which projects (or project phases) have been obligated by FHWA or have received an FTA grant.

2. TIP Project Development and Tracking

- a. Regularly meet with ODOT's Local Area Liaisons (LALs) and staff from the local jurisdictions and agencies to help with any coordination work needed to move projects forward.
- b. Act as a liaison between federal agencies, ODOT, SAMTD, and local jurisdictions to resolve delays in project development.
- c. Assist with Intergovernmental Agreements (IGAs), as necessary.
- d. Track project status and funding in ODOT's Financial Plan.
- e. Track the obligation status of projects and project phases. Coordinate with local jurisdictions, ODOT, and others to meet obligation targets.

3. TIP Management System Enhancements

- a. Move from soft-launch to full utilization of the e-TIP Management System in Eco-Interactive's Project Tracker.
- b. Work with Central Lane MPO, Portland Metro and Eco-Interactive to make ongoing refinements to the Project Tracker e-TIP Management System.

4. CMAQ Program Administration

- a. Work with local project sponsors and ODOT staff on documenting the selection and emission reduction benefits of proposed CMAQ projects.
- b. As with other TIP projects, keep tabs on CMAQ projects as far as TIP and STIP

- entries and obligation of funds.
- c. Develop targets for CMAQ specific performance measures (*See section I.2, Performance-Based Planning*).

5. Carbon Reduction Program Administration

- a. As part of the Infrastructure Investment and Jobs Act (IIJA) of 2021, SKATS received federal funds associated with the Carbon Reduction Program of the IIJA. In 2022 and 2023, SKATS staff participated in a consultation group with ODOT's Climate Office staff on development of Oregon's *Carbon Reduction Strategy Plan* (federally required by IIJA), which includes policies and strategies for using Carbon Reduction funds in the TIP and STIP. Carbon Reduction funds for 2022-2025 have been programmed in the SKATS TIP. Staff will continue to coordinate with ODOT and USDOT on this topic to comply with the requirements of this program.

IV. Regional Modeling and Data Program

Table 8: Regional Modeling and Data Program Funding Table

Work Items	PL funds (includes match)	STBGP-U funds (includes match)	5303 funds (includes match)	Total (includes match)
Regional Population and Employment Data and Forecasts	10,000	10,000		20,000
Census Data and Forecasts	10,000	10,000		20,000
Travel Demand Model Data, Forecasts, Refinement	170,000	315,000	-	485,000
Household Travel and Activity Surveys	85,000	-		85,000
Use of RITIS System	30,000	30,000		60,000
Systems Monitoring and Reporting	40,000	40,000	-	80,000
Subtotal	345,000	405,000	-	750,000

Purpose:

This work element provides for the collection of data, model development and refinements, and use of the travel model to support planning processes in the region. It includes: development of population and employment forecasts and allocations (for the MTP and travel model); transportation demand modeling; data collection (e.g., traffic counts, the crash database), system monitoring and reporting (e.g., Transportation Disadvantage report); the planning and implementation of a coordinated household travel survey; and data collection associated with performance-based planning, regional indicators, and performance measures associated with the Congestion Management Process. This work element also includes activities to refine the sources of data; methods of collection, storage, and analysis; and methods for reporting.

Previous Work in Modeling and Data:

- Coordination with other Oregon MPOs and ODOT on a new Household Activity Survey. Phase 1 ran from October 2021 until December 2021 to define the *scoping* of the project. Phase 2 which started in January 2022 ran through June 2022 and was dedicated to the *design* of the survey instrument, the methods to be used and testing. Phase 3, Implementation, takes place from Spring 2023 to Summer 2024.
- Meetings with ODOT and other partners to prepare for development of an activity-based travel demand model.

- Use of the Regional Travel Demand Model for planning studies, including the Cordon Road Corridor Study and City of Salem’s “Our Salem” study. In 2022, the model was used in the development of the MTP and the Cherriots Long Range Transit Plan.
- Validated the model to reflect post-COVID transit ridership and align with the T-BEST model used by SAMTD as part of their Long Range Transit Plan.
- Developed online presentation of transportation systems and potential generators of vehicular congestion.
- Updated the crash database and the online presentation of the data.
- SKATS updated a GIS inventory of sidewalks along regional corridors and collectors in 2023. A similar inventory was completed in 2021 and updated in 2023 for regional bike facilities. The Regional Sidewalk Report shows facilities and gaps by jurisdiction, by road types, and the summary of the construction of new sidewalks between 2005 and 2023.
- Used RITIS to produce new tables, figures, and maps for use in the Regional Operational Characteristics Report (ROCR).
- Updated the base year GIS land use data (to 2021), include Comprehensive Plan Designations.
- Developed the SKATS long-range (20+ year) forecast and allocated to TAZs (Transportation Analysis Zones) in coordination with the local jurisdictions, using a Land Use Working Group.
- Presented forecasts to SKATS Committees for approval and use in the MTP update.
- Developed a PostgreSQL database to hold the traffic counts collected through Salem’s Regional Traffic Control Center.

Tasks for 2024 - 2025

Beginning in the fall of 2023 and continuing into 2024 is the task of revising the workflows and products of this work element to reflect the revised MPA boundary and inclusion of Aumsville into SKATS. This provides an opportunity to examine and revise existing workflows to use newer methods and better align the products with the needs of SKATS and the member jurisdictions. Some workflows, such as the travel demand model, will require more effort and it needs to be determined whether it is feasible and appropriate to update the existing model *and* develop the new Activity-based Model. Level of effort estimates for many of these tasks is still being developed.

1. Regional Population and Employment Forecasts

- a. When the SKATS Metropolitan Planning Area (MPA) boundary is adopted, SKATS will update its modeling area to include the changes to the boundary, collect data in the new areas to use for the travel model, and develop forecasts for the new areas.
- b. Analysis of state, county, and regional forecasts, particularly those developed by Portland State University’s Population Research Center (PRC) for the shared Salem-Keizer UGB. The next PRC update cycle is Fall 2024, with final forecast by June of 2025.

- c. Gather and summarize building permit data and state QCEW (Quarterly Census Employment and Wages) data (formerly known as ES-202 employment data).
- d. Create the household (HIAs) and employment data for use as input to the travel model.
- e. Share population, employment, and TAZ forecasts with ODOT and local jurisdictions for planning studies, as needed.

2. Census Data

- a. Evaluate ACS 5-year or similar products as they are released (*as needed*).

3. Travel Demand Forecasts and Refinements

- a. Refinement, calibration, and update of the regional travel demand code (modules).
- b. Develop current and future year networks for the regional travel demand forecasting model (*as needed*, typically as part of the update of the MTP).
- c. Forecasts for regional, area, and corridor planning studies (*see section II*)
- d. Coordination with the Oregon Modeling Steering Committee and its Modeling Program Coordination subcommittee on improvements to MPO models and coordination between statewide and MPO models.
- e. Work with ODOT to use the consultants available to estimate and implement an instance of ActivitySim for use in SKATS. This work will build on the previous work to develop a design for ActivitySim that will be consistent statewide and use the OHAS/OTS data for estimation. Actual tasks for 2024-2025 will depend on consultant availability and when the OHAS/OTS data will be ready for use in estimation. This will be a multi-year project.
- f. Produce maps and tables of models results (*as needed*).
- g. To be determined is whether, and how, SKATS staff will be involved with Salem, Keizer, and Marion County in their Regional Scenario Planning work and specifically the use and upkeep of the VisionEval strategic model used for that work.

4. Household Activity and Travel Survey

- a. Coordinate with ODOT, other MPOs, and the OMSC Travel Survey Subcommittee and the project consultant on data analysis from the Oregon Travel Study. Prepare the data for use in estimating new travel demand models. Prepare reports of travel within SKATS and the surrounding area for public and committee use.

5. Use of RITIS System

- a. Collection of data to support the SKATS Congestion Management Process (CMP) using the RITIS tool (which uses INRIX data) as provided through ODOT's contract with the CATT Lab at the University of Maryland.

- b. Use RITIS data to describe the current operation of CMP corridors.
- c. Use RITIS data for reporting on federal performance measures.
- d. Include RITIS data on the Congestion Management webpage in reports for each corridor as appropriate.

6. System Monitoring, Inventories, and Reporting

- a. Update and maintain regional systems inventories required by MAP-21/FAST, including regional streets, sidewalks, bike facilities, transit, and other transportation-related infrastructure inventories, as appropriate, in GIS format.
- b. Update and maintain the Access database of future transportation projects (committed, included, and illustrative) proposed for the SKATS regional road system and used in preparing updates to the MTP.
- c. Maintain the geodatabase and map (on the MWVCOG website) of completed transportation projects on the regional system, including projects funded over the years through the SKATS TIP.
- d. Traffic counts: continue to collect counts via Salem's video cameras.
- e. Maintain and update the Regional Sidewalk inventory.
- f. Maintain the database of crash locations and crash related information within the SKATS study area. Update the crash data in the online maps and tables (using Tableau or similar software) on the MWVCOG website.
- g. Update the table of the indicators and performance measures defined in Chapter 3 of the SKATS 2023-2050 MTP. Refine the indicators, as needed. Update the reporting of the federal performance measure targets on the webpage as appropriate to reflect targets that are updated yearly (e.g., Roadway Safety).
- h. Update the ***Regional Operational Characteristics Report (ROCR)*** that describes travel conditions on the region's roadways based on travel time data, traffic counts, transit ridership, and collision information.
- i. Evaluate techniques for visualization of data and research best practices and test for applicability with SKATS data sources and customers.
- j. Continue to work with Cherriots on methods to collect transit ridership from the ITS equipment installed on buses. Data will be useful for model calibration and for the performance measure for the Congestion Management Process (CMP).
- k. Continue to investigate additional methods of data collection, storage, and analysis regarding characteristics of all travel in and through the region, whether located on the regional system or not. This may include the purchase, and use, of new tools and data sources from private providers, as appropriate.
- l. Continue to monitor data sources identifying disadvantaged populations with both internal and external maps and indices for continued work in equity and environmental justice analysis.

V. Interagency Coordination

Table 9: Interagency Coordination Funding Table

Work Items	PL funds (includes match)	PL 2.5% set aside Fed amount only, no match required	STBGP-U funds (includes match)	5303 funds (includes match)	Total (includes match)
Interagency Coordination	54,025	16,341	185,324		255,690

Purpose

In order to ensure that SKATS maintains a continuing, cooperative, and comprehensive (“3C”) planning process it is necessary to coordinate and/or participate (both SKATS staff and/or SKATS Policy Committee members) in various transportation planning committees, transportation plan updates, transportation studies, and other meetings with other agencies. This includes coordination with ODOT and other state agencies, federal agencies (FHWA, FTA), state and area commissions (Oregon Transportation Commissions, MWACT) and the local jurisdictions and districts within SKATS. In addition, staff participate in other local or statewide committees and groups on either a regular or as-needed basis.

The tasks in this section lists the interagency coordination that SKATS staff expects to engage in during the 2024-2025 UPWP. However, during the year additional studies, planning issues, and other committees may require the participation by SKATS staff or the SKATS Policy Committee.

Lastly, Federal regulations (23 CFR 450.314) require the development of an agreement between SKATS, ODOT, and the Salem Area Mass Transit District (SAMTD) on roles and responsibilities for each agency to carry out metropolitan transportation planning and metropolitan financial planning processes. This agreement (IGA #32794) was updated and executed on February 7, 2019, and is included as an appendix (**Appendix E**) to this UPWP.

Tasks

1. Corridor plans, facility plans and other planning projects and activities within SKATS, particularly work as listed in Section II Corridor and Area Plans.

2. ODOT's Planning Section: coordinating and/or comment on the updates to statewide Policy Plans, including the following (date shows anticipated year of completion):
 - Oregon Freight Plan (small update in December 2022, comprehensive policy update in 2026)
 - Oregon Highway Plan (2024 and 2025)
 - Oregon's Carbon Reduction Strategy Plan (finalized fall 2023) – MPOs are a major section in this plan
3. Coordination and assistance on local transportation planning studies and transportation system plan updates, transportation committees, and coordination groups. Includes Complete Streets planning work to develop a network of active transportation facilities and improving access to public transportation
 - Salem Transportation System Plan update
 - Turner Transportation System Plan update
 - Salem Safety Action Plan update
 - Regional Planning to comply with Transportation Planning Rule requirements
 - First mile/last mile planning work with SAMTD
 - Salem area STP funding committee (5311 funds for the Salem MSA area)
 - Oregon Safe Route to School Network
 - MTIP/STIP Quarterly meetings
4. Collaboration with other MPOs and Transit agencies in Oregon
 - Oregon Metropolitan Planning Organization Consortium (OMPOC)
 - Quarterly meetings of Oregon MPO/Transit agencies
 - Monthly meetings with Salem-Keizer Transit staff
5. Modeling and Surveys
 - Participate in the Oregon Modeling Statewide Collaborative (OMSC) and their related transportation modeling, research, and ad-hoc subcommittees.
 - Participate with ODOT and other MPOs in the Oregon Household Activity Survey / Oregon Travel Study (***See section IV***) and any follow-on surveys and/or data processing tasks.
6. Air Quality
 - Interagency coordination with EPA, DEQ, ODOT, etc. for consultation on Air Quality Conformity Determinations (AQCDs) for updates to the TIP and/or MTP, as needed.
7. Changes to State and Federal Legislation or Regulations

- Coordination with ODOT, FHWA, and FTA on potential changes in federal regulations or legislation and their impacts to MPOs, including any that may arise with a new surface transportation act.
- Work with agencies and jurisdictions on impact of state legislation and regulations (particularly the update of Oregon's Transportation Planning Rule) that impact transportation planning within SKATS.

VI. Regional Program Management & Coordination

Table 10: Regional Program Management and Coordination Funding Table

Work Items	PL funds (includes match)	STBGP-U funds (includes match)	5303 funds (includes match)	Total (includes match)
Admin, Program Management, Personnel	175,000	20,000	154,543	349,543
Unified Planning Work Program	15,000	15,000	-	30,000
Required Reporting	10,000	10,000	-	20,000
Staff Development and Training	25,000	-		25,000
Subtotal	225,000	45,000	154,543	424,543

Purpose:

This work element provides for the overall program management and coordination for the MPO planning program. It also includes administration support, technology support, UPWP development, required reporting, and professional development and training.

Tasks:

1. Administration of MPO Program (On-going)

- a. Perform general program management and supervisory functions
- b. Develop budget and staffing needs for the SKATS MPO program.
- c. Coordinate on annual MWVCOG budget.
- d. Monitor MPO expenses and invoices to ODOT.
- e. Participate in annual MWVCOG audit including Transportation Program.

2. Program Support and Maintenance (On-going)

- a. Provide staff support to the SKATS MPO Policy Committee, SKATS Technical Advisory Committees, and other planning committees and work groups.
- b. Scheduling and arrangements of meetings of the SKATS Policy Committee, Technical Advisory Committee, inter-agency meetings and others.
- c. Create and distribute materials (meeting minutes, notifications, agendas, packets, schedules, documents, etc.) for meetings.
- d. Review and update agreements including UPWP IGA with ODOT and the 5303 Pass-Through agreement with the Salem Area Mass Transit District.
- e. Orientation of new Policy Committee members, including Title VI orientation

- (training or presentations).
- f. Have in place a Title VI Plan and Assurances including discrimination complaint forms and procedures for handling discrimination complaints (last updated in November 2023 and endorsed by the SKATS Policy Committee).
 - g. Review and update technology software, including those for enhancing public participation/attendance consistent with the strategies identified in the Public Participation Plan (PPP).
 - h. Supervise the purchase/lease of equipment to ensure efficiency in MPO activities.
 - i. Purchase new and update existing software to maximize staff productivity and allow a multitude of capabilities.
 - j. Maintaining and updating the MPO section of the MWVCOG's website.

3. Personnel Management

- a. Manage transportation personnel (*on-going*)
- b. Recruit and train staff (*as needed*)

4. UPWP Development and Management

- a. Implement the FY 2024-2025 UPWP
- b. Coordinate the closeout of the FY 2023-24 UPWP (per ODOT-MPO protocols)
- c. Starting in October 2024, begin development of the FY2025-2026 UPWP, submit draft documents to review agencies and incorporate comments into final UPWP (per ODOT-MPO protocols)
- d. Process amendments to the adopted UPWP (*as necessary*)
- e. Process budget revisions to the adopted UPWP (*as necessary*)

5. Required Reporting

- a. Participate in the process for resolution of corrective actions associated with the Federal Planning Review Certification, including work of the Certification Action Team (*as necessary, see discussion on page 15*).
- b. Prepare UPWP semi-annual and annual Progress Reports and monthly invoices and submit to ODOT.
- c. Prepare annual Title VI and Public Participation Accomplishment Report and submit to ODOT's Office of Civil Rights (November, annually).
- d. Maintain and update Title VI complaint process and report to ODOT of any Title VI complaints.

6. Professional Development and Training

- a. MPO Transportation Director and Policy Committee member attendance at meetings of the Oregon MPO Consortium (OMPOC) (approximately 3 times per year) and other regional or statewide planning and transportation forums.

- b. Attend workshops, conferences, and training sessions to facilitate the planning process and provide staff with the necessary education to maintain and acquire professional certifications; including geographic information systems, transportation planning, congestion management, public participation, modeling, community livability/sustainability and other relevant subjects.

VII. Metropolitan Transit Planning (49 USC 5303 and 23 CFR 450)

Table 11: Metropolitan Transit Planning Funding Table

Work Items	PL funds (includes match)	STBGP-U funds (includes match)	5303 funds (includes match)	Total (includes match)
Regional Transit System Planning	-	-	75,000	75,000
Regionally Significant Project Planning	-	-	46,735	46,735
Transportation Improvement Program	-	-	2,000	2,000
General Regional Planning Coordination & TSP	-	-	10,000	10,000
Subtotal	0	0	133,735	133,735

49 USC Section 5305(d) provides the authority to use federal funds to support the development of the metropolitan transportation system plan, metropolitan TIP, and in designated TMAs (like SKATS), addressing congestion management. The general and specific requirements for these activities are described in 49 USC Section 5303.

Under MAP-21, the State is the designated recipient of 5303 funds; and the State is required by law to distribute these funds to urbanized areas (SKATS is the subrecipient) for transportation planning in the metropolitan planning areas. By separate contract, SKATS passes-through the majority of these 5303 funds to Salem Area Mass Transit District (SAMTD) to assist SKATS with metropolitan planning issues, particularly areas involving public transit planning. Specific guidance on eligible activities, metropolitan planning requirements, and roles and responsibilities are found in FTA Circular 8100.1C “Program Guidance for Metropolitan Planning and State Planning and Research Grants” (dated September 1, 2008). The joint FTA/FHWA Metropolitan Planning regulations are found at 23 CFR Part 450.

Metropolitan planning includes development of the long-range system planning and shorter-range planning studies that support the integrated management of a multi-modal transportation system and facilities. Transit planning plays a key role as part of this multi-modal system, including:

- Development and implementation activities of the 2043 Long-Range Transit Plan (completed December 2022);
- Coordination and review of transit projects and programs included in the SKATS TIP;
- Coordinating transit planning with other transportation planning studies and land use studies serving the SKATS metropolitan area or connecting to the SKATS area;

- Coordination and review of the transit components of the SKATS regional travel demand model, including modeling with the Transit Boardings Estimation Simulation Tool (TBEST), which is maintained by the SAMTD Planning Department;
- Designing transit services and Transportation Demand Management (TDM) programs to better meet the mobility needs of the community;
- Financial planning;
- Coordination of emissions benefit estimates for any transit-supported CMAQ funds; and
- Designing operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods (part of the congestion management process (CMP)).

The 5303 Planning Work Program activities comprise only a portion of SAMTD's overall planning work. SAMTD uses other federal, state, and district funds for planning and management of their programs. For many years, SKATS has provided a portion of their federal surface transportation block grant program funds (STBGP) in the SKATS TIP for the TDM activities that are provided by SAMTD. In addition, STBGP funds in the TIP are currently programmed for transit project development.

Each year SAMTD staff identifies specific Section 5303 public transportation planning tasks that they will accomplish.

Previous Work in Transit System Planning:

- Completed and adopted the district's first **Long-range Transit Plan project (LRTP)** in December 2022.
- Continued planning and development work for the South Salem Transit Center.
- Activities related to establishing a new electronic fare card program (E-Fare) for the District, including Title VI analysis for this project.
- Work on signal prioritization to provide green light extension and queue-jump signal control.
- Work on the 2024-2025 Statewide Transportation Improvement Fund (STIF) project selection.

Summary of Major Planning Activities and Products for FY 2023-2024

- **Metropolitan Transit Planning**
 - **Regional Transit System Planning**
 - **Cherriots Local Service Planning**
 - **Cherriots Regional Service planning**
 - **Comprehensive Operational Analysis** – Work with consultant group to complete an analysis to help the District examine and evaluate our

transit system as a whole to determine where improvements can be made to make our operations more effective and efficient.

- **Regional Significant Project Planning**

- **South Salem Transit Center** – Support the planning process for property acquisition and design phase of the project. Planning will also support future planning effort for funding for building the center.
- **STIF service plan** – Developed service plan for the 2026-27 biennium funding source for all of the District’s service area.

- **Transportation Improvement Program (TIP)**

- Develop and help with planning efforts for Cherriots projects that will be included in the TIP.

- **General Regional Planning Coordination**

- **Title VI** – Monitor Transit-Related Title VI Civil Rights, Limited English Proficiency (LEP), and Environmental Justice Data Related to Service Changes and Changes in Fares. Support the development of Justice 40 document for grant applications using planning process develop in the Cherriots planning department.
- **Transit Signal Priority Green light extension** – Coordination with City of Salem on implementing our first corridor for signal priority for transit buses on Lancaster Drive. Plan the second phase corridor for deployment.
- Coordination with local organizations / agencies on projects affecting transit service in Cherriots service area.

VIII. ODOT Planning Assistance

ODOT staff provide support to SKATS and other jurisdictions and agencies in the region on coordination of their transportation planning processes. Specific activities include:

1. Coordination of MPO planning activities within all departments in ODOT;
2. Policy and technical coordination with SKATS; the cities of Salem, Keizer, and Turner; and Polk and Marion Counties in the development of land use and transportation plans and planning studies;
3. Support for the SKATS MTP amendment and refinement process;
4. Participate in the development and coordination of SKATS TIP and ODOT STIP;
5. Assistance in development of Unified Planning Work Program;
6. Review of SKATS documents in order to determine if they meet the corrective actions identified in FHWA/FTA's 2021 Certification Review of the SKATS Transportation Planning Process;
7. Development and execution of agreements and scopes of work for funding and specific planning projects.

Table 13 SKATS Planning Funds by Source – Placeholder

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Table 14: UPWP Program Budget by Fund Source – placeholder

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Agenda Item G

OTHER BUSINESS

SKATS Technical Advisory Committee

January 9, 2024

New Federal Grant Opportunity: ATTAIN (Advanced Transportation Technologies and Innovation)

ADVANCED TRANSPORTATION TECHNOLOGIES and INNOVATION

(Advanced Transportation Technologies and Innovative Mobility Deployment)

	FAST Act (extension)	Bipartisan Infrastructure Law (BIL)				
Fiscal year (FY)	2021	2022	2023	2024	2025	2026
Authorization	\$60 M	\$60 M	\$60 M	\$60 M	\$60 M	\$60 M

Note: Except as indicated, all references in this document are to the Bipartisan Infrastructure Law (BIL), enacted as the Infrastructure Investment and Jobs Act, Pub. L. 117-58 (Nov. 15, 2021).

Note: The BIL amended the Advanced Transportation and Congestion Management Technologies Deployment (ATCMTD) grant program and renamed it the Advanced Transportation Technologies and Innovative Mobility Deployment Program. In implementing BIL, FHWA will refer to this program as the Advanced Transportation Technology and Innovation (ATTAIN) program.

Program Purpose

The ATTAIN program provides competitive grants to deploy, install, and operate advanced transportation technologies to improve safety, mobility, efficiency, system performance, intermodal connectivity, and infrastructure return on investment.

Statutory Citations

- § 13006(b); 23 U.S.C. 503(c)(4)

Funding Features

Type of Budget Authority or Authorization of Appropriations

- Contract authority from the Highway Account of the Highway Trust Fund, subject to the overall Federal-aid obligation limitation.

Source of funding

- The BIL funds the program through a set-aside from the Highway Research and Development, Technology and Innovation Deployment, and Intelligent Transportation System Research Programs. [§ 13006(b)(9); 23 U.S.C. 503(c)(4)(I)(i)]

Set-aside for rural areas

- **[NEW]** Not less than 20% of the amounts made available to carry out this program shall be reserved for projects serving rural areas. [§ 13006(b)(5); 23 U.S.C. 503(c)(4)(D)(ii)(II)]

Federal Share

- **[NEW]** Up to 80% of the cost of the project (vs. 50% of the cost of the project under the FAST Act) [§ 13006(b)(10); 23 U.S.C. 503(c)(4)(J)]

Eligible Activities

Grant recipients may use funds under this program to deploy the following advanced transportation and congestion management technologies—

- advanced transportation technologies to improve emergency evacuation and responses by Federal, State, and local authorities;
- integrated corridor management systems;
- advanced parking reservation or variable pricing systems;
- electronic pricing, **[NEW] toll collection**, and payment systems;
- technology that enhances high occupancy vehicle toll lanes, cordon pricing, or congestion pricing;
- integration of transportation service payment systems;
- advanced mobility access and **[NEW] on-demand transportation service** technologies, such as dynamic ridesharing and **[NEW] other shared-use mobility applications** and information systems to support human services for elderly and disabled individuals;
- retrofitting dedicated short-range communications (DSRC) technology deployed as part of an existing pilot program to cellular vehicle-to-everything (C-V2X) technology, subject to the condition that the retrofitted technology operates only within the existing spectrum allocations for connected vehicle systems; or
- advanced transportation technologies, in accordance with research areas described in the DOT's 5-year transportation research and development strategic plan (section 6503 of title 49, United States Code).
[§ 13006(b)(6); 23.U.S.C. 503(c)(4)(E)]

Eligible Entities

- a State or local government or political subdivision thereof;
- a transit agency;
- **[NEW]** any metropolitan planning organization (MPO) (vs. under the FAST Act, only MPOs that represented a population of more than 200,000);
- a multijurisdictional group made up of the above eligible applicants, with a signed agreement to implement the initiative across jurisdictional boundaries; and
- a consortium of research or academic institutions. [§ 13006(b)(11); 23 U.S.C. 503(c)(4)(N)]

Program Features

Except as specified, the BIL continues all requirements that applied to ATCMTD under the FAST Act.

Project Selection

The BIL requires the Secretary to develop criteria for selection of an eligible entity to receive a grant, including how the proposed deployment of technology will—

- **[NEW]** improve the mobility of people and goods;
- **[NEW]** improve the durability and extend the life of transportation infrastructure;
- reduce costs and improve return on investments, including through **[NEW] optimization** of existing transportation capacity;
- **[NEW] Protect the environment and** deliver environmental benefits that alleviate congestion and streamline traffic flow;
- measure and improve the operational performance of the applicable transportation network;
- reduce the number and severity of traffic crashes and increase driver, passenger, and pedestrian safety;
- collect, disseminate, and use real-time traffic, **[NEW] work zone, weather**, transit, **[NEW] paratransit**, parking, and other transportation-related information to improve mobility, reduce

congestion, and provide for more efficient, accessible, **[NEW] and integrated transportation and transportation services;**

- **[NEW] facilitate account-based payments for transportation access and services and integrate payment systems across modes;**
 - monitor transportation assets to improve infrastructure management, reduce maintenance costs, prioritize investment decisions, and ensure a state of good repair;
 - deliver economic benefits by reducing delays, improving system performance, and providing for the efficient and reliable movement of goods and services;
 - accelerate the deployment of vehicle-to-vehicle, vehicle-to-infrastructure, **[NEW] vehicle-to-pedestrian**, autonomous vehicles, and other technologies; or
 - **[NEW] incentivize travelers—**
 - **to share trips during periods in which travel demand exceeds system capacity; or**
 - **to shift trips to periods in which travel demand does not exceed system capacity.**
- [§ 13006(b)(3); 23 U.S.C. 503(c)(4)(B)]

Grant Awards

Each fiscal year for which funding is made available for this program, the BIL requires the Secretary to request applications and to award grants to at least 5 and not more than 10 eligible entities. The BIL further requires that the awards, to the extent practicable, represent diverse technologies and geographic areas of the United States, including urban and rural areas. [§ 13006(b)(5); 23 U.S.C. 503(c)(4)(D)]

Reporting Requirements

- The BIL carries forward grant recipient annual reporting requirements to the Secretary on the costs and benefits of a project and how the project has met the expectations described in the recipient's application, including lessons learned and recommendations for future deployment strategies to optimize transportation **[NEW] mobility**, efficiency, multimodal system performance, and **[NEW] payment system performance**. [§ 13006(b)(7); 23 U.S.C. 503(c)(4)(F)]

Additional Information and Assistance

- FHWA can connect you with your local FHWA office and support you with technical assistance for planning, design, construction, preserving, and improving public roads and in the stewardship of Federal funds. For assistance, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/technical_support.cfm.