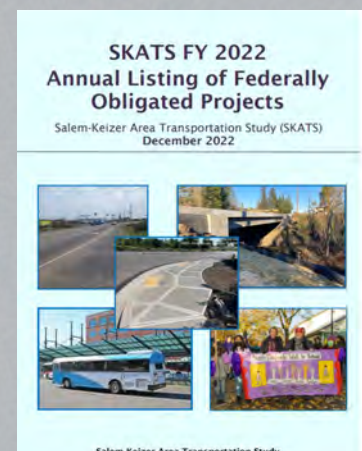
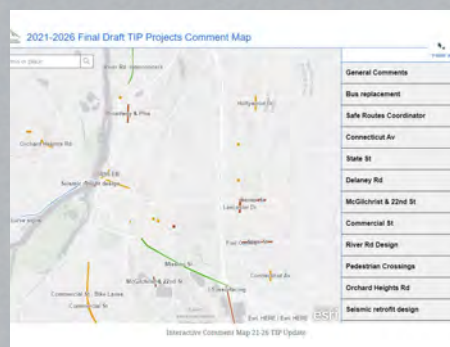
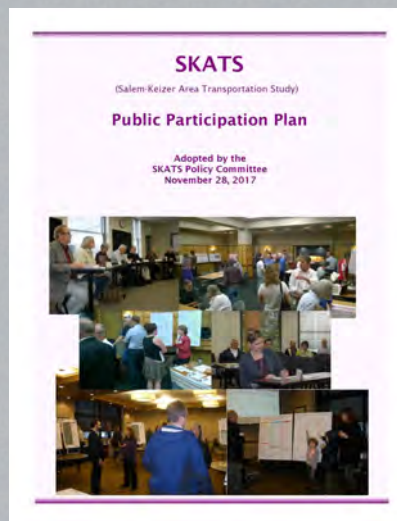
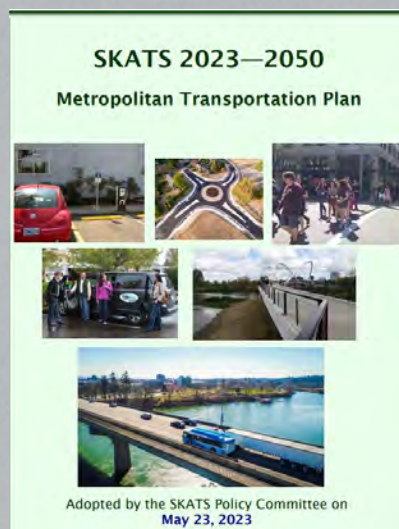


# SKATS FY 2024-2025

## Unified Planning Work Program

### UPWP

Final Review by SKATS PC 4/23/24



(Salem-Keizer Area Transportation Study)

# **SKATS FY 2024-2025 Unified Planning Work Program**

## **For Final Policy Committee Review and Adoption**

**April 23, 2024**

(SKATS Resolution 24-12)

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**Appendices – Note – Appendices will be added in the final posted version of the UPWP**

Appendix A – Cooperative Agreement

Appendix B – USDOT letter certifying the SKATS Planning Program, February 8, 2021

Appendix C – USDOT SKATS Planning Certification - Closeout of Corrective Actions 1-5, USDOT letter of February 2, 2024

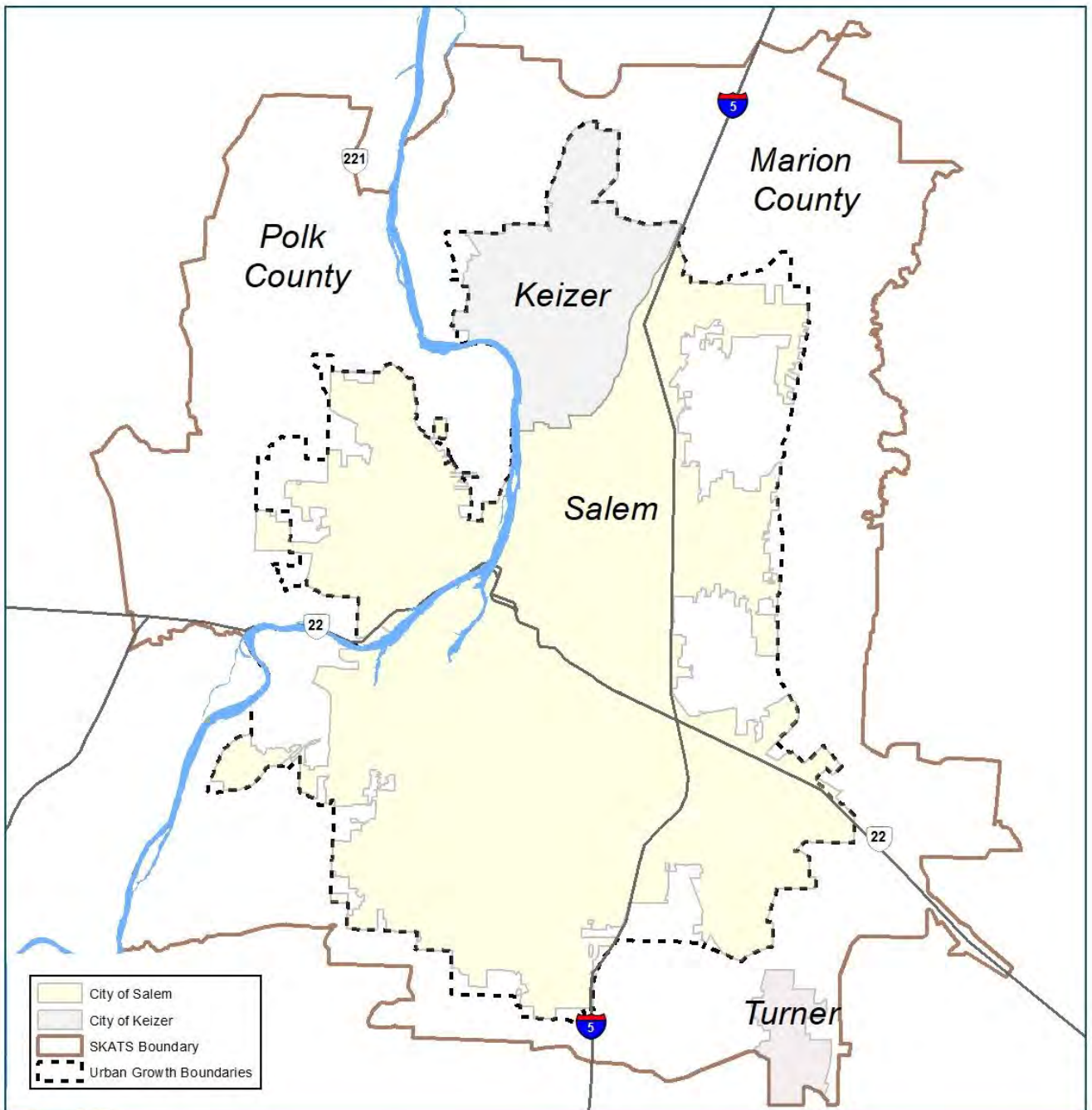
Appendix D – Title VI and Executive Order 12898 Comparison

Appendix E – IGA #32794 – ODOT/MPO/Public Transit agreement on Metropolitan Planning, Financial Plans and Obligated Project Lists (2019)

Appendix F – Resolution 24-~~xx~~12, Adoption of the 2024-2025 UPWP (fill in date ~~4x~~/~~xx~~23/2024)

Appendix G – Description of the SKATS Transportation Model

Appendix H – Federal Planning Emphasis Areas



*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 § 134 - Metropolitan transportation planning](#), 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 rules<sup>1</sup> update the purpose of Division 12 including more robust equity considerations during planning, emphasizes safety, supports planning for all transportation

<sup>1</sup> 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.

modes (particularly increased planning for non-driving modes), requires that local governments in metropolitan areas designate and zone climate friendly areas, and requires 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 [the Department of Transportation](#), [the Department of Land Conservation and Development \(DLCD\)](#), [the 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, [monitoring work outlined under this UPWP and approving invoices for payment](#).

## 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.<sup>2</sup> 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**~~Table 4~~ for dates when targets need to be updated). A new performance rule requiring states and MPOs to establish declining targets for greenhouse gas emissions was finalized on [December 7, 12/7/2023](#), ~~however in April 2024 this rule was vacated by the federal courts-~~
- 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 inclusion in the State TIP (STIP) and the Governor's approval of every MPO TIP. 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. Initial coordination with the SKATS Policy Committee and TAC to develop the -FY 2027-2032 TIP will begin in fall 2024. 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<sup>3</sup>. 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**

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

<sup>3</sup> See: <https://www.mwvcog.org/transportation/page/safety-work>

**Safety Action Plan (MTSAP)** that is scheduled for review and 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 in 2024 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.<sup>4</sup> Changes to Oregon’s Administrative Rules – specifically Division 44 (Metropolitan Greenhouse Gas reduction targets) and Division 12 (Transportation 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.<sup>5</sup> 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 an initial Climate Action Plan (2022) with plans to retain a consultant in 2024 to develop a more comprehensive plan<sup>6</sup>. Both have been working on developing emissions inventories and implementing strategies.

At the federal level, ~~there is a final performance management rule<sup>7</sup> 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 \$500,000-600,000 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

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<sup>4</sup> <https://afdc.energy.gov/laws/all?state=OR#Laws%20and%20Regulations>

<sup>5</sup> <https://www.kbb.com/car-news/oregon-becomes-fifth-ev-only-state-by-2035/>

<sup>6</sup> ~~The initial Climate Action Plan was a basic framework, with SAMTD is currently (December 2023) in the process to retain a consultant to develop a more comprehensive Climate Action Plan.~~

<sup>7</sup> ~~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.~~



project will be provided to the SKATS Policy Committee and the Mid-Willamette Valley Area Commission on Transportation (MWACT)<sup>8</sup>.

### **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 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 [including a 45-day public comment period](#)) and the **Consultation Process** document [\(also to be adopted in 2025 with a 30-day public comment period\)](#).
  - 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)<sup>9</sup>.
- **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.

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<sup>8</sup> See: <https://www.co.polk.or.us/cd/planning/or-22-w-expressway-management-plan>

<sup>9</sup> See: <https://www.mwvcog.org/transportation/page/obligation-reports>

- 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)
    - [Air Quality Conformity Determination \(AQCD\)](#) 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 –tasks/activities primarily led by SAMTD staff, using share of 5303 funds**

- 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. [The project is anticipated to run from January through September 2025.](#)
- South Salem Transit Center site design work (based on a site selected in May 2022)
- [Statewide Transportation Improvement Fund \(STIF\)](#) service plan
- Accessible Paths to Transit Stops
- TIP development and planning for Cherriots projects.
- Title VI [analysis](#) related to service changes and changes in fares
- Transit Signal Priority Green Light extension
- Coordination with local jurisdictions

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

Program Section and Name	Federal Funds, PL*	<u>Federal Funds, PL 2.5% set-aside</u>	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	<u>16,341</u>	17,946	0	10.27	24,272	2,054	<del>256,341</del> <u>272,682</u>
II. Corridor and Area Plans & Studies <sup>10</sup>	1,795	<u>0</u>	0	0	10.27	205	0	2,000
III. Regional Project Programming	170,487	<u>0</u>	0	0	10.27	19,513	0	190,000
IV. Regional Modeling and Data Program	309,569	<u>0</u>	363,407	0	10.27	35,432	41,594	750,000
V. Interagency Coordination	<del>64,818</del> <u>48,477</u>	<u>0</u>	166,291	0	10.27	5,548	19,033	<del>255,690</del> <u>239,349</u>
VI. Program Management and Coordination	201,893	<u>0</u>	40,379	138,671	10.27	23,108	<del>20,493</del> <u>4,622</u>	424,543
VII. Metropolitan Transit Planning	0	<u>0</u>	0	120,000	10.27	0	13,735	133,735
<b>Fund Source Total</b>	<del>960,629</del> <u>944,288*</u>	<u>16,341</u>	<b>588,022</b>	<b>258,672</b>		<b>108,078</b>	<del>96,908</del> <u>67,302</u>	<b>2,012,309</b>

<sup>10</sup> 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.

	* Includes the 2.5% PL set aside (of at least \$16,341 or more)							
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**Table 2: Local Jurisdictions within SKATS – Transportation System Plan Status**

Jurisdiction	Transportation System Plan	TSP's next update & notes	SKATS Involvement
City of Salem	Last amended January 13, 2020	Salem In Motion coordinated with "Our Salem" project (likely adopted in 2025 or 2026).	<a href="#">TAC participation, likely provide data and possibly modeling resources.</a>
City of Keizer	Major update: 2009. Revised June 2014	2026 is identified as part of the CFEC-related TSP updates.	<a href="#">TAC participation, likely provide data and possibly modeling resources.</a>
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 <del>late</del> <a href="#">early 2025</a> .	<a href="#">Staff is on the TAC for the project.</a>
Marion County	Last adopted 2005 Partially updated 2012	Future update and re-adoption, TBD, per CFEC rules.	<a href="#">TAC participation, likely provide data and possibly modeling resources.</a>
Polk County	Last adopted in 2009 Partially updated in 2004	No current schedule for an update.	



**Table 3: Status of MPO Documents**

Table 3: Status of MPO Documents

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

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

## Development of the SKATS UPWP

Development of the SKATS Unified Work Program (UPWP) is a multi-month process beginning in the Fall with a review of the current UPWP and discussion with both the SKATS Policy Committee (PC) and Technical Advisory Committee (TAC) to understand the regional planning efforts that are likely proposed to take place in the coming fiscal year. Staff prepares a draft for review by the TAC and PC in early January and provides a draft document to ODOT, FHWA and FTA for review before the review meeting typically held in mid-to-late February.

As the draft document is included in the agenda packets for both the TAC and PC and posted to the SKATS section of the MWVCOG website, the public has a chance to review the document. Public comment is available during the monthly PC meetings. All the comments received will be entered into a "Comment Log", the document will be revised, final financial estimates and other edits to the document will be completed, and then presented to the SKATS PC at their March or April meeting for adoption. The adopted document is placed on the SKATS section of the MWVCOG website and ODOT is notified. The SKATS Public Participation Plan does not call for explicit public outreach events during the development of the UPWP.

## Amendments to the SKATS UPWP

Should the UPWP need to be amended, staff will work with ODOT, FHWA and FTA, and the local jurisdictions as necessary to determine what changes are needed, followed by discussion with the SKATS Technical Advisory Committee and Policy Committee. For changes that are not minor corrections, staff will compile the needed changes and have them reviewed and approved by the Policy Committee. The revised UPWP will be shared with ODOT and the federal agencies and reposted on the MWVCOG website.

## 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<sup>11</sup>, 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. [On February 2, 2024, a letter from FHWA and FTA concurred, and noted that FHWA and FTA staff have determined that Corrective Actions 1 and 2 have been sufficiently addressed.](#)

**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

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<sup>11</sup> The next FHWA/FTA Certification Review of SKATS is scheduled for November 2024.  
draft UPWP 2024-2025 v6-forPCadoption - Comments Removed

- 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. On February 2, 2024, a letter from FHWA and FTA concurred, and noted that FHWA and FTA staff have determined that Corrective Actions 3, 4, and 5 have been sufficiently addressed.

**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.

As of February 2024, all corrective actions identified in the 2020 Certification Review have been addressed.

# I. Regional Plans and Planning Activities in SKATS

**Table 4:** 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	<del>16,341</del> 0	20,000	0	<del>76,341</del> 60,000
Transportation Conformity Determinations	3,000			0	3,000
Safe Routes to School Planning	<del>10,000</del> 68,341	42,000 16,341	0	0	<del>52,000</del> 84,682
Total	<del>178,000</del> 236,341	<del>58,341</del> 16,341	20,000	0	<del>256,341</del> 272,682
	<del>Total PL = 236,341</del>				

## 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 and adopt 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 adding~~ areas to the east of the 2010 Metropolitan Planning Area (MPA), including the city of Aumsville. In 2023 ~~and 2024~~, 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 ~~the~~ city of Salem should get an additional member ~~and/or vote~~ 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-adopted~~ CMP ~~is was still awaiting~~ reviewed by FHWA/FTA ~~and determined to 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 (over 800 people) 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 ~~midfall~~-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 was~~ reviewed by FHWA/FTA ~~on whether the document and determined to~~ 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 and bicycle 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 A proposed federal rule for including a performance measure for on CO<sub>2</sub> (carbon dioxide) tailpipe emissions for travel on the National Highway System (NHS) has been was enacted by FHWA in December 2023. However, in March 2024 a federal court in Texas negated the rule, and FHWA indicated that consistent with the Court's decision, States and MPOs are not required to submit initial targets and reports at this time. In mid-April 2024 the Senate passed a resolution to overturn the performance measure, and SKATS will work with ODOT and others (as necessary) to develop the required targets and document the process by July August 6, 2024 (180 days after ODOT submitst their GHG target on February 8, 2024s).

- a)
- 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<sup>12</sup>. 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** and **Table 6** below<sup>13</sup>.

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 tables 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 5: Road-related Federal Performance Measures**

Performance Measure	Performance Measure Information	ODOT or SAMTD Initial	SKATS Initial Targets due	MPO update frequency; next	SKATS is supporting target specified by:
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<sup>12</sup> [The Greenhouse Gas emissions performance measure was finalized in 2023.](#)

<sup>13</sup> [Targets and other information on the performance measures and targets is available at: https://www.mwvcog.org/transportation/page/performance-measures](https://www.mwvcog.org/transportation/page/performance-measures)

		<b>Targets due</b>		<b>update due date</b>	
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. <del>July August 6, 2024 for GHG (or 180 days after ODOT submitststed their targets)-</del>	Every 4 years - 2022, 2026, 2030 ...	ODOT for all but the PHED and Non-SOV measures.  SKATS developed targets for the Peak Hour Excessive Delay and Percent Non-SOV Travel measures.  <del>SKATS will adopt GHG targets by July 2024 (or 180 days after ODOT submits their targets</del>

**Table 6: Transit-related Federal Performance Measures**

<b>Performance Measure</b>	<b>Performance Measure Information</b>	<b>ODOT or SAMTD Initial Targets due</b>	<b>SKATS Initial Targets due</b>	<b>MPO update frequency; next update year</b>	<b>SKATS is supporting target specified by:</b>
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)~~a) For 2024-25, SKATS staff continue to use the RITIS data collection and analysis platform for collecting-analyzing travel times, bottlenecks, and other information along CMP corridors. (**See also section IV on data and reporting.**)
- ~~e)~~b) 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)~~c) Continue to collect traffic volumes via traffic video cameras on the major regional arterials.
- ~~e)~~d) 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.
- g) Coordinate with city of Salem on their safety planning work associated with the federal Safe Streets for All grant awarded in 2023.

### 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

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, management and support activities associated with the program.

## II. Corridor and Sub-Area Plans and Studies

**Table 7: Corridor and Sub-Area Planning Funding Table**

	PL Funds (includes match)	STPBG-U Funds (includes match)	5303 funds (includes match)	<b>Total Budget</b>
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 [and final document published in 2024.](#)

#### Ongoing Work in Corridor and Sub-Area Plans and Studies:

##### **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 8:** Regional Project Programming Funding Table

<b>Work Items</b>	<b>PL funds (includes match)</b>	<b>STBGP-U funds (includes match)</b>	<b>5303 funds (includes match)</b>	<b>Total (includes match)</b>
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
<b>Subtotal</b>	<b>190,000</b>			<b>190,000</b>

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.

#### **b. Begin development of SKATS FFY 2027-2032 TIP**

- Work with ODOT on Revenue Estimates for the upcoming TIP timeframe including scenarios where the current appropriations bill is either extended or replaced.

- Monitor impacts of cost escalations on currently funded projects and subsequent availability of future funds.
- Outline and discuss next steps in TIP development process with SKATS TAC and Policy Committee.
- Revisit project applications submitted during FFY 2024-2029 TIP call for projects that have not yet been funded.
- Adopt approach for selecting new projects while ensuring sufficient funds to cover the costs of current projects.
- Based on the decisions in the steps noted above, prepare a schedule for new project proposals (pre-applications and full applications), updated and resubmittal of previous project applications, review by TAC and Policy Committee, project scoring process and criteria, public review and comment of projects, and developing the final 2027-2032 TIP.

## **2. TIP Project Development and Tracking**

- 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.
- Act as a liaison between federal agencies, ODOT, SAMTD, and local jurisdictions to resolve delays in project development.
- Assist with Intergovernmental Agreements (IGAs), as necessary.
- Track project status and funding in ODOT's Financial Plan.
- 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**

- Move from soft-launch to full utilization of the e-TIP Management System in Eco-Interactive's Project Tracker.
- 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**

- Work with local project sponsors and ODOT staff on documenting the selection and emission reduction benefits of proposed CMAQ projects.
- As with other TIP projects, keep tabs on CMAQ projects as far as TIP and STIP entries and obligation of funds.
- Develop targets for CMAQ specific performance measures (***See section 1.2, Performance-Based Planning***).

## **5. Carbon Reduction Program Administration**

- As part of the Infrastructure Investment and Jobs Act (IIJA) of 2021, SKATS

received federal funds associated with the Carbon Reduction Program of the IJJA. 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 IJJA), 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 9: Regional Modeling and Data Program Funding Table**

<b>Work Items</b>	<b>PL funds (includes match)</b>	<b>STBGP-U funds (includes match)</b>	<b>5303 funds (includes match)</b>	<b>Total (includes match)</b>
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
<b>Subtotal</b>	<b>345,000</b>	<b>405,000</b>	<b>-</b>	<b>750,000</b>

### 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 ([transportation analysis zone](#)) forecasts with ODOT and local jurisdictions for planning studies, as needed.

## 2. Census Data

- a. Evaluate [American Community Survey \(ACS\)](#) ~~5~~five-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 [within](#) 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 ([OTS](#)). 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 federal transportation planning rules](#), 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 PowerBI](#) 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 10: 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)
<b>Interagency Coordination</b>	<b>54,025</b>	<del>16,341</del> <b>0</b>	<b>185,324</b>		<del>255,690</del> <b>239,349</b>

### 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 [Statewide](#) Planning Section: coordinating and/or [providing](#) 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**<sup>14</sup> to develop a network of active transportation facilities and improving access to public transportation. [Other work includes:](#)
  - 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<sup>15</sup>
  - 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~~ [Area Mass](#) Transit [District](#) 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

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<sup>15</sup> See section VII (Metropolitan Transit Planning) and the task Accessible Paths to Transit Stops  
draft UPWP 2024-2025 v6-forPCadoption - Comments Removed

- 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 11:** 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
<b>Subtotal</b>	<b>225,000</b>	<b>45,000</b>	<b>154,543</b>	<b>424,543</b>

### 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. Update Cooperative Agreement and Bylaws for the SKATS Policy Committee and Technical Advisory Committee in coordination with the SKATS Policy Committee to reflect the 2020 Salem Urban Area.

~~a.b.~~ Perform general program management and supervisory functions

~~b.c.~~ Develop budget and staffing needs for the SKATS MPO program.

~~c.d.~~ Coordinate on annual MWVCOG budget.

~~d.e.~~ Monitor MPO expenses and invoices to ODOT.

~~e.f.~~ 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 12: 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
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>133,735</b>	<b>133,735</b>

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** – Monitor and report on Local service and adjust service where possible to maintain reliability. Work with local partners to ensure collaboration on projects that affect each partner.

- **Cherriots Regional Service planning** – Monitor and report on regional service and adjust service where possible to maintain reliability. Work with regional partners to ensure collaboration on projects that affect each partner
- **Comprehensive Operational Analysis** – Work with a 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. The consultant is anticipated to be on board in January 2025 and the project is expected to be completed in September 2025.
- **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 efforts for funding for building the center.
  - **Statewide Transportation Improvement Fund (STIF) service plan** – Developed service plan for the 2026-27 biennium funding source for all of the District’s service area.
  - **Accessible Paths to Transit Stops** – Evaluate District transit stops throughout the Salem Area Mass Transit District service area in order to create a priority list of stops that have accessibility issues. The evaluation will look at what barriers exist at the transit stops as well as any barriers to navigating (e.g., walking, rolling, biking) to and from the transit stops. This priority list will then be used to help inform funding opportunities to improve overall access to transit. It will also help inform other jurisdictions on transit access needs.
- **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 and between the SKATS TIP and ODOT STIP;
5. Assistance in development of Unified Planning Work Program;
- ~~5. Review of SKATS documents to determine if they meet the corrective actions identified in FHWA/FTA's 2021 Certification Review of the SKATS Transportation Planning Process;~~
6. Development and execution of agreements and scopes of work for funding and specific planning projects.

UPWP table 13

**FEDERAL AND STATE FUNDING FOR TRANSPORTATION PLANNING PROGRAMS FOR OREGON'S  
URBANIZED AREAS**

**FEDERAL FISCAL YEAR 2024 (State Fiscal Year 2025)**

Salem-Keizer-Turner MPO Agreement No. PR25(202)				
FUND TYPE	FEDERAL SHARE	STATE MATCH	LOCAL MATCH	TOTAL
Total PL (not including 2.5% setaside)	944,288.39	108,078.03	0.00	1,052,366.42
Total 2.5% PL Set Aside Complete Streets Planning Activities: BIL § 11206(a)	16,340.82	0.00	0.00	16,340.82
Total STGB funds	588,022.17	0.00	67,301.77	655,323.94
Total 5303 funds	258,672.02	0.00	29,606.17	288,278.19
<b>Salem-Keizer-Turner Total</b>	<b>1,807,323.40</b>	<b>108,078.03</b>	<b>96,907.94</b>	<b>2,012,309.37</b>

Sharing of the 5303 funds Between SAMTD and SKATS			
Federal 5303 provided from ODOT	\$ 258,672		89.73%
Local match required	\$ 29,606		10.27%
total (fed + match)	\$ 288,278		100.00%
how 5303 funds are split between SKATS and SAMTD			
federal 5303 to SAMTD	\$ 120,000	46%	89.73%
match (provided by SAMTD)	\$ 13,735		10.27%
total available to SAMD	\$ 133,735		
federal 5303 to SKATS	\$ 138,671	54%	89.73%
match (provided by SAMTD)	\$ 15,872		10.27%
total available to SKATS	\$ 154,543		

FUND TYPE	FEDERAL SHARE	STATE MATCH	LOCAL MATCH	TOTAL
Salem-Keizer-Turner MPO Agreement No. PR24(202)				
FY 2025 PL (#21861)	611,085.13	69,941.43	0	681,026.56
FY 2023 PL Savings (Move from #21840 to #21861)	351,247.65	40,201.87	0	391,449.52
ODOT - subtracts Year 3 payment for e-TIP from FY2024 PL funds (to #22674 for e-tip payments)	-18,044.39	-2,065.26		-20,109.65
<b>total PL</b>	<b>944,288.39</b>	<b>108,078.03</b>	<b>0.00</b>	<b>1,052,366.42</b>
FY 2025 PL 2.5% set aside for Safe & Access Transportation Options (#21861)	16340.82		0	16,340.82
FY 2025 STBG (#21861)	400,000.00		45,781.79	445,781.79
FY 2023 STBG Savings (Move from #21840 to #21861)	188,022.17		21,519.98	209,542.15
<b>total STBG</b>	<b>588,022.17</b>		<b>67,301.77</b>	<b>655,323.94</b>
FY 2025 5303 Funding (#21861)	208,658.01		23,881.84	232,539.85
FY 2023 5303 Saving (Move from #21840 to #21861)	50,014.01		5,724.33	55,738.34
<b>total 5303</b>	<b>258,672.02</b>		<b>29,606.17</b>	<b>288,278.19</b>
<b>Salem-Keizer-Turner Total</b>	<b>1,807,323.40</b>	<b>108,078.03</b>	<b>96,907.94</b>	<b>2,012,309.37</b>

July 2024 - June 2025

**UPWP Budget By Tasks and Fund Source**  
(Updated: April 8, 2024)

**UPWP Table 14**

	PL + match	PL 2.5% set aside + match	STBGP-U + + match	MWVCOG 5303 + match	Total	SAMTD 5303 + match	MWVCOG + SAMTD All Funds Total
<b>I Regional Transportation Planning Program</b>							
1 Public Participation Program	20,000				20,000		
2 Performance -Based Planning	50,000	-	-	-	50,000		
3 Metropolitan Transportation Plan (MTP)	5,000				5,000		
4 Congestion Management Process	50,000				50,000		
5 Regional Safety Planning	40,000	-	20,000		60,000		
6 Transportation Conformity Determinations	3,000				3,000		
7 Safe Routes to School Planning & Administration	68,341	16,341			84,682		
Subtotal	236,341	16,341	20,000	-	272,682		272,682
<b>II Corridor and Area Plans &amp; Studies</b>							
1 Cordon Road Corridor Study and Management Plan	2,000		-		2,000		
Subtotal	2,000		-	-	2,000		2,000
<b>III Regional Project Programmming</b>							
1 TIP Development, Amendments, and Adjustments	60,000				60,000		
2 TIP Project Development Tracking	60,000			-	60,000		
3 TIP Management System	60,000				60,000		
4 CMAQ Program and Carbon Reduction	10,000				10,000		
Subtotal	190,000		-	-	190,000		190,000
<b>IV Regional Modeling and Data Program</b>							
1 Regional Population & Employment Data & Forecasts	10,000		10,000		20,000		
2 Census Data and Forecasts	10,000		10,000		20,000		
3 Travel Demand Model Data, Forecasts, Refinement	170,000		315,000	-	485,000		
4 Household Travel and Activity Surveys	85,000		-		85,000		
5 Use of RITIS System	30,000		30,000		60,000		
6 Systems Monitoring and Reporting	40,000		40,000	-	80,000		
Subtotal	345,000		405,000	-	750,000		750,000
<b>V Interagency Coordination</b>							
Interagency Coordination	54,025	-	185,324		239,349		239,349
<b>VI Regional Program Management</b>							
1,2,3 Admin, Program Management and Personnel Management	175,000		20,000	154,543	349,543		
4 Unified Planning Work Program	15,000		15,000	-	30,000		
5 Required Reporting	10,000		10,000	-	20,000		
6 Professional Development and Training	25,000		-		25,000		
Subtotal	225,000		45,000	154,543	424,543		424,543
<b>VII Metropolitan Transit Planning</b>							
1 Regional Transit System Planning					56%	75,000	75,000
2 Regionally Significant Project Planning					35%	46,735	46,735
3 Transportation Improvement Program					1%	2,000	2,000
4 General Regional Planning Coordination & TSP					7%	10,000	10,000
Subtotal						133,735	133,735
<b>TOTAL (federal + match)</b>	<b>1,052,366</b>	<b>16,341</b>	<b>655,324</b>	<b>154,543</b>	<b>1,878,574</b>	<b>133,735</b>	<b>2,012,309</b>
Funds available to SKATS spend -->	\$ 1,052,366	\$ 16,341	\$ 655,324	\$ 154,543	\$ 1,878,574	\$ 133,735	\$ 2,012,308

NOTE: These figures are estimates. Minor changes to these figures which do not change the scope of work will not require an amendment to this program.





## **Appendices for SKATS 2024-2025 UPWP**

(updated 4/21/2024)

Appendix A – SKATS Cooperative Agreement (1987) and Amendment #1 (2003)

Appendix B – USDOT letter certifying the SKATS Planning Program, February 8, 2021

Appendix C – [USDOT SKATS Planning Certification - Closeout of Corrective Actions 1-5, USDOT letter of February 2, 2024](#)

Appendix D – Title VI and Executive Order 12898 Comparison

Appendix E – IGA #32794 – ODOT/MPO/Public Transit agreement on Metropolitan Planning, Financial Plans and Obligated Project Lists (2019)

Appendix F – Policy Committee Resolution 24-12, Adoption the 2024-2025 UPWP (4/23/2024)

Appendix G – A Brief Description of the SKATS Travel Model

Appendix H – Federal Planning Emphasis Areas

## Appendix A

### COOPERATIVE AGREEMENT

#### DUTIES AND RESPONSIBILITIES FOR COOPERATIVELY CARRYING OUT TRANSPORTATION PLANNING AND PROGRAMMING

THIS AGREEMENT made and entered into this 6th day of April 1987 by and between the State of Oregon by and through its Department of Transportation, hereinafter called "STATE", Mid Willamette Valley Council of Governments, hereinafter called "COG", City of Salem, hereinafter called "SALEM", City of Keizer, hereinafter called "KEIZER", Marion County and Polk County, hereinafter called "MARION" and "POLK", and the Salem Area Transit District, hereinafter called "DISTRICT" all of which are referred to collectively as "PARTIES".

#### W I T N E S S E T H

WHEREAS, the Highway Act of 1973 set forth requirements for Transportation Planning and provided funds for this purpose to Metropolitan Areas of 50,000 population or more to carry out a continuous, comprehensive and cooperative (3C) transportation planning process; and

WHEREAS, STATE, COG, SALEM, KEIZER, MARION, POLK and TRANSIT DISTRICT participate in the "3C" process in the Salem/Keizer Metropolitan Area; and

WHEREAS, the PARTIES desire to update, clarify, and streamline the process;

NOW, THEREFORE, the PARTIES hereto do mutually agree as follows:

Section A. The COG will provide administrative services and, along with STATE, carry out the technical responsibilities for the transportation planning process.

Section B. The Council of Governments shall retain the sole responsibility for acceptance of all contracts, grants and gifts for transportation planning in the Salem area, and all fiscal and financial responsibility therefore. The Director of the COG shall select and supervise the transportation planning coordinator and staff assigned to the transportation planning process.

Section C. The Salem Area Transportation Study (SATS) Coordinating Committee will be renamed the Salem/Keizer Area Transportation Study (SKATS) Policy Committee. Voting membership on the SKATS Policy Committee shall consist of:

1. One member, Marion County Board of Commissioners
2. One member, Polk County Board of Commissioners
3. One member, City of Salem City Council
4. One member, City of Keizer City Council
5. One member, Salem Area Mass Transit District Board of Directors
6. One member, Oregon Department of Transportation
7. One member, School District 24J Board

Section D. The SKATS Policy Committee is responsible for developing Bylaws, operating procedures, transportation plans, transportation improvement programs, and work programs, and to take other actions necessary to carry out the transportation planning process.

Section E. The SKATS Policy Committee shall use the following process in adopting the Transportation Plan and Transportation Improvement Program:

- 1) If the Policy Committee approves the document with a unanimous vote of the Policy Committee members attending a meeting as described in Section F., then the document is adopted.
- 2) If the Policy Committee approves the document with less than a unanimous vote (as described in Section F.) then the document shall be referred to the governing bodies of Marion, Polk, Salem, Keizer, and the District for endorsement. All five jurisdictions must endorse the document for it to be considered adopted. If all five jurisdictions do not endorse the document, they shall individually or through the Policy Committee develop a mutually acceptable proposal which will then be adopted in accordance with paragraphs 1 and 2 of this Section.

A graphic representation of this adoption process is presented in Attachment A.

Section F. The unanimous vote of the Policy Committee members required in Section E. shall meet the following requirements:

- 1) All of the members in attendance must vote in favor of the action.
- 2) All of the members must have been notified of the meeting time, date, and place.

- 3) All of the members must have been notified that the issue was on the meeting agenda prior to the meeting.

Section G. The SKATS Policy Committee has the authority to take final action on all other matters pertaining to the transportation planning process.

Section H. Transportation Planning documents such as the Transportation Plan and the Transportation Improvement Program which have been prepared, adopted, and are currently in effect, will remain in effect until the SKATS Policy Committee adopts new, updated, or revised versions of the documents.

Section I. The SKATS Policy Committee shall review this agreement on or before January, 1992 and every five years thereafter and recommend revisions as desired to the PARTIES. This agreement will remain in effect until revised or replaced by the PARTIES.

Section J. This Agreement supersedes all previous agreements among the respective parties covering the same subject, particularly the Agreement of October 30, 1980 among the State, COG, Salem, Marion, Polk and District; and the October 14, 1980 Joint Resolution between COG and the SATS Coordinating Committee.

IN WITNESS WHEREOF, STATE, COG, SALEM, KEIZER, MARION, POLK and DISTRICT have caused this Agreement to be executed in their respective names by their authorized representatives as of the day set out above.

This Agreement was approved by the Oregon Transportation Commission on March 20, 1987, at which time the Director, Oregon Department of Transportation, was authorized and directed to sign said Agreement for and on behalf of the Commission. Said authority is set forth in Volume 14, Page       , Minute Book of the Oregon Transportation Commission.

APPROVED AS TO FORM:

James L. Seavers  
Assistant Attorney General  
and Counsel State of Oregon

John P. Lien  
City Attorney

William J. Fyfe  
City Attorney

Robert C. Brown  
Legal Counsel 3-25-87

Michael E. Weying  
Legal Counsel 4.29.87

Edward L. Clark, Jr.  
Legal Counsel

BBB  
Legal Counsel

Robert E. Ottumano  
Director, Oregon Department of  
Transportation

CITY OF KEIZER

By: Robert L. Smith  
Mayor

ATTEST: Brian Darby  
City Recorder

CITY OF SALEM

By: Lisa D. Miller  
Mayor

ATTEST: Ramona Hudson 4/27/87  
City Recorder

COUNTY OF MARION

Frank L. Frank  
Chairman

Donna L. Frank  
Commissioner

Barry L. Frank  
Commissioner

COUNTY OF FOLK

Greg L. Frank  
Chairman

Barry L. Magill  
Commissioner

Bee L. Harland  
Commissioner

SALEM AREA TRANSIT DISTRICT  
BOARD OF DIRECTORS

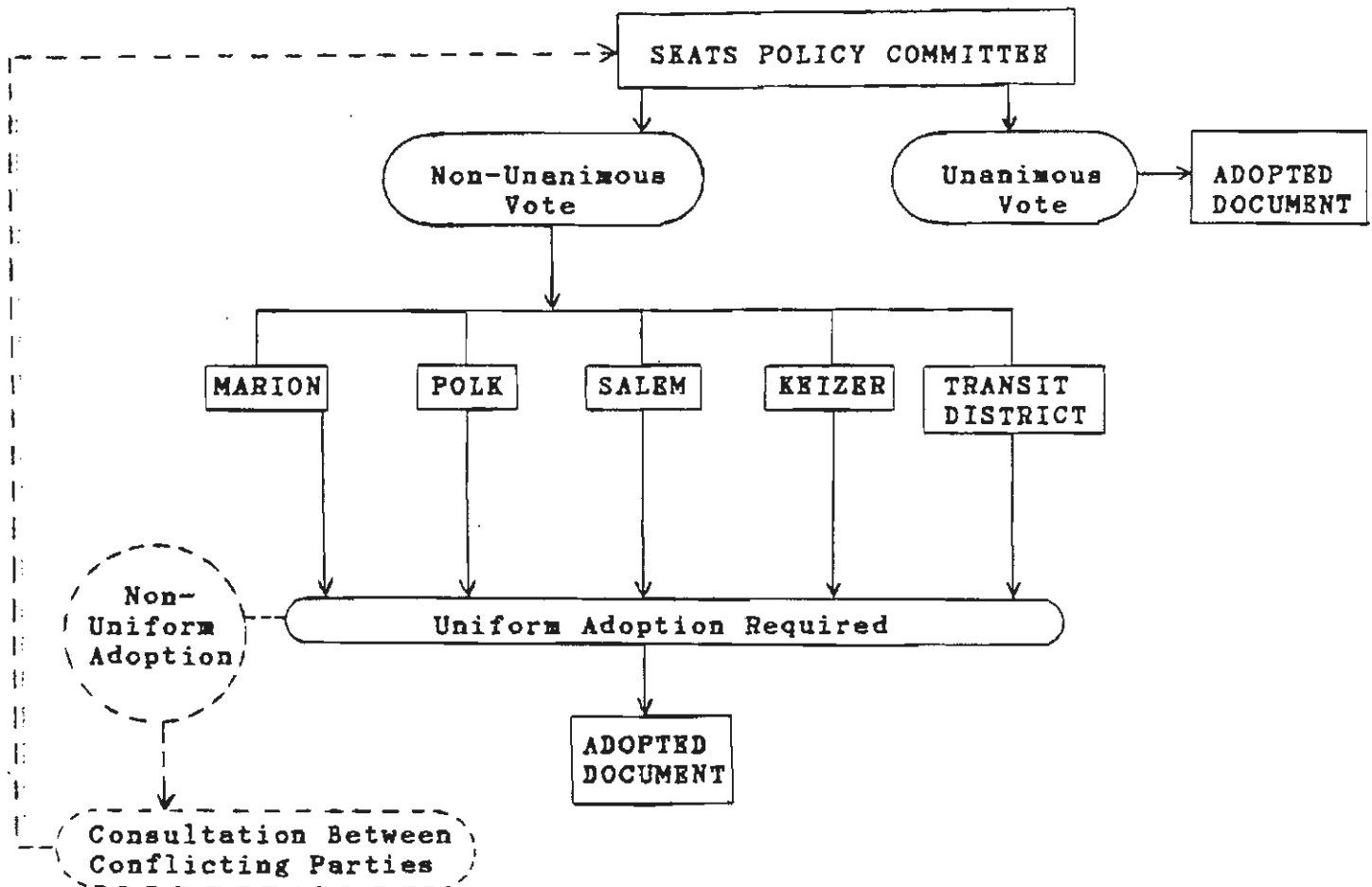
Signe L. Frank  
President

MID WILLAMETTE VALLEY  
COUNCIL OF GOVERNMENTS

Robert L. Smith  
Chairman



ADOPTION PROCESS  
FOR TRANSPORTATION PLAN AND  
TRANSPORTATION IMPROVEMENT PROGRAM



NEIL GOLDSCHMIDT  
GOVERNOR



OFFICE OF THE GOVERNOR  
STATE CAPITOL  
SALEM, OREGON 97310-1347

RECEIVED

MAY 13 1987

MID WILLAMETTE VALLEY  
COUNCIL of GOVERNMENTS

May 8, 1987

Mid-Willamette Valley  
Council of Governments  
400 Senator Building  
220 High Street NE  
Salem, OR 97301-3683

Dear Council:

The cities of Salem and Keizer and the counties of Polk and Marion, along with the Salem Area Transit District and the Oregon Transportation Commission, have agreed that the Metropolitan Planning Organization for the Salem-Keizer urbanized area should be the Salem-Keizer Area Transportation Study Policy Committee. I concur with the designation of the new Metropolitan Planning Organization.

The Mid-Willamette Council of Governments will carry out the administrative responsibilities for the new Metropolitan Planning Organization. Funds used to carry out the transportation planning process will be funneled through the Council of Governments and expended under the direction of the Salem-Keizer Area Transportation Study Policy Committee.

Sincerely,



Neil Goldschmidt  
Governor

NG:dkc  
1175A



**AMENDMENT NO. 1  
to the  
COOPERATIVE AGREEMENT**

**DUTIES AND RESPONSIBILITIES FOR COOPERATIVELY  
CARRYING OUT TRANSPORTATION PLANNING AND PROGRAMMING**

THE STATE OF OREGON, by and through its Department of Transportation, THE MID-WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS, THE CITY OF SALEM, THE CITY OF KEIZER, MARION COUNTY, POLK COUNTY, and THE SALEM AREA MASS TRANSIT DISTRICT (referred to collectively as "PARTIES") entered into a cooperative agreement for duties and responsibilities for cooperatively carrying out transportation planning and programming. This Agreement was approved by the Oregon Transportation Commission on March 20, 1987, at which time the Director, Oregon Department of Transportation, was authorized and directed to sign the Agreement for and on behalf of the Commission.

It has now been determined by the "PARTIES" that the agreement referenced above, while remaining in full force and effect, shall be amended by this Amendment No. 1 to add THE CITY OF TURNER as a voting member on the Salem-Keizer Area Transportation Study (SKATS) Policy Committee.

Therefore, the Cooperative Agreement shall be amended as follows:

**Section C of the Cooperative Agreement shall be amended to add subsection 8 to read as follows:**

Section C. The Salem Area Transportation Study (SATS) Coordinating Committee will be renamed the Salem/Keizer Area Transportation Study (SKATS) Policy Committee. Voting membership on the SKATS Policy Committee shall consist of:

1. One member, Marion County Board of Commissioners
2. One member, Polk County Board of Commissioners
3. One member, City of Salem City Council
4. One member, City of Keizer City Council
5. One member, Salem Area Mass Transit District Board of Directors

6. One member, Oregon Department of Transportation
7. One member, School District 24J Board
8. One member, City of Turner City Council

This agreement shall be effective on the date all required signatures are obtained.

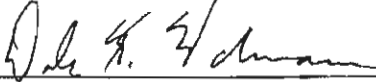
**IN WITNESS WHEREOF** the parties hereto have caused this Agreement to be signed in their respective names by their duly authorized representatives as of the dates set forth below.

The Oregon Transportation Commission on January 16, 2002, approved Delegation Order No. 2, which authorizes the Director to approve and execute agreements for day-to-day operations when the work is related to a project included in the Statewide Transportation Improvement Program or a line item in the biennial budget approved by the Commission.

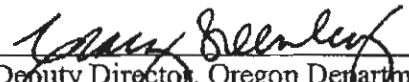
SIGNATURE PAGE TO FOLLOW

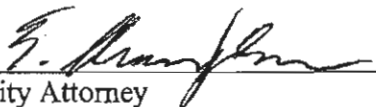
On January 31, 2002, the Director of the Oregon Department of Transportation approved Subdelegation Order No. 2, in which the Director grants authority to the Deputy Directors, Division Managers, Chief of Staff, Technical Services Manager/Chief Engineer, Branch and Region Managers for their respective Branch or Region, to approve and execute agreements up to \$75,000 when the work is related to a project included in the Statewide Transportation Improvement Program, other system plans approved by the Commission such as the Traffic Safety Performance Plan, or in a line item in the approved biennial budget.

APPROVED AS TO FORM:

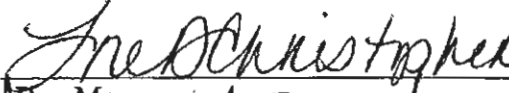
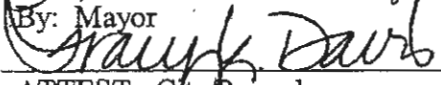
  
Assistant Attorney General


Date 9/30/03

  
Deputy Director, Oregon Department  
of Transportation, Transportation  
Development Division  
Date 10-6-03

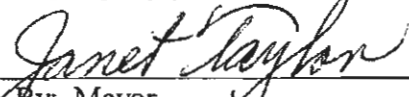
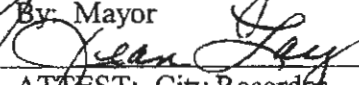
  
City Attorney  
Date 6-26-03

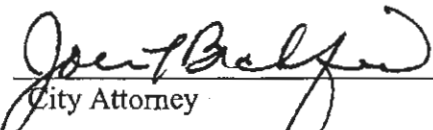
CITY OF KEIZER:

  
By: Mayor  
  
ATTEST: City Recorder  
Date 6-17-03

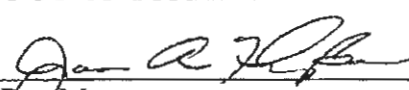
  
City Attorney  
Date 6/14/03

CITY OF SALEM:

  
By: Mayor  
  
ATTEST: City Recorder  
Date 6-12-03

  
City Attorney  
Date 7/16/2003

CITY OF TURNER:

  
By: Mayor  
ATTEST: City Recorder  
Date \_\_\_\_\_

Approved as to form

Regan Mitchell  
County Contracts Coordinator 8/15/03

Miscellaneous Contracts and Agreements  
No. 20,523

COUNTY OF MARION:

Donna Stronach  
Legal Counsel

Date 20 August 2003

Patricia Mulse  
By: Chairman  
Michael R. Ruff  
Commissioner  
James R. Ruff  
Commissioner  
Date 8/27/03

COUNTY OF POLK:

Donna Stronach  
Legal Counsel

Date 5/12/03

Tom Rethley  
By: Chairman  
Michael R. Ruff  
Commissioner  
Tom Ruff  
Commissioner  
Date \_\_\_\_\_

SALEM AREA TRANSIT DISTRICT  
BOARD OF DIRECTORS:

James R. Ruff  
Legal Counsel

Date 5/22/03

Seayd Chapman  
President  
Date 5/22/03

MID-WILLAMETTE VALLEY  
COUNCIL OF GOVERNMENTS

Donna Stronach  
Executive Director

Date 7/8/03





## U.S. DEPARTMENT OF TRANSPORTATION

Federal Highway Administration  
Oregon Division  
530 Center Street, Suite 420  
Salem, Oregon 97301  
503.399.5749

Federal Transit Administration  
Region 10  
915 Second Avenue, Room 3142  
Seattle, Washington 98174-1002  
206.220.7954

February 8, 2021

IN REPLY REFER TO:  
HDA-OR/  
FTA-TRO-10

Ms. Cathy Clark, Chair  
Salem-Keizer Area Transportation Study (SKATS)  
100 High St. SE, Suite 200  
Salem, OR 97301

Ms. Renata Wakeley, Acting Executive Director  
Mid-Willamette Valley Council of Governments  
105 High St. S.E., Suite 200  
Salem, OR 97301

Ms. Jerri Bohard, Administrator  
Policy, Data, and Analysis Division  
Oregon Department of Transportation  
555 13th St. NE, Suite 2  
Salem, OR 97301

Mr. Dan Fricke, Acting Planning Manager  
Region 2  
Oregon Department of Transportation  
455 Airport Rd. SE, Bldg. B  
Salem, OR 97301

Subject: 2021 SKATS Transportation Management Area (TMA) Certification

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) have completed the Federal certification review of the Salem-Keizer Area Transportation Study (SKATS) transportation planning process, as required in 23 CFR 450.336(b) for transportation management areas every four years. We find the transportation planning process for the Salem-Keizer urbanized area generally meets requirements under 23 USC 134 and 49 USC 5303, and jointly certify SKATS for a period of four years from the date of this letter. The final certification report, which documents the findings from the certification review, is enclosed.

The certification process consisted of a desk review of processes and documents, an onsite review conducted June 17 - 18, 2020, solicitation for public comment, and documentation of findings in a certification report. FHWA and FTA are committed to working closely with SKATS, the Oregon Department of Transportation (ODOT), and Cherriots to ensure expectations are understood, to provide stewardship and technical assistance, and to assist in establishing a framework for the resolution of corrective actions and recommendations. We have outlined a process to monitor progress and ensure corrective actions are resolved by the due date specified in this certification report. As part of the process outlined in this report, we expect SKATS to develop a plan of action to include in the Unified Planning Work Program.

If you have any questions regarding the certification review process or the enclosed report, please direct them to either Ms. Jasmine Marie Harris, Transportation Planner of the FHWA Oregon Division, at (503) 316-2561 or Mr. Ned Conroy, Community Planner of the FTA Region 10 at (206) 220-4318.

Sincerely,

---

Phillip A. Ditzler, Division Administrator  
Oregon Division  
Federal Highway Administration

---

Linda M. Gehrke, Regional Administrator  
Region 10  
Federal Transit Administration

Enclosure:

cc:

FTA: Amy Changchien, Director of Planning and Program Development  
Jeremy Borrego, Transportation Program Specialist  
Mark Stojak, Transportation Program Specialist  
ODOT: Sonny Chickering, Region 2 Manager  
Erik Havig, TDD Planning Manager  
Marsha Hoskins, Public Transit Manager  
Cherriots: Stephen Dickey, Director of Transportation Development  
Chris French, Service Planning Manager  
SKATS: Mike Jaffe, Planning Director



## U.S. DEPARTMENT OF TRANSPORTATION

Federal Highway Administration  
Oregon Division  
530 Center Street, Suite 420  
Salem, Oregon 97301  
503.399.5749

Federal Transit Administration  
Region 10  
915 Second Avenue, Room 3142  
Seattle, Washington 98174-1002  
206.220.7954

February 2, 2024

IN REPLY REFER TO:  
HDA-OR/  
FTA-TRO-10

Erik Havig, Statewide Policy and Planning Manager  
Oregon Department of Transportation  
Policy, Data and Analysis Division  
555 13<sup>th</sup> Street NE, Suite 2  
Salem, OR 97301

**SUBJECT:** SKATS Corrective Actions – DOT Closeout Items 1 – 5.

The Oregon Department of Transportation (ODOT) sent a letter dated December 19, 2023, recommending closing out the 2021 Salem-Keizer Area Transportation Study (SKATS) Transportation Management Area (TMA) Certification Review Corrective Actions 1, 2, 3, 4, & 5 which state:

“Corrective Action 1: By May 31, 2023, SKATS must prepare a system performance report as part of the next MTP update that evaluates the condition and performance of the transportation system with respect to the performance targets described in subsection 450.306(d), including progress achieved in meeting the performance targets, an analysis of how the MTP has improved the conditions and performance of the transportation system, and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets, as required in 23 CFR 450.324(f)(4).”

“Corrective Action 2: By May 31, 2023, SKATS must document the consultation with applicable agencies and officials, including Tribal governments, during the development of the MTP, as required in 23 CFR 450.316(b)-(d), 23 CFR 450.324(f)(10), and 23 CFR 450.324(g).”

“Corrective Action 3: By May 31, 2023, SKATS must 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 as required in 23 CFR 450.322.”

“Corrective Action 4: By May 31, 2023, SKATS must establish a coordinated program for data collection and system performance monitoring to define the extent and duration of congestion and evaluate the efficiency and effectiveness of implemented actions as required in 23 CFR 450.322(d)(3).”

“Corrective Action 5: By May 31, 2023, SKATS must document methods to identify an implementation schedule, implementation responsibilities, and assessment of the effectiveness of implemented strategies as required in 23 CFR 450.322(d)(5), 23 CFR 450.322(d)(6).”

On May 23, 2023, the SKATS Policy Committee adopted the 2023-2050 MTP.

- Correction Action 1 is satisfied because the MTP includes a system performance report compliant with 23 CFR 450.306(d). Further, SKATS staff clarified 23 CFR 450.324(f)(4)(ii) applies to MPOs that voluntarily elect to develop multiple scenarios. As SKATS did not develop multiple scenarios as part of this MTP development, this requirement does not apply.
- Corrective Action 2 is satisfied because Appendix O, Section 4, of the MTP documents SKATS' consultation activities during the MTP development. It is compliant with 23 CFR 450.316(b)-(d), 23 CFR 450.324(f)(10), and 23 CFR 450.324(g).

On September 27, 2022, the SKATS Policy Committee adopted a compliant CMP.

- Corrective Action 3 is satisfied with two recommendations:
  - Recommendation 1: Regional Corridors of Interest have been defined as “*roads that connect areas where there is a demand to travel, such as from residential areas to concentrations of work locations,*” (p. 6); however, it is not clear as to if these roads are the most congested corridors in the region, or if these roads only match the definition as found in the CMP. Suggest including some language to identify how these Regional Corridors of Interest were chosen.
  - Recommendation 2: Include a section in the next CMP documenting how the CMP was developed.
- Corrective Action 4 is satisfied.
- Corrective Action 5 is satisfied.

Based on the Federal Highway Administration (FHWA)’s review of SKATS and ODOT documentation and in consultation with the Federal Transit Administration (FTA) we have determined that Corrective Actions 1, 2, 3, 4, and 5 have been sufficiently addressed.

If you have any questions, please direct them to me at [ashley.bryers@dot.gov](mailto:ashley.bryers@dot.gov) or (503) 316-2556.

Sincerely,

---

Ashley Bryers  
Planning Program Manager  
Oregon Division  
Federal Highway Administration

cc:

FTA: Mark Stojak, Transportation Program Specialist  
Ned Conroy, Senior Community Planner  
Danielle Casey, Community Planner  
FHWA: Nathaniel Price, Technical Services Team Leader  
Jasmine Harris, Community Planner  
ODOT: Naomi Zwerdling, Region 2 Planning Manager  
Brandon Williams, ODOT Region 2 SKATS Liaison  
Ian Matthews, ODOT Planning, Data, and Analysis Division  
Cherriots: Stephen Dickey, Director of Transportation Development  
SKATS: Mike Jaffe, Planning Director

## Appendix D

### Title VI and Executive Order 12898 Comparison

<u>Aspects of the Authorities</u>	<u>Title VI of the Civil Rights Act of 1964</u>	<u>Executive Order 12898</u>
What is the authority?	Title VI is a federal statute enacted as part of the Civil Rights Act of 1964.	E.O. 12898 is a Presidential executive order signed in 1994. It is not a statute or law.
What does it say?	<p>Title VI prohibits discrimination on the basis of <b><u>race, color, and national origin</u></b> in programs and activities receiving federal financial assistance.</p> <p>Title VI itself prohibits intentional discrimination, and most funding agencies have regulations implementing Title VI that prohibit recipient practices that have the effect of discriminating on the basis of race, color, or national origin.</p>	E.O. 12898 directs all Federal agencies to “make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.”
What is the purpose?	Title VI was designed to ensure that federal funds are not being used for discriminatory purposes.	E.O. 12898 was issued to focus federal attention on the environmental and human health conditions in minority and low-income communities; to promote nondiscrimination in federal programs substantially affecting human health and the environment; and to provide minority and low-income communities’ access to public information on, and an opportunity for public participation in, matters relating to human health or the environment.
Who is covered?	Title VI applies to recipients of federal financial assistance.	E.O. 12898 applies to designated Federal agencies. (E.O. 12898 Section 6-604, see also 2011 Memorandum of Agreement on Environmental Justice)

<u>Aspects of the Authorities</u>	<u>Title VI of the Civil Rights Act of 1964</u>	<u>Executive Order 12898</u>
What is required?	<p>Title VI requires federal agencies to monitor their recipients and ensure their compliance with Title VI.</p> <p>Title VI requires recipients of federal financial assistance to not discriminate on the basis of race, color, or national origin.</p>	<p>E.O. 12898 requires Federal agencies to create environmental justice strategies. Pursuant to the 2011 Memorandum of Agreement on Environmental Justice entered into by 17 Federal agencies, those agencies agreed to issue an annual implementation progress report on environmental justice.</p>
How is it enforced?	<p>Individuals alleging <u>intentional</u> discrimination may file suit in federal court or a complaint with the federal agency providing funds for the program or activity at issue.</p> <p>If a program or activity has a <u>discriminatory effect</u>, individuals may file an administrative complaint with the federal funding agency. An individual <u>cannot</u> file a suit in federal court to address discriminatory impacts of a recipient's activities.</p> <p>Additionally, federal agencies have the authority to conduct compliance reviews of recipients to ensure their activities do not violate Title VI.</p>	<p>E.O. 12898 is not enforceable in the courts and it does not create any rights, benefits, or trust responsibilities enforceable against the United States.</p> <p>While the E.O. 12898 is not enforceable against the United States, it is a Presidential order that requires each Federal agency to “conduct its programs, policies, and activities that substantially affect human health or the environment, in a manner that ensures that such programs, policies, and activities do not have the effect of excluding persons ... from participation in, denying persons...the benefits of, or subjecting persons...to discrimination under, such programs, policies, and activities, because of their race, color, or national origin.”</p> <p>Therefore, to accomplish the goals of E.O. 12898, a Federal agency may implement policies that affect their funding activity. Agencies may also utilize their authority under various laws such as the Clean Air Act, National Environmental Policy Act, and the Fair Housing Act to achieve the goals of the Executive Order.</p>



*How do the Executive Order and Title VI overlap?*

The Presidential Memorandum accompanying EO 12898 states, in part:

“I am therefore today directing that all department and agency heads take appropriate and necessary steps to ensure that the following specific directives are implemented immediately: In accordance with Title VI of the Civil Rights Act of 1964, each Federal agency shall ensure that all programs or activities receiving Federal financial assistance that affect human health or the environment do not directly, or through contractual or other arrangements, use criteria, methods, or practices that discriminate on the basis of race, color, or national origin.”

Agencies’ Title VI enforcement and compliance authority includes the authority to ensure the activities they fund that affect human health and the environment, do not discriminate on the basis of race, color, or national origin. Therefore, agencies can use their Title VI authority, when appropriate, to address environmental justice concerns.

## Appendix E

ODOT/MPO/Public Transportation Provider  
Agreement No. 32794

**INTERGOVERNMENTAL AGREEMENT**  
**ODOT/MPO/Public Transportation Providers Agreement**  
**Metropolitan Planning, Financial Plans and Obligated Project Lists**  
Salem-Keizer Area Transportation Study  
Salem Area Mass Transit District

**THIS AGREEMENT** is made and entered into by and between the STATE OF OREGON, acting by and through its Department of Transportation, hereinafter referred to as "ODOT;" the SALEM-KEIZER AREA TRANSPORTATION STUDY is the designated Metropolitan Planning Organization for the Salem-Keizer area, acting by and through its MID-WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS, hereinafter referred to as "MPO;" and SALEM AREA MASS TRANSIT DISTRICT acting by and through its Board of Directors, hereinafter referred to as "Public Transportation Provider," all herein referred to individually as "Party" and collectively as "Parties."

### RECITALS

1. By the authority granted in Oregon Revised Statute (ORS) [190.110](#), state agencies may enter into agreements with units of local government for the performance of any or all functions and activities that a party to the agreement, its officers, or agents have the authority to perform.
2. Intergovernmental agreements defining roles and responsibilities for transportation planning between ODOT, the Metropolitan Planning Organization for an area, and the public transportation provider for the area are required by 23 U.S.C. 134 and 23 CFR 450.314."
3. MPO is an ORS 190 intergovernmental organization consisting of representatives of the following jurisdictions and agencies from the City of Salem, City of Keizer, City of Turner, Marion County, Polk County, Salem-Keizer School District, MPO, and ODOT, and designated in April, 1974 by the Governor of Oregon as the MPO for the Salem-Keizer-Turner Area.
4. MPO is a recipient of Federal Highway Administration (FHWA) Planning (PL) funds and Federal Transit Administration (FTA) Section 5303 funds. ODOT's Annual State Fiscal Year Unified Planning Work Program Agreement and any Project Specific Agreements are separate agreements with specific deliverables and funding that remain in effect and are not in any way modified by this Agreement.
5. MPO is responsible for complying with the Metropolitan Planning requirements of 23 CFR 450 and 49 CFR 613 for the development of transportation plans, transportation improvement programs, work programs, and all other actions necessary to carry out the metropolitan transportation planning process. A decision must be made by the MPO Policy Board using the procedures established to adopt the Metropolitan Transportation Plan (MTP) and the Transportation Improvement Program (TIP). In order to be implemented, the recommendations of all other regionally significant transportation planning efforts need to be incorporated into the MTP and TIP. Therefore, it is the general policy of MPO that transportation planning products



be developed with the goal of obtaining support from the MPO Policy Board. This general approach requires a high level of communication between all of the MPO participants.

6. Public Transportation Provider is the designated recipient of the FTA Section 5307 Program (49 U.S.C. 5307) funds in the MPO area. The designated recipients are the public bodies with the legal authority to receive and dispense these federal funds.

**NOW THEREFORE**, the premises being in general as stated in the foregoing Recitals, it is agreed by and between the Parties hereto as follows:

### **SECTION 1. TERMS OF AGREEMENT**

1. Pursuant to the authority above, ODOT, MPO, and Public Transportation Provider agree to define roles and responsibilities in carrying out the metropolitan transportation planning and metropolitan transportation financial planning processes, as further described in the Statement of Work, marked "Exhibit A," attached hereto and by this reference made a part hereof.
2. This Agreement only addresses roles and responsibilities, and does not address funding. Each party shall be responsible for funding their own duties and obligations under this Agreement. The Parties may choose to enter into additional agreement(s) detailing deliverables and funding for the specific projects identified in Exhibit A.
3. The term of this Agreement shall begin on the date all required signatures are obtained. The work identified in Section 1, Paragraph 1 shall be completed no later than December 31, 2024, on which date this Agreement terminates unless extended by an executed agreement.
4. This Agreement may be revisited as needed, including upon adoption of any new Federal Transportation Authorization, and will be reviewed upon commencement of the MPO recertification or self-certification process. If the Parties determine there is a need to add or revise the roles and responsibilities, the Parties will enter into an amendment to this Agreement.

### **SECTION 2. ODOT OBLIGATIONS**

1. ODOT will fulfill its stewardship obligations to FHWA by providing oversight of the MPO to ensure that the MPO carries out its federal duties in a manner that complies with 23 U.S.C. 106(g).
2. ODOT will engage the other Parties to this Agreement in its transportation planning processes, including financial planning processes, ("Processes") and planning products ("Products"), as identified in "Exhibit A." Where ODOT is the lead agency for a Process or Product, it will be responsible for pursuing communication with the other Parties as agreed. ODOT will communicate early and in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
3. Where ODOT is a party of interest, as identified in Exhibit A, to a Process or Product, it will participate in the development of the Process or Product as specified in this Agreement. ODOT

will offer information and opinions such that the lead agency and other participants have the opportunity to understand its positions, concerns, conflicts, and any likely objections to proposed outcomes.

4. ODOT, in cooperation with the MPO and the Public Transportation Provider, will establish and conduct a continuous, cooperative, and comprehensive transportation planning process in the development of projects, Processes, Products, and programs that address the required federal planning factors and 23 CFR 450.
5. ODOT's Project Manager for this Agreement is Dan Fricke, MPO Liaison Planner, ODOT Region 2, 455 Airport Road SE, Bldg. B, Salem, Oregon 97301-5395; phone (503) 986-2663; email: [daniel.l.fricke@odot.state.or.us](mailto:daniel.l.fricke@odot.state.or.us) or assigned designee upon individual's absence. ODOT shall notify the other Parties in writing of any contact information changes during the term of this Agreement.

### **SECTION 3. MPO OBLIGATIONS**

1. MPO will engage the other Parties to this Agreement in its Processes and Products as identified in Exhibit A. Where MPO is the lead agency for a Process or Product, it will be responsible for pursuing communication with the other Parties as agreed. MPO will communicate early and in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where MPO is a party of interest, as identified in Exhibit A, to a Process or Product, it will participate in the development of the Process or Product as specified in this Agreement. MPO will offer information and opinions such that the lead agency and other participants have the opportunity to understand its positions, concerns, conflicts, and any likely objections to proposed outcomes.
3. MPO, in cooperation with ODOT and the Public Transportation Provider, will establish and conduct a continuous, cooperative, and comprehensive transportation planning process in the projects, Processes, Products, and programs that address the required federal planning factors and 23 CFR 450.
4. MPO will work with Public Transportation Provider and local agencies to provide a yearly report of obligated projects each October.
5. MPO's Project Manager for this Agreement is Michael Jaffe, Transportation Planning Director, MPO, 100 High Street SE, Suite 200, Salem, Oregon 97391-3667; phone: (503) 540-1606; email: [mjaffe@mwvcog.org](mailto:mjaffe@mwvcog.org), or assigned designee upon individual's absence. MPO shall notify the other Parties in writing of any contact information changes during the term of this Agreement.

### **SECTION 4. PUBLIC TRANSPORTATION PROVIDER OBLIGATIONS**

1. Public Transportation Provider will engage the other Parties to this Agreement in its Processes and Products as identified in Exhibit A. Where Public Transportation Provider is



the lead agency for a Process or Product, it will be responsible for pursuing communication with the other Parties as agreed. Public Transportation Provider will communicate early and in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.

2. Where Public Transportation Provider is a party of interest, as identified in Exhibit A, to a Process or Product, it will participate in the development of the Process or Product or the financial planning process as specified in this Agreement. Public Transportation Provider will offer information and opinions such that the lead agency and other participants have the opportunity to understand its positions, concerns, conflicts, and any likely objections to proposed outcomes.
3. Public Transportation Provider, in cooperation with ODOT and the MPO will establish and conduct a continuous, cooperative, and comprehensive transportation planning process in the development of projects, Processes, Products, and programs that address the required federal planning factors and 23 CFR 450.
4. Public Transportation Provider will provide a yearly report of obligated FTA projects to MPO and ODOT each October.
5. Public Transportation Provider's Project Manager for this Agreement is Stephen Dickey, Director, Transportation Development Division, 555 Court Street NE, Suite 5230, Salem, Oregon 97301; phone: (503) 588-2424; email: [Steve.dickey@cherriots.org](mailto:Steve.dickey@cherriots.org), or assigned designee upon individual's absence. Public Transportation Provider shall notify the other Parties in writing of any contact information changes during the term of this Agreement.

## **SECTION 5. GENERAL PROVISIONS**

1. This Agreement may be terminated by mutual written consent of all Parties.
2. ODOT may terminate this Agreement effective upon delivery of written notice to MPO and Public Transportation Provider, or at such later date as may be established by ODOT, under any of the following conditions:
  - a. If MPO or Public Transportation Provider fails to provide services called for by this Agreement within the time specified herein or any extension thereof.
  - b. If MPO or Public Transportation Provider fails to perform any of the other provisions of this Agreement or so fails to pursue the work as to endanger performance of this Agreement in accordance with its terms, and after receipt of written notice from ODOT fails to correct such failures within ten (10) days or such longer period as ODOT may authorize.
  - c. If ODOT fails to receive funding, appropriations, limitations or other expenditure authority sufficient to allow ODOT, in the exercise of its reasonable administrative discretion, to continue to fund performance of this Agreement.
  - d. If federal or state laws, regulations or guidelines are modified or interpreted in such a way that either the work under this Agreement is prohibited or if ODOT is prohibited from paying for such work from the planned funding source.

3. Any termination of this Agreement shall not prejudice any rights or obligations accrued to the Parties prior to termination.
4. If any third party makes any claim or brings any action, suit or proceeding alleging a tort as now or hereafter defined in ORS 30.260 ("Third Party Claim") against a Party with respect to which any other Party may have liability, the notified Party must promptly notify the other Parties in writing of the Third Party Claim and deliver to the other Parties a copy of the claim, process, and all legal pleadings with respect to the Third Party Claim. Each Party is entitled to participate in the defense of a Third Party Claim, and to defend a Third Party Claim with counsel of its own choosing. Receipt by a Party of the notice and copies required in this paragraph and meaningful opportunity for the Party to participate in the investigation, defense and settlement of the Third Party Claim with counsel of its own choosing are conditions precedent to that Party's liability with respect to the Third Party Claim.
5. With respect to a Third Party Claim for which ODOT is jointly liable with MPO or Public Transportation Provider (or would be if joined in the Third Party Claim), ODOT shall contribute to the amount of expenses (including attorneys' fees), judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by MPO or Public Transportation Provider in such proportion as is appropriate to reflect the relative fault of ODOT on the one hand and of MPO and Public Transportation Provider on the other hand in connection with the events which resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of ODOT on the one hand and of MPO and Public Transportation Provider on the other hand shall be determined by reference to, among other things, the Parties' relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines or settlement amounts. ODOT's contribution amount in any instance is capped to the same extent it would have been capped under Oregon law, including the Oregon Tort Claims Act, ORS 30.260 to 30.300, if ODOT had sole liability in the proceeding.
6. With respect to a Third Party Claim for which MPO or Public Transportation Provider is jointly liable with ODOT (or would be if joined in the Third Party Claim), MPO and Public Transportation Provider shall contribute to the amount of expenses (including attorneys' fees), judgments, fines and amounts paid in settlement actually and reasonable incurred and paid or payable by ODOT in such proportion as is appropriate to reflect the relative fault of MPO and Public Transportation Provider on the one hand and of ODOT on the other hand in connection with the events which resulted in such expenses, judgements, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of MPO and Public Transportation Provider on the one hand and ODOT on the other hand shall be determined by reference to, among other things, the Parties' relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines, or settlement amounts. MPO's and Public Transportation Provider's contribution amount(s) in any instance is capped to the same extent it would have been capped under Oregon law, including the Oregon Tort Claims Act, ORS 30.260 to 30.300, if it had sole liability in the proceeding.



7. The Parties shall comply with all federal, state, and local laws, regulations, executive orders and ordinances applicable to the work under this Agreement, including, without limitation, the provisions of ORS 279B.220, 279B.225, 279B.230, 279B.235 and 279B.270 incorporated herein by reference and made a part hereof. Without limiting the generality of the foregoing, the Parties expressly agrees to comply with (i) Title VI of Civil Rights Act of 1964; (ii) Title V and Section 504 of the Rehabilitation Act of 1973; (iii) ORS 659A.142 and the Americans with Disabilities Act of 1990 as Amended by the ADA Amendments Act of 2008; (iv) all regulations and administrative rules established pursuant to the foregoing laws; and (v) all other applicable requirements of federal and state civil rights and rehabilitation statutes, rules and regulations. In addition, MPO and Public Transit Provider expressly agrees to comply with 23 CFR 420.121(g) and 49 CFR Part 20 regarding lobbying restrictions on influencing certain Federal activities, which are applicable to all tiers of recipients of FHWA and FTA planning and research funds.
8. Each Party shall ensure that its activities under this Agreement comply with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1990 as amended by the ADA Amendments Act of 2008 (together, "ADA"). The Parties agree that all Processes, Products, and projects identified in Exhibit A shall be ADA-compliant, and that all options and alternatives evaluated as part of such Processes, Products, and projects shall meet ADA requirements. MPO and Public Transportation Provider agree to ensure that each of its planners responsible for carrying out activities under this Agreement attend at least one ADA-related ODOT training course within two years of the effective date of this Agreement.
9. If MPO or Public Transportation Provider fails to comply with the requirements of this Agreement or the underlying federal laws or regulations, ODOT may:
  - a. Withhold approvals related to the Process or Products identified in Exhibit A until MPO or Public Transportation Provider comes into compliance, and
  - b. Determine that MPO or Public Transportation Provider is ineligible to receive or apply for Title 23, United States Code funds until ODOT receives full reimbursement of any costs incurred.
10. All employers, including MPO and Public Transportation Provider, that employ subject workers who work under this Agreement in the State of Oregon shall comply with ORS 656.017 and provide the required Workers' Compensation coverage unless such employers are exempt under ORS 656.126. Employers Liability insurance with coverage limits of not less than \$500,000 must be included. MPO and Public Transportation Provider shall ensure that each of their subcontractors complies with these requirements.
11. MPO and Public Transportation Provider acknowledge and agree that ODOT, the Oregon Secretary of State's Office, the federal government, and their duly authorized representatives shall have access to the books, documents, papers, and records of MPO and Public Transportation Provider which are directly pertinent to this specific Agreement for the purpose of making audit, examination, excerpts, and transcripts for a period of six (6) years after expiration of this Agreement. Copies of applicable records shall be made available upon request. Payment for costs of copies is reimbursable by ODOT.



12. The Parties shall attempt in good faith to resolve any dispute arising out of this Agreement. In addition, the Parties may agree to utilize a jointly selected mediator or arbitrator (for non-binding arbitration) to resolve the dispute short of litigation.
13. The Parties certify and represent that the individual(s) signing this Agreement has been authorized to enter into and execute this Agreement on behalf of their Party, under the direction or approval of its governing body, commission, board, officers, members or representatives, and to legally bind the Party.
14. This Agreement may be executed in several counterparts (facsimile or otherwise) all of which when taken together shall constitute one agreement binding on all Parties, notwithstanding that all Parties are not signatories to the same counterpart. Each copy of this Agreement so executed shall constitute an original.
15. This Agreement and attached exhibits constitute the entire agreement between the Parties on the subject matter hereof. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. No waiver, consent, modification or change of terms of this Agreement shall bind either Party unless in writing and signed by both Parties and all necessary approvals have been obtained. Such waiver, consent, modification or change, if made, shall be effective only in the specific instance and for the specific purpose given. The failure of ODOT to enforce any provision of this Agreement shall not constitute a waiver by ODOT of that or any other provision.

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**THE PARTIES**, by execution of this Agreement, hereby acknowledge that their signing representatives have read this Agreement, understand it, and agree to be bound by its terms and conditions.

**Mid-Willamette Valley Council of Governments**, by and through its Policy Board

By [Signature]  
Executive Director

Date 19 Oct 2018

**SALEM AREA MASS TRANSIT DISTRICT**, by and through its Board of Directors

By [Signature]  
President

Date 12-13-18

**MPO Contact**

Michael Jaffe  
Transportation Planning Director  
Resource Program Director  
MWVCOG  
100 High Street SE, Suite 200  
Salem, OR 97391-3667  
Phone: (503) 540-1606  
Email: [mjaffe@mwvcoq.org](mailto:mjaffe@mwvcoq.org)

**Public Transportation Provider Contact**

Stephen Dickey, Director, Transportation Development Division  
Salem Area Mass Transit District  
555 Court Street NE, Suite 5230  
Salem, OR 97301  
Phone: (503) 588-2424  
Email: [Steve.dickey@cherriots.org](mailto:Steve.dickey@cherriots.org)

**STATE OF OREGON**, by and through its Department of Transportation

By [Signature]  
Division Administrator  
Transportation Development

Date 2/7/19

By [Signature]  
Division Administrator  
Public Transit

Date 7 Feb 2019

**APPROVAL RECOMMENDED**

By [Signature]  
Region 2 Manager

Date 2-6-19

By [Signature]  
Region 2 Planning and Development Manager

Date 2-6-19

**APPROVED AS TO LEGAL SUFFICIENCY**

By Jennifer O'Brien, Assistant Attorney General by email dated 06/01/2018.

**ODOT Contact**

Dan Fricke, MPO Liaison Planner  
ODOT Region 2  
455 Airport Road SE, Bldg. Salem, OR 97301-5395  
Phone: (503) 986-2663  
Email: [daniel.l.fricke@odot.state.or.us](mailto:daniel.l.fricke@odot.state.or.us)

## **EXHIBIT A STATEMENT OF WORK**

**SECTION I. ACRONYMS** – These acronyms used in Exhibit A are common to financial plan and obligated projects development and maintenance processes, and are defined as follows:

- FHWA:** Federal Highway Administration
- FMIS:** Federal Management Information System
- FTA:** Federal Transit Administration
- MPO:** Metropolitan Planning Organization
- ODOT:** Oregon Department of Transportation
- RPTD:** ODOT Rail & Public Transit Division

**SECTION II. DEFINITIONS** – The following definitions apply to this Agreement specifically and shall not be construed to apply to any other agreement between any of the Parties.

- a. **Air Quality Conformity:** A clean Air Act requirement that ensures Federal funding and approval are given to transportation plan, programs and projects that are consistent with the air quality goals established by a State Implementation Plan (SIP). Applicable to MPOs in designated nonattainment or maintenance areas as defined in 23 CFR 450.104.
- b. **Congestion Management Process (CMP):** A systematic approach that provides for effective management and operation, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities eligible for funding under title 23 U.S.C. and title 49 U.S.C. through the use of travel demand reduction and operational management strategies required by TMAs only.
- c. **Consider:** Take into account opinions and relevant information from other Parties in making a decision. Receive the information or comments, acknowledge such, and document the acknowledgement. Those receiving comments are not bound by the opinions or information received.
- d. **Consult:** Confer with other identified Parties in accordance with all applicable established processes; consider the views of other Parties prior to taking action, inform other Parties about action taken in accordance with established process. This communication should be timely, and ahead of decisions. Those receiving comments are not bound by the opinions or information received.
- e. **Cooperate and Collaborate:** Parties involved work together to achieve a common goal or objective. Cooperation or collaboration are often employed where multiple Parties have a

vested interest in the outcome and may involve a shared project or policy outcome. Parties may share expertise, resources, etc., to accomplish the goal.

- f. **Coordinate:** Develop plans, programs, and schedules cooperatively among agencies and entities with legal standing and adjustment of such plans, programs, and schedules to achieve general consistency, as appropriate. Coordinated projects are usually those for which all Parties, other than the lead agency, do not have a vested interest and are often a specific projects rather than policy outcomes. The lead agency is the project proponent and the other Parties are not deeply involved. The lead agency is expected to consult with the others to ensure efficiencies are utilized and conflicts are avoided. Parties with legal standing should be involved in the coordination and Parties should operate in good faith.
- g. **Financially Constrained or Fiscal Constraint:** The MTP, TIP, and STIP demonstrate sufficient financial information and can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance that the transportation system is being adequately operated and maintained. For the TIP and the STIP, financial constraint/fiscal constraint applies to each program year. Additionally, projects in the air quality nonattainment and maintenance areas can be included in the first two (2) years of the TIP and STIP only if funds are “available” or “committed.”
- h. **Financial Plan:** The required documentation included with both the MTP and TIP (and optional for the long-range statewide transportation plan and STIP) that demonstrates the consistency between reasonably available and projected sources of federal, state, local, and private revenues and the costs of implementing proposed transportation system improvements.
- i. **Illustrative Project:** An additional transportation project that may (but is not required to) be included in a Financial Plan for a MTP, TIP, or STIP if reasonable additional resources were to become available.
- j. **Indian Tribal Government:** Duly formed governing body for an Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian Tribe pursuant to the federally recognized Indian Tribe List Act of 1994, Public Law 103-454.
- k. **Lead Agency:** Agency responsible for making sure the project, Process, or Product is completed and communication protocols are followed.
- l. **Levels of Communication:** Consider, Consult, Coordinate, Cooperate, or Collaborate. The Agreement may employ any or all of these terms and different Processes or Products may utilize these different levels of communication between the Parties involved.
- m. **Measure:** An expression based on a metric that is used to establish a target and to assess progress toward achieving the established targets.



- n. **Metropolitan Planning Area (MPA):** The geographic area determined by agreement between the MPO for the area and the Governor, which must include the entire urbanized area and the contiguous area expected to become urbanized within a 20-year forecast period in which the metropolitan transportation planning process is carried out.
- o. **Metropolitan Planning Organization:** The Policy Board of an organization created and designated to carry out the metropolitan transportation planning process.
- p. **Metropolitan Transportation Plan (MTP):** A plan prepared by a Metropolitan Planning Organization in accordance with 23 CFR 450 Subpart C and 49 USC 5303(i), in order to accomplish the objectives outlined by the metropolitan planning organization, the state, and the public transportation providers with respect to the development of the metropolitan area's transportation network. This plan must identify how the metropolitan area will manage and operate a multi-modal transportation system (including transit, highway, bicycle, pedestrian, and accessible transportation) to meet the region's economic, transportation, development and sustainability goals – among others – for a 20+-year planning horizon, while remaining fiscally constrained.
- q. **Obligated Projects:** The projects funded under title 23 U.S.C. and title 49 U.S.C. Chapter 53 for which the supporting federal funds were authorized and committed by the state or designated recipient in the preceding or current program year, and authorized by the FHWA or awarded as a grant by the FTA.
- r. **Oversight:** Activities undertaken to ensure Federal programs are in compliance with applicable laws and regulations.
- s. **Owner:** The agency that keeps and maintains the final Product as referenced in Exhibit A.
- t. **Party of Interest:** A Party to this Agreement that is not the lead agency for a particular planning project, but is affected by that project.
- u. **Performance Based Planning and Programming (PBPP):** Refers to the application of performance management principles within the planning and programming processes of transportation agencies to achieve desired performance outcomes for the multimodal transportation system. This includes a range of activities and products undertaken by a transportation agency together with other parties, stakeholders, and the public as part of a 3C (cooperative, continuing and comprehensive) process. PBPP attempts to ensure that transportation investment decisions are made – both in long-term planning and short-term programming of projects – based on their ability to meet established goals for improving the overall transportation system. It also involves measuring progress toward meeting goals, and using information on past and anticipated future performance trend to inform investment decisions.
- v. **Performance Measure Coordination Process –** Provides an overview of the required coordination and collaboration between ODOT and the metropolitan planning organizations within Oregon in establishing federally required performance targets.

- w. **Performance Target** – A quantifiable level of performance or condition, expressed as a value for the measure, to be achieved within a time period required by the FHWA or FTA.
- x. **Performance Period:** A determined time period during which condition/performance is measured and evaluated to: assess condition/performance with respect to baseline condition/performance; and track progress toward the achievement of the targets that represent the intended condition/performance level at the midpoint and at the end of that time period. The “performance period” applies to all measures in this part except the measures for the Highway Safety Improvement Program. Each performance period covers a 4-year duration beginning on a specified date as provided in CFR 490.105.
- y. **Planning Process:** A procedure by which ODOT, MPO and Public Transportation Provider cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process.
- z. **Planning Product:** The final documented result of a planning activity. Planning products that may be developed may include plans, programs, tools, and administrative products.
- aa. **Public Transportation Provider (PTP):** The primary provider(s) of public transportation services in an area.
- bb. **Reasonably Available Funds:** New funding sources that are reasonably expected to be available. New funding sources are revenue that do not currently exist or that may require additional steps before the ODOT, a metropolitan planning organization, or a public transportation provider can commit such funding to transportation projects.
- cc. **Regional Intelligent Transportation System (ITS) Architecture:** A regional framework for ensuring institutional agreement and technical integration for the implementation of ITS projects or groups of projects.
- dd. **Regionally Significant Project:** A transportation project (other than projects that may be grouped in the TIP and/or STIP), or exempt projects as defined in the Environmental Protection Agency’s (EPA’s) transportation conformity regulation 40 CFR 93 that is on a facility which serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes, employment centers, or transportation terminals) and would normally be included in the modeling of the metropolitan area’s transportation network. At a minimum, this includes all principal arterial highways and all fixed guideway transit facilities that offer a significant alternative to regional highway travel.
- ee. **Responsible:** Answerable or accountable, as for something within one’s power, control, or management. There can be multiple levels or roles in responsibility. Examples of levels of responsibility include:
  - *Authority:* Authority to make the final decision; signature authority.

- *Lead*: Responsible for making sure the activity is completed and communication protocols are followed.
  - *Coordination*: Responsible for coordinating all elements necessary to complete an activity.
  - *Support*: Provide administrative or technical support necessary to complete an activity.
  - *Information*: Provide input and information necessary to complete an activity.
- ff. **Statewide Transportation Improvement Program (STIP)**: The statewide prioritized listing/program of transportation projects covering a period of four (4) years that is consistent with the long-range statewide transportation plan, metropolitan transportation plans, and TIPs, and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53.
- gg. **Stewardship**: Activities undertaken to ensure the efficient and effective use and management of the public funds that have been entrusted by the FHWA and FTA.
- hh. **Sufficient Financial Information**: Financial information that is required in the PCS (PCSX) data entry tool and proof of local commitment to provide matching funds where local match is included in project finance (such as inclusion in the local capital improvement program).
- ii. **Transportation Improvement Program (TIP)**: The prioritized listing/program of transportation projects covering a period of four (4) years that is developed and formally adopted by an Metropolitan Planning Organization as part of the metropolitan transportation planning process, consistent with the metropolitan transportation plan, and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. 5303. The TIP must be developed in cooperation with the state and public transit providers.
- jj. **Unified Planning Work Program (UPWP)**: A statement of work identifying the planning priorities and activities to be carried out within a metropolitan planning area. At a minimum, a UPWP includes a description of the planning work, time frames for completing the work, the cost of the work, and the source(s) of funds.
- kk. **Visualization Techniques**: The methods used by states and MPOs in the development of transportation plans and programs with the public, elected and appointed officials, and other stakeholders in a clear and easily accessible format such as maps, pictures, and/or displays, to promote improved understanding of existing or proposed transportation plans and programs.
- ll. **Year-of-Expenditure Dollars**: Dollar sums that account for inflation to reflect expected purchasing power in the year in which the expenditure will be made, based on reasonable financial principles and information.



### **SECTION III. SUMMARY OF PROCESS AND PRODUCT RESPONSIBILITIES**

1. All Parties agree to cooperatively develop and share information related to the development of the Products and Processes that support the MTP, the TIP, and the development of the annual listing of obligated Projects, and other transportation-related Processes, tools, and administrative products.
2. Exhibit A, Table 1 shows the Plans, Programs, Tools, and Administrative Products covered by this Agreement and each Party's level of responsibility for each product. The lead Party holds overall responsibility for the product and the other Parties assist by cooperating, communicating, and sharing information necessary to complete and maintain the product. Each of these Products has one or more lead Party and the others are partners in completion of the Products by cooperating and providing support and information as needed.

**EXHIBIT A**  
**Table 1**

<b>Project, Process, or Product</b>	<b>Owner</b>	<b>ODOT</b>	<b>MPO</b>	<b>PUBLIC TRANSPORTATION PROVIDER</b>
I. PLANS <sup>1</sup>				
Area/Concept Plans <sup>2</sup>	MPO Transportation Provider ODOT	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate
Congestion Management Process (CMP) (TMAs only)	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Coordinated Public Transit Human Services Transportation Plans	Public Transportation Provider	Cooperate/Collaborate	Cooperate/Collaborate	Product Owner Lead Agency
Facility Plans <sup>3</sup>	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
ITS Architecture	ODOT MPO	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate	Cooperate/Collaborate
Metropolitan Transportation Plan	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Oregon Transportation Plan and Modal Plans	ODOT	Product Owner Lead Agency	Consult	Consult



<b>Project, Process, or Product</b>	<b>Owner</b>	<b>ODOT</b>	<b>MPO</b>	<b>PUBLIC TRANSPORTATION PROVIDER</b>
Transit Plans	MPO Public Transportation Provider	Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate
Transportation System Plans	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
<b>II. PROGRAMS</b>				
Metropolitan Transportation Plan Financial Plan and Processes	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Statewide Transportation Improvement Program	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Statewide Transportation Improvement Program Financial Plan and Processes	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Transportation Improvement Program <sup>4</sup>	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Transportation Improvement Program Financial Plan and Processes	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
<b>III. TOOLS</b>				
Data Resources	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Geographic Information System Resources	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Integrated Models	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Land Use Models	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Transit Planning Resources	Public Transportation Provider	Cooperate/Collaborate	Cooperate/Collaborate	Product Owner Lead Agency
Transportation Demand Models	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate

<b>Project, Process, or Product</b>	<b>Owner</b>	<b>ODOT</b>	<b>MPO</b>	<b>PUBLIC TRANSPORTATION PROVIDER</b>
IV. ADMINISTRATIVE PRODUCTS				
Air Quality Conformity	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Disadvantaged, Minority Business Enterprise Use Plans	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
MPO Federal Certification	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Performance Based Planning and Programming <sup>5</sup>	ODOT MPO Public Transportation Provider	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate
Annual Obligation Report	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Public Participation Plan	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
State Agency Coordination Agreement	ODOT	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Title VI Plan	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Environmental Justice Plan	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate
Unified Planning Work Program	MPO	Cooperate/Collaborate	Product Owner Lead Agency	Cooperate/Collaborate

<sup>1</sup> Party roles, responsibilities and funding may be further refined in a specific product agreement.

<sup>2</sup> Plans, other than facility plans, prepared by any of the Parties.

<sup>3</sup> Facility plans include, but are not limited to, interchange area management plans, expressway management plans, access management plans, or other plans that require approval by the Oregon Transportation Commission.

<sup>4</sup> Pursuant to 23 CFR 450.326. The TIP is incorporated verbatim into the STIP (*"After approval by the MPO and the Governor, the TIP shall be included without change, directly or by reference, in the STIP..."*).

<sup>5</sup> Pursuant to 23 CFR 450.206(c), 23 CFR 450.2116(f), 23 CFR 450.218 (q), 23 CFR 490, 49 CFR 625, 49 CFR 630 and 49 CFR 670(3).

- Each time a new transportation planning Process or Product commences, the roles, responsibilities, and expectations of each Party will be written down and distributed to each participant of the Product as applicable. The Parties will specify at least nine (9) items identified below; other items should be added as needed to ensure that the responsibilities and expectations of each Party are clearly identified.

- a. Product Owner
- b. Lead Agency
- c. Responsibilities of each Party
- d. Primary levels of communication
- e. Specific communication procedures
- f. Use of consultant services
- g. Decision process
- h. Funding, reporting responsibilities
- i. Resource sharing agreements

If the answers will vary by task, Product subpart, or other conditions, the responsibilities of each Party under each condition will be specified. (Definitions set forth in this Agreement will apply). An example of such a Product may be an Interchange Area Management Plan, where the lead Party would be ODOT, or a Transit Center study conducted by Public Transportation Provider. However, any of the Parties may request that the roles and responsibilities of any "Planning Project" be clarified and redefined within the constraints of a separate cooperative agreement. MPO may develop a form to facilitate the identification of responsibilities.

4. The questions that follow are examples of items to consider when answering the nine (9) items above. Not all items may apply to a specific Process or Product, nor is this list intended to be all inclusive. Parties should use these considerations as a starting point to answer the nine (9) items above and to evaluate what information may need to be set forth in a separate Product-specific agreement.

a. Product Parties

- What Parties will participate in the Product?
- Which agency will own the Product? (See Definitions)
- Which is the lead Party? (See Definitions)
- Which Party will develop the scope of work? Who will approve it?
- What level of responsibility does each Party have for each task or part of the Product? (See Definitions)
- Who are the contact people?
- When are the different Parties involved?
- Who provides data?
- Who analyzes the data?

b. Communication

- What levels of communication are appropriate for the planning Product? (See Definitions)
- What procedures for communication are appropriate for the level of interaction needed? (See Definitions)
- Who from each Party needs to be informed?
- Who is responsible for implementing communication protocols?
- How will communication occur with the ACT, TAC, or other advisory committees?
- Who is responsible for coordinating communication with the public?



- Who is responsible for coordinating and joint communications with other Parties?

c. Consultants

- Will consultants assist with the Product?
- Which Party is responsible for recruiting for and/or selecting any consultants to assist the Product?
- Who is responsible for contract administration?
- Who is responsible for communicating with the consultants?
- Who is responsible for reviewing and approving work?

d. Decision Process

- Which Party has decision authority for which kinds of issues?
- Who is responsible for providing information/support for the decision? How?
- Who has responsibility to serve on decision-making bodies?
- How will needs for amendments to the Product be communicated and decided upon?
- Who is responsible for completing amendments and when?
- How will differences of opinion be handled?

e. Funding

- What level of funding is available?
- What types of funds are to be used?
- What restrictions are there on use of the funds?
- Who is responsible for authorizing funds?
- Who is responsible for reporting use of funds and accomplishments, at what level of detail and to whom?

f. Sharing Resources

- Who is responsible for what elements of different kinds of Products?
- When will each Party be responsible for supporting the others?
- Is this consistent with existing agreements or adopted plans for the area?

g. Transit

- How will the Parties cooperate with PTP's in the area?
- How will the PTP's participate in the planning Product?
- Have private providers been considered?

**SECTION IV. FINANCIAL PLAN DEVELOPMENT AND MAINTENANCE ROLES AND RESPONSIBILITIES**

– There are different financial plan requirements for ODOT and MPO with regard to the long-range plans and the transportation improvement programs. Work under this task will address the financial plan tracking of the funding for projects that are included in both the current TIP and STIP and development of the financial plan for the long-range MTP. The STIP and TIP financial plan process has been developed to ensure that the TIP and STIP are constrained throughout their lifecycles. These

financial plans act as “checkbooks” for the various programs both at the state level and at the MPO level. The financial plan for the MTP enables fiscal constraint for the long-range plan.

**a. Responsibilities of Each Agency for Financial Plan and Fiscal Constraint Development (TIP/STIP Updates)**

**ODOT**

1. ODOT's Active Transportation Section, Program and Funding Services Unit is the lead agency for administration of the STIP financial plan. ODOT's Active Transportation Section, Program and Funding Services Unit will ensure that all federal funds used within the state are programmed in the STIP and accounted for and that the STIP captures any project activity related to federal funds or regionally significant projects. ODOT shall program funds to projects in a manner that maintains financial constraint and is consistent with federal regulations.
2. ODOT, including the Rail and Public Transit Division, shall provide MPO and Public Transportation Provider sufficient financial information (including information regarding grant awards, annual appropriation amounts, limitations, and rescissions, as applicable) in a timely manner. ODOT will provide project financial information to MPO as needed for demonstration of fiscal constraint of the metropolitan TIP.
3. ODOT coordinates the special purpose committee described below. The special purpose committee projects long range federal and state revenues for development of the financially constrained MTP also referred to as the Regional Transportation Plan (RTP). The special purpose committee consists of a representative from ODOT and each metropolitan planning organization and each metropolitan public transportation provider. These representatives will cooperatively develop a methodology for estimating state and federal revenues, as well as the actual estimates. This methodology includes the development of a process for distributing these funds to ODOT regions and metropolitan planning areas. The planning horizon will be sufficient to enable each metropolitan planning organization to produce its next MTP.
4. ODOT will coordinate a meeting with MPO and Public Transportation Provider during each STIP/TIP cycle to mutually agree upon funding assumptions.
5. ODOT is responsible for demonstrating fiscal constraint for the STIP.

**MPO**

1. MPO is the lead agency for administration of the TIP financial plan. MPO shall ensure that all federally funded or regionally significant projects within the MPA are included in the TIP, which will then be included in the STIP and in the STIP financial plan.
2. To provide consistency and transparency the MPO shall establish a PBPP process for their Region to clearly define the parameters and factors considered in the

project evaluation process, as well as share all of the evaluation results used in the decision making process.

3. MPO shall program funds to projects in a manner that maintains financial constraint and is consistent with federal regulations. Proposed programming that needs to utilize state funding authority to maintain fiscal constraint must be approved by ODOT's Active Transportation Section, Program and Funding Services Unit prior to programming being submitted for inclusion in the STIP.
4. MPO shall provide sufficient financial information (including information regarding funding obligations, as applicable) to ODOT and Public Transportation Provider in a timely manner.
5. MPO shall submit to ODOT cost-estimates for local projects that include year-of-expenditure dollars consistent with programming years.
6. MPO is the lead agency for completion of the MTP financial plan and for projecting local and private funds for the preparation of the financially constrained MTP. MPO will cooperatively develop these projections with ODOT and the Public Transportation Provider. MPO will participate on the special purpose committee on state and federal funds that is coordinated by ODOT.
7. MPO agrees to utilize the mutually agreed upon funding assumption for their TIP development forecasts.
8. MPO is responsible for demonstrating fiscal constraint for the MTIP.

#### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider shall provide MPO and ODOT sufficient financial information in a timely manner.
  2. Public Transportation Provider shall provide MPO with project cost-estimates, in year-of-expenditure dollars, for federally funded or regionally significant projects.
  3. Public Transportation Provider is the lead agency in projecting long-range local and private revenues for public transit investments. Public Transportation Provider will cooperatively develop these projections with ODOT and MPO. Public Transportation Provider will participate on the special purpose committee on state and federal funds that is coordinated by ODOT.
  4. Public Transportation Provider is responsible for demonstrating fiscal constraint for the MTIP.
- b. Responsibilities of Each Agency for ODOT's STIP Financial Plan and Fiscal Constraint Amendments (TIP/STIP Activity)**

### **ODOT**

1. ODOT's Active Transportation Section, Program and Funding Services Unit will reconcile funds to the FHWA's FMIS through transactions that are posted. These transactions will be captured in the ODOT's STIP financial plan and made available monthly to MPO. Information in the financial plan will include all fund activities of authorizations, apportionments/appropriations, limitations, rescissions, and revenue aligned budget authority.
2. The ODOT's STIP financial plan will identify any fund programming amendments and project activity that affect funding and fiscal constraint including project additions, deletions, obligations, de-obligations, project fund authority "slips" between fiscal years, reimbursement expenditures, and project closeout balances to be returned to the total MPO funding balance. At the end of each federal fiscal year, ODOT's Active Transportation Section, Program and Funding Services will ensure that there are no planned projects unaccounted for and that any such projects are slipped into later years or cancelled via amendments.
3. ODOT's Active Transportation Section, Program and Funding Services Unit shall provide the MPO their obligation authority amounts.
4. ODOT, including the Rail and Public Transit Division, shall provide MPO and Public Transportation Provider sufficient financial information (including TIP/STIP amendments as applicable) in a timely manner. ODOT will provide project financial information to MPO as needed for demonstration of fiscal constraint of the metropolitan TIP.

### **MPO**

1. MPO will maintain the TIP financial plan, which will include the current programming for all projects located within the MPA boundary and identify amendments and project activity that affect funding and fiscal constraint. This includes project additions, deletions, obligations, de-obligations, project fund authority "slips" between fiscal years, reimbursement expenditures, and project closeout balances to be returned to the total fund authority balance.
2. MPO shall ensure that the transactions identified in the STIP financial plan are accurate and must alert ODOT's Active Transportation Section, Program and Funding Services Unit to any changes, errors, or omissions.
3. MPO shall cooperate with ODOT's Active Transportation Section, Program and Funding Services Unit on the development of financial forecasts, authorizations, apportionments and regional sub-allocation of FTA funding.
4. MPO shall provide TIP amendments, as applicable and sufficient financial information, to ODOT and Public Transportation Provider in a timely manner.



### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider shall cooperate with MPO on the development of financial forecasts, authorizations, apportionments and regional sub-allocation of FTA funding. Public Transportation Provider shall provide MPO with on-going financial information on FTA grant transactions, including actual apportionment, allocations, earmarks, TIP amendment requests, project slips/advances, grant awards, project obligations and de-obligations.

**c. Communication and Information Sharing related to the Financial Plan –** Development and maintenance of STIP and TIP financial plans and obligated project lists requires ongoing, effective communication among ODOT, MPO, and Public Transportation Provider. The Parties will consult with one another individually as needed and at regularly scheduled meetings. The Parties will communicate, share necessary information, cooperate, and assist one another to meet their individual responsibilities for development and maintenance of these products.

### **ODOT**

1. ODOT's Active Transportation Section, Program and Funding Services Unit shall reconcile the STIP financial plan on a monthly basis and make it available to the MPO. MPO will be notified of the availability of the updated STIP financial plan. ODOT's Active Transportation Section, Program and Funding Services Unit shall also provide FMIS information upon request, to enable MPO to track the funding and obligation status of federally funded projects. In addition, ODOT's Active Transportation Section, Program and Funding Services Unit will be available for any other issues/questions via telephone, email and in person during regular business hours.
2. ODOT will utilize the most current STIP amendment matrix to communicate proposed programming changes to MPO.

### **MPO**

1. MPO shall communicate and work directly with ODOT. MPO will utilize the most current STIP amendment matrix to communicate programming changes to ODOT's regional STIP coordinator and Active Transportation Section, Program and Funding Services Unit.

### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider shall primarily communicate directly with MPO on any finance related issue, specifically changes to the TIP or STIP. As necessary, Public Transportation Provider may request joint meetings with MPO and ODOT's Active Transportation Section, Program and Funding Services Unit. In addition, the Public Transportation Provider may work with RPTD where appropriate.

## **SECTION V. CLARIFICATION AND RESOLUTION OF CONCERNS**



### **ODOT**

1. ODOT's Active Transportation Section, Program and Funding Services Unit has the responsibility to ensure the correct funding levels are identified through working with FHWA and FTA. Any changes to Processes will be communicated initially through the quarterly meetings between ODOT, MPOs, FHWA, and FTA. If more immediate action is necessary, ODOT's Active Transportation Section, Program and Funding Services Unit will contact those affected either by phone or email.
2. If there are questions relating to the implementation of federal rules, the appropriate federal agency will be consulted for clarification. On such questions where the answer will apply statewide, ODOT will send a letter to the appropriate federal agency and communicate the response to MPO and ODOT's Active Transportation Section, Program and Funding Services Unit at the quarterly meeting or via email.

### **MPO**

1. If MPO disputes a decision made by ODOT, MPO will contact or consult the respective federal agency for further clarification.

### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider has responsibility to ensure the correct funding levels are identified by working with FTA and RPTD. If there are questions regarding the interpretation of federal rules, the respective federal agency will be consulted for further clarification.

## **SECTION VI. ANNUAL LISTING OF OBLIGATED PROJECTS ROLES AND RESPONSIBILITIES**

– Pursuant to 23 CFR 450.332 the MPO is required to develop an annual listing of projects that were obligated in the preceding program year, within ninety (90) days of the end of the program year. The program year corresponds to the Federal fiscal year of October 1 to September 30. ODOT, MPO, and Public Transportation Provider must cooperatively develop the listing of projects. The list must include all Title 23 and Title 49 federally funded projects, and include sufficient description to identify the project or phase, the agency responsible for carrying out the project, the amount of federal funds requested in the TIP, the amount obligated during the preceding year, the amount previously obligated, and the amount remaining for subsequent years. The list must be published in accordance with the MPO's public participation criteria for the TIP.

### **a. Responsibilities of Each Agency**

#### **ODOT**

1. ODOT's Active Transportation Section, Program and Funding Services Unit shall provide documentation of obligated projects roles and responsibilities from FHWA to MPO no later than thirty (30) days after the end of each federal fiscal year, which ends September 30<sup>th</sup>. The documentation will include the necessary data elements

as required in federal regulations, summarized in the preceding paragraph, including the identification of bicycle and pedestrian projects.

2. ODOT's Active Transportation Section, Program and Funding Services Unit will provide FMIS data sheets in PDF format to MPO upon request.
3. ODOT's Geographic Information Services (GIS) Unit will provide geographic data (shapefiles and/or PDF maps) for ODOT's obligated projects upon request by MPO.

#### **MPO**

1. MPO is the lead agency in production of the obligation report. MPO will take the data provided from ODOT, FTA, and Public Transportation Provider and create a report that will be made available to the public in accordance with the federal regulations and MPO public participation criteria for the TIP.

#### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider shall provide MPO with documentation that includes the necessary data elements as required in federal regulations, including the identification of bicycle and pedestrian projects.
2. Public Transportation Provider will provide FTA Transit Award Management System (TrAMS) data to MPO in a format that meets the federal reporting requirements.
3. Public Transportation Provider will also provide visualization techniques – geographic data (shapefiles and/or PDF maps) for all of its obligated projects.

#### **b. Communication and Information Sharing related to the annual listing of Obligated projects**

#### **ODOT**

1. ODOT's Active Transportation Section, Program and Funding Services Unit will deliver documentation identified in Section VI in an electronic medium to MPO. If a report is created, then ODOT's Active Transportation Section, Program and Funding Services Unit will send an email notifying MPO that the report is ready and including a link to the report.

#### **MPO**

1. MPO will utilize the data provided by ODOT's Active Transportation Section, Program and Funding Services Unit and the Public Transportation Provider to create the required annual report. MPO shall make the report available to all Parties.

#### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider will deliver documentation as identified in Section VI in an electronic medium to MPO in a format consistent with the report required by the MPO.

## **SECTION VII. PERFORMANCE BASED PLANNING AND PROGRAMMING PROCESS ROLES AND RESPONSIBILITIES**

### **ODOT**

1. ODOT shall collaboratively develop with all metropolitan planning organizations and public transportation providers in Oregon one or more Performance Measure Coordination Processes for cooperatively developing and sharing information related to transportation performance data, the selection of performance targets, the reporting of performance targets, the reporting of performance information to be used in tracking progress toward attainment of critical outcome for the region of each metropolitan planning organization and the collection of data for the risk based transportation asset management plan for the National Highway System (NHS) and post this process document(s) to the ODOT Website at <http://www.oregon.gov/ODOT/Planning/Pages/Plans.aspx#OHP> This process document(s) will include the following:
  - a. ODOT's responsibilities regarding data and data sharing with metropolitan planning organizations necessary to develop targets and calculate performance for federal reporting.
  - b. ODOT's responsibilities regarding performing analysis necessary to calculate performance measure results for both state and metropolitan planning organization targets.
  - c. ODOT's responsibilities for coordinating with metropolitan planning organizations and public transportation providers for reporting both state and metropolitan planning organization level performance target reports.
  - d. ODOT's responsibilities to consult with metropolitan planning organizations in amending and revising state targets in accordance with federal rules.
  - e. ODOT's responsibilities for coordinating with metropolitan planning organizations and public transportation providers when amending and revising metropolitan planning organization-specific targets.
  - f. ODOT's role for documenting how the state is using a PBPP approach to programming projects as part of the STIP and how the selected projects help the state achieve its designated targets.

### **MPO**

1. MPO shall collaboratively develop with ODOT the Performance Measure Coordination Process described in Section VII above, and to the maximum extent practical ensure consistency with the State. This process includes the following:
  - a. MPO will fulfill all MPO responsibilities outlined in the Performance Measure Coordination Process.
  - b. MPO in coordination with ODOT will establish, adjust, and report as necessary, MPO performance targets.



- c. MPO will be responsible for documenting, to the extent possible, how the performance measure information was used in project selection and prioritization processes with funds under the responsibility of the MPO, as well as how the selected projects help support the MPO in achieving performance targets, to the extent possible. This will be documented as part of MPO's submittal of the self-certification with the TIP.

#### **PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider shall collaboratively develop with ODOT and MPO a Performance Measure Coordination Process described in Section VII above for cooperatively developing and sharing information related to public transportation performance data, the selection of performance targets, the reporting of performance targets, the reporting of performance to be used in tracking progress toward attainment of critical outcome for the Public Transportation Provider, and to the maximum extent practical ensure consistency with the State. This process includes the following:
  - a. Public Transportation Provider will fulfill all Public Transportation Provider responsibilities outlined in the Performance Measure Coordination Process.
  - b. Public Transportation Provider, in coordination with ODOT and MPO, shall document performance of the transportation system, to ensure consistency and report the performance measure results to the appropriate federal agency.

### **SECTION VIII. GENERAL ROLES, RESPONSIBILITIES, AND OBLIGATIONS**

#### **ODOT**

1. ODOT will engage the other Parties to this Agreement in its activities relating to financial plan development and maintenance, and development of the annual listing of obligated projects as set forth in this Agreement. ODOT will communicate early and in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where ODOT is a party of interest, it will participate in the development of each Product as specified in this Agreement. ODOT will offer information and opinions such that the lead agency and other participants have the opportunity to understand its positions, concerns, conflicts, and any likely objections to proposed outcomes.
3. ODOT will develop a formula for allocation of planning funds authorized by 23 U.S.C. 104(f) among metropolitan planning organizations within Oregon, in consultation with MPO and other metropolitan planning organizations, subject to approval by FHWA.

**MPO**

1. MPO will engage the other Parties to this Agreement in its activities relating to financial plan development and maintenance, and development of the annual listing of obligated projects as set forth in this Agreement. MPO will communicate early and in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where MPO is a party of interest, it will participate in the development of each Product as specified in this Agreement. MPO will offer information and opinions such that the lead agency and other participants have the opportunity to understand its positions, concerns, conflicts, and any likely objections to proposed outcomes.
3. MPO in accordance with 23 U.S.C. 104(f) will consult with ODOT on the formula developed by the State, and approved by the FHWA.

**PUBLIC TRANSPORTATION PROVIDER**

1. Public Transportation Provider will engage the other Parties to this Agreement in its activities relating to financial plan development and maintenance, and development of the annual listing of obligated projects as set forth in this Agreement. Public Transportation Provider will communicate early and in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where Public Transportation Provider is a party of interest, it will participate in the development of each Product as specified in this Agreement. Public Transportation Provider will offer information and opinions such that the lead agency and other participants have the opportunity to understand its positions, concerns, conflicts, and any likely objections to proposed outcomes.



## **Resolution 24-12**

### **Adopting the SKATS Fiscal Year 2024-2025 Unified Planning Work Program (UPWP)**

**WHEREAS**, the Salem-Keizer Area Transportation Study (SKATS) Policy Committee has been designated by the State of Oregon as the official Metropolitan Planning Organization (MPO) for the Salem Urbanized Area; and

**WHEREAS**, the SKATS Policy Committee is authorized by an intergovernmental Cooperative Agreement to act on matters pertaining to the transportation planning process; and

**WHEREAS**, the SKATS Unified Planning Work Program is produced to describe the MPO-related planning activities anticipated in the coming year and is required to secure funding for the regional transportation planning process; and

**WHEREAS**, the activities and funds programmed in the Fiscal Year (FY) 2024-20245 UPWP have been reviewed and approved by appropriate parties and advisory committees; and

**WHEREAS**, periodic reviews of the SKATS Cooperative Planning Agreement and the SKATS Planning Agreement between ODOT, SKATS, and the Salem Area Mass Transit District (SAMTD) are also required; and

**WHEREAS**, it is SKATS policy to conduct the aforementioned reviews annually concurrently with the UPWP adoption process;

### **NOW THEREFORE, BE IT RESOLVED BY THE POLICY COMMITTEE OF THE SALEM-KEIZER AREA TRANSPORTATION STUDY:**

**That** the **attached** SKATS FY 2024-2025 Unified Planning Work Program (UPWP) is hereby adopted, and the Mid-Willamette Valley Council of Governments is hereby requested to prepare and submit any documents to secure the funding identified in the Planning Work Program for the SKATS (MPO) activities; and

**That** the SKATS Cooperative Agreement (***UPWP Appendix A***) and the ODOT/SKATS/SAMTD Planning Agreement (***UPWP Appendix E***) have been reviewed by the SKATS Policy Committee and are affirmed as included in the UPWP Appendices.

**ADOPTED** by the Policy Committee of the Salem-Keizer Area Transportation Study on the 23rd day of April 2024.

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Chair  
Salem-Keizer Area Transportation Study  
Policy Committee

## **Appendix G**

### **A Brief Description of the SKATS Travel Model**

**April 2022**

Since 1994, SKATS has designed, developed, upgraded, and operated a travel demand model for the Salem-Keizer metropolitan area. The model is used to assist planners, policymakers, and others when traffic volumes and travel patterns are needed to make informed decisions about future transportation in the region or on specific streets and highway and transportation alternatives. The model is used both at the regional level as well as for area studies and corridor studies.

The model is a software program used to forecast travel patterns and traffic volumes on existing and proposed roadways and streets, as well as to forecast transit ridership. The model is a best practice four-step model (trip generation, trip destination choice, mode choice, and assignment) used by most MPOs in the U.S.

Travel demand models require the following data:

- Personal trip making characteristics from a household travel survey to estimate the model parameters:
  - Number of trips per day
  - Types of trips (work, school, shopping, recreation, etc.)
  - Origin and destination of trips (inside or outside the region)
  - Mode of trips (driver, passenger, bus, walk, bike)
  - Time of day the trip took place
  - Number of autos in the household
- Socioeconomic information about the region:
  - Census information on household sizes, income levels, workers per household
  - Employment data and locations in the region by type (industrial, retail, service, etc.)
  - Locations of schools and universities
  - Forecasts of future population and employment growth and location based on local comprehensive land use plans to develop future year model forecasts
- Detailed information about the street and highway system and transit system to construct model networks:
  - Number of lanes on streets and intersections (for estimating capacities)
  - Posted speeds
  - Turn prohibitions
  - Bus routes, frequencies, and stops
- Other information:
  - External Trips, i.e., trip volumes and patterns into and out of the SKATS urban area (e.g., Dallas to Salem, Salem to Portland)



- Through Trips, i.e., trip volumes and patterns through the SKATS area (e.g., Eugene to Portland)
- Auto occupancy information
- Bus ridership
- Travel time/speed studies that determine reductions in speed with traffic congestion
- Traffic counts to validate the model's assignment output for the base year travel model

The model uses all this information to determine:

- The number of trips made (trip generation) each day for each purpose (work, shop, school, etc.), as well as estimates of trip modes (vehicle, bus, walk, bike) by time of day (e.g., AM peak and PM peak).
- Trip destination choice uses equations that determine the “attractiveness” of a destination (based on employment types and other land use information) and the travel time between starting and ending locations of trips.
- Information on the street system (speed, capacities, congestion levels) determines which streets the trips are assigned in the model.

When calibrating the base year model, the model parameters are adjusted until the results match traffic counts, distribution patterns, and trip mode information (e.g., bus ridership). After the model is calibrated, population and employment forecasts are used to create a future-year model.

The future-year model can tell us what travel volumes or transit ridership might be expected in the region overall or on specific streets or highways. This future-year model might also be used to see how alternative land use forecasts might change travel patterns or travel volumes. It can also be used to study how changes to the street or highway system (e.g., new streets or interchanges, or modifications to existing streets) and/or changes to the transit system might affect travel patterns, traffic volumes, and/or transit ridership.

The above is a simplified description of a complex model and modeling process that also includes several submodels, feedback between the models, iterations of the traffic assignment, a separate process for forecasting external and through trips, the specification of transportation analysis zones, and other details.

# Federal PEAs and Tasks in the UPWP

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) issue Planning Emphasis Areas (PEAs) to reflect current priorities at the Federal level for transportation planning to address. The current Federal Planning Emphasis Areas, issued in 2021 are:

- Tackling the Climate Crisis, Transition to a Clean Energy, Resilient Future
  - o National Greenhouse gas reduction goals are 50-52 percent below 2005 levels by 2030, and net-zero emissions by 2050. Planning to increase the resilience of the transportation system to extreme weather events.
- Equity and Justice in Transportation Planning
  - o Advance racial equity and support for underserved and disadvantaged communities.
- Complete Streets
  - o Everyone using the street feels safe, and using the street is safe for everyone.
- Public Involvement
  - o Integrate virtual public involvement tools while ensuring continued participation by individuals without access to computers or mobile devices.
- Strategic Highway Network
  - o The Strategic Highway Network includes the Interstate system and a portion of the National Highway System.
- Federal Land Management Agency Coordination
  - o Encourage coordination with federal land management agencies on projects that connect to Federal lands.
- Planning and Environment Linkages
  - o Encourage the implementation of PEL as part of the transportation planning and environmental review process.
- Data in Transportation Planning
  - o Encourage the incorporation of data sharing and consideration into the transportation planning process.

Shown in the following table is which of the major activities listed in this UPWP address the PEAs.

Major Activity	Activity Description	Section	Climate	Equity	Complete Streets	Public Involvement	SHN	FLMA	PEL	Data
Performance-Based Planning	Covers most of the activities performed by SKATS.	I & III	*							*
Metropolitan Transportation Plan	Updated every four years, guides investments over a 20+ year period for regional movement.	I	*	*	*	*				*
Transportation Improvement Program	Updated every three years, process selects projects to receive federal funds.	III	*	*	*	*				*
Safety Planning	Covering all modes within SKATS. A Safety Action Plan is the latest product and will guide future investments and strategies.	I		*	*	*				*
Climate Change Planning	Primarily from the State level, with some recent federal guidance.		*	*						*
Oregon Travel Study	Statewide effort to understand where, why, and how people travel to meet their daily needs. Will be used in updating the travel model.	IV & V				*				*
Travel Modeling	Maintaining and enhancing the current travel demand model and participating in a statewide effort to deploy Activity-Based models to the MPOs.	IV & V	*							*
Congestion Management Process	Yearly monitoring of the regional corridors identified in the SKATS CMP.	I								*

Transit Planning	SAMTD staff perform planning activities pertaining to transit within SKATS. This includes service adjustments, siting new transit centers, and implementing	VII	*	*		*				*
Coordination	Spans working with local jurisdictions and state agencies.	V & VI								