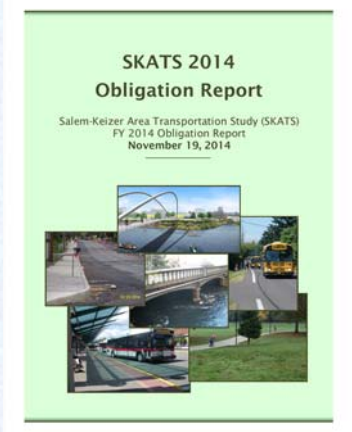
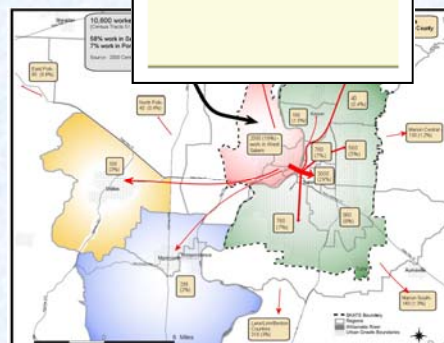
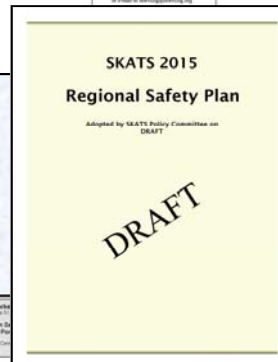
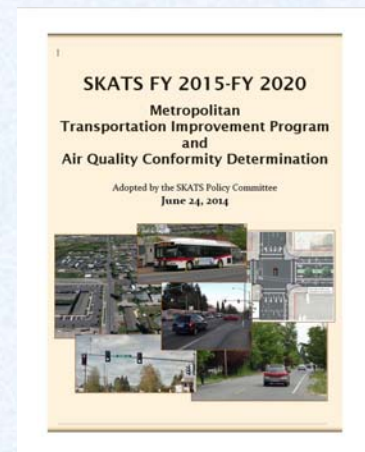
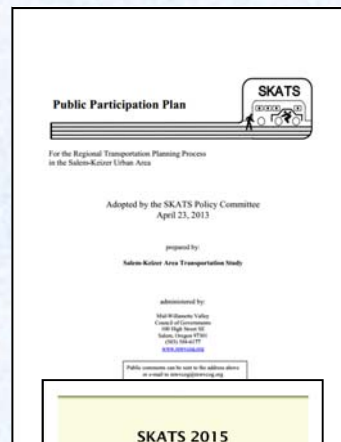
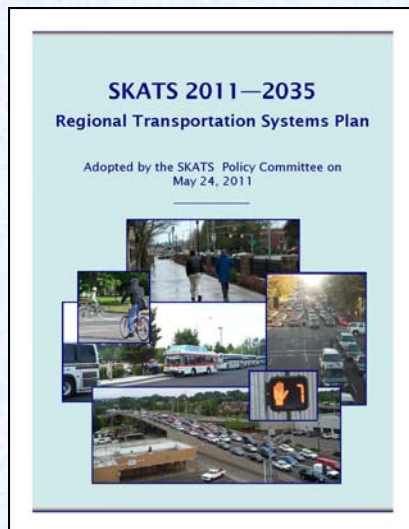


# SKATS FY 2015-2016

## Unified Planning Work Program

### UPWP

Adopted by the SKATS Policy Committee on  
March 24, 2015



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## Introduction

This document contains the FY 2015-2016 Unified Planning Work Program (UPWP) for metropolitan transportation planning activities for the Salem-Keizer Urbanized 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 of the products and activities programmed in the SKATS UPWP derive directly from products and processes prescribed for Metropolitan Planning Organizations (MPOs) by federal transportation and air quality statutes and regulations including:

- Title 23, United States Code as amended (2012) by Moving Ahead for Progress in the 21st Century (MAP-21);
- 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.

Oregon state regulations also require coordination between the MPO and state agencies to comply with state transportation and air quality regulations such as the Oregon Transportation Conformity Rule and the Oregon Transportation Planning Rule (TPR).

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 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), other state agency personnel, and local jurisdictional staffs particularly on transportation planning work using federal funds and affecting the regional transportation system.

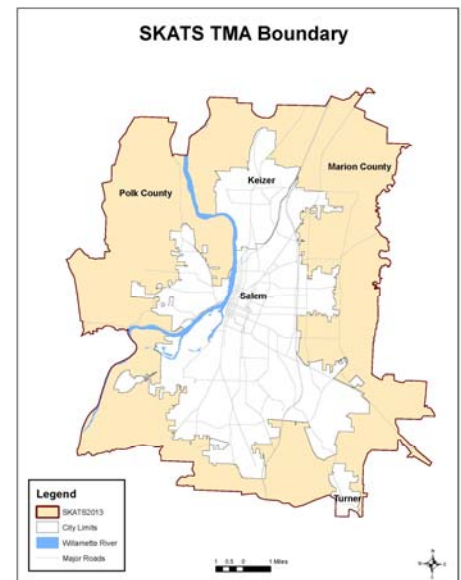
This UPWP continues the approach between state, regional, and local transportation planning following the so-called 3Cs of a "continuing, comprehensive, and cooperative" planning process. By working together, the jurisdictions and agencies aim to share in the responsibility of improving the transportation system; carryout 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 Regional Transportation Systems Plan (RTSP) for the Salem-Keizer Urban Area; and to comply with federal, state, and local regulations and policies.

## Structure of the MPO

Decisions regarding regional transportation funding are made by the SKATS Policy Committee (PC). This committee is composed of elected officials from the cities of Salem, Keizer, and Turner; Marion and Polk Counties; the Salem Area Mass Transit District; the Salem-Keizer School District; as well as 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 (*See Appendix A.*).

Staff employed by the Mid-Willamette Valley Council of Governments perform the continuing and ongoing functions for the SKATS program and

**Map 1: SKATS Boundary**



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

### **Planning Process Responsibilities**

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

The transportation planning process is dependent on continuous cooperation and the mutual support of all the SKATS participants. Therefore, while SKATS has the responsibility to carry out the metropolitan transportation planning process activities according to the most current federal regulations, SKATS depends on support and assistance from ODOT, the Salem Area Mass Transit District, and the local jurisdictions to develop the regional 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 Urban Area 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 necessarily take the lead role in those efforts. SKATS is also responsible for developing and maintaining the travel demand model for the region but depends on ODOT and the local jurisdictions for technical assistance (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. This UPWP provides a broad description of SKATS participation in these studies. As these studies get underway, the precise roles and tasks of SKATS and its partner jurisdictions may evolve, as needed, and by mutual consent 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 April 2008, SKATS, ODOT, and the Salem Area Mass Transit District (SAMTD) approved an intergovernmental agreement (No. 24,736) identifying the roles and responsibilities for transportation planning in the MPO area (*See Appendix C*). How the three agencies will coordinate on major transportation planning studies in the SKATS area is documented in this agreement.

### **Regional Transportation Planning Programs and Staffing**

There are five main programs undertaken by the regional transportation planning process for the SKATS area. These are:

- I. Regional Transportation Planning
- II. Modeling and Data
- III. Program Management
- IV. Metropolitan Transit Planning
- V. ODOT Planning Assistance

SKATS staff are primarily responsible for the first three programs. Staff from Salem Area Mass Transit District are responsible for transit planning. An



ODOT Region 2 planner provides coordination tasks between the MPO and ODOT. Each of these programs is described in more detail in the following sections of the UPWP.

## Funding the Program

The work described in this document is funded via a mixture of federal, state, and local funds. SKATS receives an allocation of federal planning (PL) funds, as per the funding agreement between ODOT and the Oregon MPOs. Because the amount of annual federal PL funds (about \$444,000) is inadequate to fund the necessary planning activities, \$550,000 in surface transportation program urban funds (STP-U) identified in the SKATS TIP are also used for the activities described in this UPWP. Both PL and STP-U 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). SKATS also receives about \$144,000 in Section 5303 funds for transit planning related work, with the majority passed through to SAMTD to do regional and project related transit planning. A local match of 20 percent is required for 5303 funds, which is provided by SAMTD. The federal, state, and local funding for the SKATS program are illustrated in *Table 1*. The amount of PL, STP, and 5303 for each program and sub-program task are illustrated in *Table 2*.

ODOT also provides federal and state planning funds for planning studies within the SKATS boundary such as interchange area plans or expressway plans. Competitive funding programs using federal and/or state funds -- such as ODOT's Transportation Growth Management (TGM) planning funds -- may also be the source of planning funds. Lastly, the local jurisdictions may use their own local funds on studies that have regional significance. SKATS is often asked to participate in these state and locally funded studies, especially if they impact the regional system.

The dollar amount listed in *Table 1 (pg. 38)* identifies the amount and source of funds that will be used by the MPO (SKATS), the MWVCOG, ODOT, and SAMTD in accomplishing these tasks. In addition, the estimate for each task is shown next to the discussion of the work presented in the five sections of this document. The allocation of funds among tasks is approximate and will be reassigned as conditions dictate.

## Summary of Major Planning Activities and Products in FY 2015-2016

Many of the projects and activities listed in this year's UPWP are a continuation of work started in earlier years, but others are new for 2015-2016. Planning is a continuous process. The activities to be undertaken in FY 2015-2016 reflect this continuity. The major planning activities and products in the upcoming year are highlighted in this summary. Details of this work are provided in later sections of this UPWP.

- The *Regional Transportation Systems Plan (RTSP)* is updated on a four-year cycle, last adopted in 2011, and **scheduled for adoption in May 2015**. As such, no changes to the RTSP are currently anticipated in the upcoming work program, unless an amendment for a major project is required, or there is a change to the federal planning regulations that requires an RTSP amendment before the next regular update (in 2019). Staff will monitor the changes to the planning regulations as part of MAP-21 related to performance based planning and other changes that may be enacted by statute or regulations. Staff will also continue to develop the data used as indicators for the goals and objectives of the adopted RTSP.
- The SKATS FY 15-FY 20 *Transportation Improvement Program (TIP)* was adopted in the summer of 2014 and is normally updated every two years.

The FY 15-FY 20 TIP uses the assumption that federal surface transportation program (STP) funds that are allocated to SKATS may be 30 percent less than current funding levels based on reduced gas-tax revenues for the Highway Trust Fund. Staff will monitor developments by Congress and USDOT that may change this expectation and revise the SKATS TIP, as necessary, during 2015-2016. Staff will also coordinate with ODOT and local jurisdictions as the next ODOT STIP (FY 18-FY 21) begins its year-long process for first identifying and refining a list of modernization projects and then selecting a final project list for funding (Aug 2015-August 2016). Work on the SKATS FY 18-FY 23 TIP will start during March 2016 and end in March 2017 and will utilize a formal application and project selection process for identifying projects to be funded.

- Work continues on the *Salem River Crossing Study EIS (Environmental Impact Statement)*. The lead agencies are ODOT and city of Salem. A project management team (staff from ODOT, city of Salem, Polk County, and SKATS plus the consultant team headed by CH2M Hill) manage the project; and an Oversight Team (elected officials representing city of Salem, city of Keizer, Marion County, Polk County, Salem-Keizer Transit plus senior ODOT and FHWA staff) oversees the EIS process. In February 2014, the Oversight Team cooperatively selected a locally preferred alternative. Also in 2014-2015, a bridge type was determined, funding workshops were held, and work on the Final EIS was started. Future tasks include the following: determine required compliance to the State of Oregon Goal Exceptions, complete a Final EIS document, develop a financial analysis for funding the preferred alternative, and add the preferred alternative to the local and regional transportation plans. These tasks are required before FHWA will issue a Record of Decision (ROD) on the project to allow federal funds to be obligated for design and construction. The current estimate of completion of the Final EIS is mid-2016.
- A *Regional Safety Plan* will be developed during the timeframe of this UPWP. This plan will take a complete look at the locations/areas within SKATS that are experiencing higher than expected fatal and injury crashes regardless of mode or jurisdiction. The Regional Safety Plan could possibly utilize consultant services and is scheduled for completion in **2016**.
- ODOT will restart work on the *Highway 22 Facility Plan* (25th Street to Gaffin Road, Marion County) with SKATS providing modeling assistance, safety and census data, and participate as part of the Project Management Team.
- ODOT is not expected to do additional planning work on the *OR22/OR 51 Interchange Development* or the eastern half of the *OR 22W Expressway Management Plan* until 2017 or later. However, due to the cancellation of a project on the Oregon Coast, there exists about \$8 million in the STIP (a combination of federal STP and other federal funds) for project development that will implement a phase of the OR 22W EMP, most likely for frontage roads on the north or south of OR 22 between Doaks Ferry Road and Oak Grove Road. SKATS will keep its TAC and Policy Committee updated as ODOT determines how those funds could be used.
- In the task of allocating population and employment forecasts, staff will monitor the Central Lane MPO's progress in development of the UrbanSim land use model for possible future use in Salem/Keizer.
- SKATS and Salem-Keizer Transit will need to work with FHWA, FTA, ODOT, and the local jurisdictions on understanding and complying with MAP-21 Performance Measures as rules are released and measures and targets are defined.

- Determine whether SKATS and ODOT should collaborate on a "Baseline Assessment" of greenhouse gas emissions and other travel indicators based on currently adopted plans in the SKATS area. ODOT has completed assessments for the Corvallis MPO and will begin one soon for the Rogue Valley MPO.
- Work with ODOT and other MPOs in the state on development of the next-generation travel demand model and a synthetic population model.
- With Salem, implement the first two bicycle count stations, retrieve data, and summarize for general use.
- Coordinate with PSU, ODOT, and other MPOs on use of PSU's PORTAL and other databases (such as the NITC non-motorized count database development project) for the storage of vehicle counts, transit ridership, bicycle counts, and other system performance information.
- Assist with planning review of local jurisdictional studies that affect the regional transportation system. This includes Marion County's Transportation System Plan, implementing city of Salem's West Salem Business District Development Action Plan, and the city of Salem's Commercial-Vista Corridor Plan (both expected to be completed by June 2015), and assistance with city of Salem's State Street Refinement Plan.

## Continuing Activities and Recurring Products

In addition to the major studies and products described above, there are a number of activities that either need to be completed each year or are done on a regular schedule (weekly, monthly, quarterly); or are continually updated; or are part of the general transportation coordination function of the MPO and our jurisdiction and agency partners.

- RTSP Activities and/or Amendments and Public Involvement
  - Status Report on meeting RTSP Goals and Objectives
  - Public Participation activities, as necessary
  - Title VI activities
  - Title VI and Public Participation Accomplishment Report
- TIP Development and Maintenance
  - Revisions (amendments, adjustments, and administrative) to the adopted SKATS TIP
  - TIP project tracking and project assistance to ODOT and local agencies
  - Coordination with ODOT on STIP amendments and ODOT's Financial Plan
  - Annual Obligation Report of Transportation Projects inside SKATS for the current federal fiscal year
- Modeling and Data
  - Travel Demand Forecasting Model improvements
  - Sharing and support of the travel model and population and employment forecasts to agencies/consultants
  - Collecting traffic count (motorized and non-motorized) data for use in the travel demand model as well as for planning studies
  - On-going collection and analysis of data related to the Congestion Management Process (CMP)
  - Upkeep and sharing of the regional land use database and land use forecasts
  - Upkeep and sharing of the geodatabase of transportation projects
  - Collision Quick Facts (yearly summary)

- Program Management
  - Monthly agendas, minutes, and meetings of the SKATS Policy Committee
  - Monthly agendas, minutes, and meetings of the SKATS Technical Advisory Committee
  - Quarterly reports and invoices to ODOT
  - Annual MWVCOG/SKATS budgets
  - Development of the next UPWP
  - Annual certification of the metropolitan planning process
  - Staff training
- Interagency Coordination
  - Coordination with local agencies, the Salem-Keizer Area Transit District
  - Coordination with state agencies (primarily ODOT and DLCD)
  - Bi-weekly update of transportation news for MWVCOG members
  - Participation in the Oregon Modeling Steering Committee and Modeling Program Coordination subcommittee
  - Represent MPOs at monthly meetings of ODOT's Local Program Committee
  - Participate and attend meetings of MPO/Transit Managers and OMPOC (Oregon MPO Consortium)



## I. Regional Transportation Planning Program

The core activities and products for addressing regional transportation planning in the Salem-Keizer area are described in this section. The two main products -- *the Regional Transportation Systems Plan (RTSP) and the Transportation Improvement Program (TIP)* -- represent the long-range and short-term guiding documents for transportation investments, respectively. Also included in this section are planning studies that identify options or solutions to address transportation needs and issues. Together, the elements described in this section are the most “public forward” of the work performed by SKATS. Providing comprehensive and meaningful public participation is critical to ensure that the public is aware they have the opportunity to participate and comment on proposed investments being made in the regional transportation system.

### A. Regional Transportation Systems Plan (RTSP)

#### Program Description

The adopted Regional Transportation Systems Plan (RTSP) represents a comprehensive policy and planning blueprint for investments and strategies related to the regionally significant transportation systems in the Salem-Keizer urban area. The RTSP complies with both federal and state regulations for regional transportation planning. Federal regulations on the development and content of a metropolitan transportation plan are in 23 CFR 450.322.

The RTSP provides coordination and guidance for implementing agencies such as ODOT and the local jurisdictions to provide a multimodal, region-wide transportation system that is effective, efficient, and sufficient to meet the changing needs of our citizens. The RTSP has a 20-year horizon: it is updated every four years to maintain a 20-year planning horizon based on current and projected demographic, travel demand, and economic forecasts, as well as to comply with transportation, environmental, and other federal and state regulations. Coupled with the transportation systems plans (TSPs) adopted by the local jurisdictions, Salem Area Mass Transit District (SAMTD), and the Oregon Department of Transportation (ODOT), the RTSP provides a consolidated area-wide transportation plan for the entire Salem-Keizer urban area. This work element encompasses all long-range planning activities associated with the regionally significant portions of the area's transportation system including roadways, highways, transit, ridesharing, park-and-ride, bicycle, pedestrian, Transportation Systems Management (TSM), Transportation Demand Management (TDM), intermodal, Intelligent Transportation Systems (ITS), goods movement, and other transportation-related systems.

SKATS coordinates with the local jurisdictions on development of a long-range (20 year) population and employment forecast, which is used in transportation model development and transportation planning analysis. The population and employment numbers are based on the currently adopted comprehensive land use plans of the member jurisdictions in SKATS and take into account new and future land use development that the local jurisdictions are confident will occur. This approach is totally consistent with the requirements of the state and federal planning regulations and avoids any perceptions that the RTSP process is attempting to prematurely project the results of the local visioning efforts. The horizon year for the RTSP (to be adopted in mid-2015) will continue to be 2035 (which is the horizon for the previous RTSP adopted in 2011);

#### Regional Transportation Systems Plan (RTSP)

The current **2011-2035 RTSP** was adopted by the SKATS Policy Committee on May 24, 2011.

The Air Quality Conformity Determination (AQCD) for the 2011-2035 RTSP was also adopted on May 24, 2011.

The **2015-2035 RTSP** and associated AQCD are scheduled for adoption by the SKATS Policy Committee in either May or June 2015.

The RTSP and AQCD can be viewed on the MWVCOG webpage.

**Regional Transportation System  
Plan Update and MAP-21  
Compliance**

**Status:** The RTSP is updated every 4 years (next update scheduled for 2019). Keep RTSP compliant to MAP-21.

**Lead Agency:** SKATS

**Budget:** \$30,000

**Deliverables:** Updated indicator data.

however, the 2035 land use forecasts and employment were reviewed and updated for the draft and final RTSP.

SKATS is required to coordinate financial projections with ODOT to estimate the amount of federal and state dollars likely to be available to the SKATS area over the 20-year horizon of the RTSP. The last time this coordination occurred was in 2012, and new estimates have been used in the 2015-2035 RTSP. SKATS also worked with the local jurisdictions and agencies to develop revised financial projections for use in the Plan.

Updates of the RTSP include periodic reviews of changes to the state's transportation policy plan (the Oregon Transportation Plan), the state's transportation rules (e.g., Oregon Transportation Planning Rule (TPR)), state modal and topic plans (e.g., Oregon Freight Plan), and local modal plans and TSPs (e.g., city of Salem TSP) to ensure consistency, as required, by the 3-C (continuing, cooperative, comprehensive) transportation planning.

In June 2012, Congress enacted a new federal surface transportation act entitled “**Moving Ahead for Progress in the 21<sup>st</sup> Century**” (MAP-21), to replace SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users) which had expired in 2009. MAP-21 expired on October 1, 2014, but a short-term extension was passed. Currently MAP-21 is set to expire in May 2015, and there is no indication whether a new surface transportation act will be enacted in 2015.

The adopted RTSP contains goals, objectives, and indicators, the latter allowing the region to track progress toward accomplishing the RTSP goals. Some of these indicators have data but others do not; therefore, SKATS staff will need to collect this information and provide updates to the SKATS committees.

In the area of transportation planning, MAP-21's major change was the emphasis on a performance- and outcome-based program. This update to the plan, scheduled for adoption in the summer 2015, will be compliant with MAP-21 to the maximum extent possible. However, many of the planning and performance-based requirements of MAP-21 will become effective after the RTSP is adopted in summer 2015. The most significant of the MAP-21 performance measures for SKATS will be the congestion/system performance measure, but proposed rules and measures have not been developed yet by FHWA. Therefore, for FY 2015-2016, staff will be working with ODOT, FHWA, and the local jurisdiction to primarily share information as performance-based rules, measures, and targets are proposed and finalized.

As part of the regional planning process, SKATS assists ODOT, the transit district and the local jurisdictions in development of their plans and studies by participating in review or technical committees; provides current and forecast land use and travel demand data from the regional model; and reviews technical reports and draft and final plans for their potential impact on the regional transportation system. As these plans or activities become adopted by the local jurisdictions, they will be incorporated as part of the “latest planning assumptions,” as required by 23 CFR 450.322, that will be used in the population and employment forecasts, travel model, and proposed transportation improvements in the ongoing transportation planning process. (*See Section II for specific tasks.*)

## Activities

Following adoption of each RTSP update, there often remain “outstanding issues” that require study. Some of these issues are being addressed in the Major Regional Planning Studies (**Section I.B**) of this UPWP. Some tasks, specifically those related to the data describing the regional transportation system and its analysis, are described elsewhere in this document (**Section II**). The main activities for this time period are:

- Work with ODOT on their development of a set of performance measures and targets that meet the requirements of MAP-21 and integrate these into the planning process. MPO's are required to coordinate with state DOTs on developing these measures and targets.
- See **Regional System Monitoring and Reporting** for discussion of developing a database for indicators used in the goals and objectives of the RTSP.

## Products

Updated indicator data by June 2016.

## **B. Transportation Improvement Program (TIP)**

### **1. TIP Development, Amendments, and Adjustments**

#### Program Description

The region's Transportation Improvement Program (TIP) serves as a regional policy and programming document describing which transportation projects, identified phases of a project, and programs have been programmed to receive federal funding in the next four to six years. Federal regulations on the development and content of a metropolitan transportation improvement program (TIP) are in 23 CFR 450.324. Transportation projects within the SKATS area that receive federal funding are required to be listed in the SKATS TIP.

Project selection for the TIP follows the regional priority setting process that is updated and adopted by the Policy Committee with adoption of a new TIP. The Project Selection Process was updated in 2013 in preparation of the FY 15-FY 20 TIP. The selection process was also updated to address requirements for an open and competitive process for programming Transportation Alternative Program (TAP) funds that the region received with the changes that were part of MAP-21. A formal application form is required which includes project benefit descriptions that correspond to the goals and objectives of the RTSP and specific information on project costs and readiness. The TAC will prioritize and rank the proposed projects based on scoring criteria that evaluates the technical merit, project benefits, importance and support, readiness and capacity, as well as financial constraint limitations, modal equity, and geographic equity. A list of recommended projects for funding will be forwarded to the Policy Committee for their decision. This process will be modified, as necessary, for the development of the FY 18-FY 23 SKATS TIP. Public involvement activities, including an interactive website, will be available at the beginning of the project identification and selection process.

The TIP is prepared in response to Federal Highway Administration and Federal Transit Administration (FHWA/FTA) regulations that require

#### **Transportation Improvement Program**

**Status:** The SKATS TIP is updated on a 2-year cycle with TIP revisions, as needed, between cycles. Due to the delay of the FY 18-FY 21 STIP, the next MTIP will have a 3-year cycle, with request for projects in March 2016 and MTIP adoption in March 2017. The budget includes revisions and other coordination on the existing TIP, development of the next TIP, coordination on the ODOT STIP, and tracking of TIP projects (**Section B.2**).

**Lead Agency:** SKATS

**Budget:** \$84,500

#### **Deliverables:**

- Annual list of FY 2015 Obligated Projects (**January 2016**).
- Updated Tables of the SKATS FY 15—FY 20 Metropolitan Transportation Improvement Plan posted on MWVCOG website.
- Formal Application for project solicitation.
- TIP Website.

### **Proposed Schedule for the FY 18-FY 23 SKATS MTIP**

March 2016— Request for Project Applications sent out.

June 2016- Project Applications due.

July 2016—Project Applications posted on SKATS website for early public participation.

July 2016—Presentations of Projects to TAC.

October 2016— ODOT completes scoping review of proposed projects.

November/December 2016—TAC Recommends List of Projects.

January 2017— Policy Committee Review and release of draft TIP for public review.

February 2017 —Public outreach of draft MTIP.

March 2017—Policy Committee hearing and decision.

April 2017—MTIP projects added to STIP.

June 2017—Oregon Transportation Commission adopts STIP.

that a program of regionally significant transportation investments be developed by the Metropolitan Planning Organization (MPO) and updated at least every four years. The SKATS TIP is usually updated every two years to correspond with the update of the Oregon State Transportation Improvement Plan (STIP). However, since ODOT delayed development of the FY 17-FY 20 STIP due to federal funding uncertainty, the next STIP will cover FY 18-FY 21. Therefore, there will be a corresponding delay in the SKATS TIP update so that the STIP and TIP are in alignment. The next TIP will cover the 2018 to 2021 fiscal years with FY 22 and 23 included as illustrative years for planning purposes. The TIP must include a priority list of projects for at least four years and include a financial plan that demonstrates which projects can be implemented using anticipated revenue sources. Revenue projections are coordinated with ODOT. In the Salem-Keizer area, the TIP is prepared by SKATS in cooperation with FHWA, FTA, ODOT, SAMTD, and the local jurisdictions.

Activities related to the two-year cycle of the development, preparation, and maintenance of the TIP are provided under this work element, as are the public involvement activities related to the TIP as required by federal regulations. The MPO shall provide all interested parties with a reasonable opportunity to comment on the proposed TIP. Details on public participation are contained in the adopted SKATS Public Participation Plan (adopted April 2013).

Due to uncertainties, timing, and modifications to federal, state, and local funding in recent years -- along with general changes occurring during the project development phase of many projects -- a significant portion of time is required between update cycles to revise and maintain an accurate accounting of the projects in the adopted SKATS TIP. Maintenance activities include coordination between FHWA, FTA, ODOT, the MPO, the SAMTD, and local jurisdictions to prepare and respond to changes in both available funding and individual project modifications.

A draft TIP and any amendments to an adopted TIP that add or delete non-exempt projects requires the completion of air quality conformity determinations to demonstrate compliance with air quality regulations according to the requirements of the section 93.104 (Frequency of Conformity Determinations) of the Transportation Conformity Regulations. Since the acceptance of the SKATS Limited Maintenance Plan for CO, conformity requirements are primarily limited to interagency consultation (*See Section D. below.*).

As a result of MAP-21, the SKATS MPO will receive a direct allocation of Transportation Alternative Program (TAP) federal funds. As of December 2012, FHWA has provided Interim Guidelines for MPOs for conducting a process for soliciting projects to compete for these limited funds. For the FY 15-FY 20 SKATS TIP (adopted in June 2014), a process was developed to solicit and select projects that meet eligibility requirements for TAP funds according to the FHWA guidelines. This process will be modified, as needed, and used for the FY 18-23 SKATS TIP.

### Activities

For FY 2015-2016, activities related to the TIP fall in four general categories:

#### A. Maintenance activities of the adopted SKATS MTIP

1. Monitor the development of projects in the adopted TIP to make sure they are making adequate progress and assist, as necessary.

(See also *TIP Project Development Tracking* section below.)

2. Coordinate with the ODOT Region 2 STIP Coordinator on TIP and STIP changes for projects within the SKATS MPO.
3. Check that projects in the adopted TIP match the adopted STIP.
4. Check that projects in the adopted TIP are correctly specified in ODOT's Financial Plan.
5. Revise, when necessary, the adopted SKATS FY 15-FY 20 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.
6. Follow the TIPs Management Process for all TIP revisions.
7. Follow SKATS PPP for any TIP Amendments.

**B. Coordination with ODOT on maintenance of the FY 15- FY 18 STIP**

1. It is required that projects and funding amounts in the SKATS adopted TIP match ODOT's STIP. For this task, SKATS will work with ODOT to make sure that project phases, funding sources, and funding amounts match between the STIP and SKATS MTIP for projects within the SKATS area.

**C. Coordinate with ODOT on the new FY 18-FY 21 STIP**

1. As ODOT refines or modifies its "Fix-It" and "Enhance" approach for the FY 18-FY 21 STIP, and as ODOT develops their Fix-It lists, SKATS will provide information to the SKATS TAC and Policy Committee so that they can be prepared to submit project proposals (due August 2015) for the STIP.

**D. Development of the SKATS FY 18-FY 23 TIP**

1. Work with ODOT, the local jurisdictions, the SKATS Technical Advisory Committee and Policy Committee on developing the **SKATS FY 18-FY 23 TIP**. This includes determining the amount of federal and non-federal funds that are considered reasonably available for funding projects.
2. Provide appropriate public involvement opportunities and processes to use following the SKATS *Public Participation Plan*.
3. Use information from the CMP, ITS Plan, and Safety reports to assist in the project selection process.
4. Require that projects selected for inclusion in the TIP comply with the Congestion Management Process (CMP) as required by MAP-21 and in accordance with the process developed in the RTSP.
5. Address federal requirements for financial constraint of the updated TIP showing fiscal constraint of all available revenue sources.

**Products**

- Provide information on FY 15-FY 20 TIP revisions to the TAC and Policy Committee during the FY 2015-2016 year, as required, following the adopted TIP management practices.
- Upload copies of the adopted TIP, updated TIP tables, and resolutions for adjusting the TIP to the MWVCOG website. ([www.mwvcog.org](http://www.mwvcog.org))
- Application form for proposed projects to be included in the **SKATS FY 18-FY 23 TIP**. (March 2016)
- Webpages created for the FY18-FY23 TIP public involvement. (March 2016, with updates during the TIP update process.)



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

### **Program Description**

The Transportation Improvement Program (TIP) identifies which projects are to receive federal funding. However, programming these funds in the TIP is just the first step of the project development cycle. To ensure that TIP projects and program funding levels are being carried forward expeditiously, SKATS staff works with ODOT and the local jurisdictions and agencies to help with any coordination work needed to move projects forward. This includes working the ODOT Region 2 local area liaisons, other ODOT staff, and local jurisdictions' staff to review projects as they progress through project development; make revisions to the TIP and STIP; to expedite IGAs; to track project status and funding in the ODOT Financial Plan (particularly of projects funded with STP-U and TAP-U funds); and providing other assistance, as needed. Lastly, SKATS works with ODOT and Salem-Keizer Transit District to organize data for the Annual List of Obligated Projects (as required by 23 CFR 450.322) which shows which projects (or project phases) have been obligated by FHWA or have received an FTA grant.

### **Activities**

- Assist the local jurisdictions, ODOT, and Salem Area Mass Transit District with TIP amendments, adjustments, and administrative modifications.
- Work with ODOT's Region 2 and Highway Program staff to match the projects in the TIP with the STIP and ODOT's Financial Plan.
- Act as a liaison between SKATS, ODOT, SAMTD, and local jurisdictions to resolve delays in project development.
- Track the status of STP-U, TAP-U, and other federally funded projects (status of obligation, project development phases, etc.).

### **Products**

- Annual list of obligated projects developed in coordination with ODOT and Salem-Keizer Transit. **(January 2016).**

## **C. Major Regional Transportation Planning Studies**

Major planning studies are undertaken to identify and evaluate alternatives and options to transportation issues and to determine the preferred alternative given identified opportunities and constraints. Several of these problem areas have been identified in previous updates to the RTSP or in a local transportation system plan and listed as "outstanding issues."

23 CFR 450.322 states that a 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. Most of following major planning studies require work over several years due in part to staff workload but also due to the necessary processes to collect information, conduct analysis, develop options, and gather stakeholder and public input. While SKATS is not the lead agency in these studies, SKATS staff are actively involved in project management teams, overseeing and reviewing drafts of planning documents, and providing

### **Major Regional Planning Studies**

**Status:** Continues or completes work on the Salem River Crossing Study EIS, Alternative Mobility Targets, SKATS Safety Plan, and Highway 22 E Facility Plan.

#### **Lead Agencies:**

ODOT, City of Salem, FHWA, and SKATS

#### **Deliverable:**

- Mid-2016 —Final EIS expected for River Crossing.
- Fall 2016—SKATS Draft Safety Plan.
- December 2016—Highway 22 (OR 22E) Facility Plan.

**Budget:** \$300,000

land use and/or transportation data (including transportation forecast from the SKATS model).

Note that advancing most of these studies requires funds from the ODOT Region 2 planning budget. Therefore, some of these studies will remain as “Outstanding Issues” that will be addressed in future UPWPs. Also, not all the planning studies listed below will have active work performed on them during the time frame of this UPWP. These projects are listed as in many cases they are awaiting funding opportunities.

## **1. Willamette River Crossing (Salem Bridge EIS)**

### **Description**

Work on the **Salem River Crossing Environmental Impact Study (EIS)** began in 2006 with a combination of federal, state, and local funds. During the 2012-2013 program year, ODOT and the city of Salem (as the lead agencies) started Work Order #4 of the project with the objective of the local jurisdictions collectively selecting a preferred alternative followed by preparation of a Final EIS for that preferred alternative. This work will continue into FY 2015-2016 and possibly beyond.

ODOT will continue to serve as the contract manager of the EIS effort and manage the consultant team led by CH2M. ODOT and City of Salem planners are Project Managers for the EIS. SKATS staff participate on the Project Management Team, provide coordination with the SKATS Policy Committee, and provide modeling and data services, as needed. There will be continuing coordination with planners at the Oregon Division of FHWA and other federal and state agencies. Throughout the Final EIS (**FEIS**) stages, the SKATS Policy Committee will be kept informed of project milestones.

### **Activities**

In February 2014, the Oversight Team selected a Preferred Alternative ("**PA**"), selected a bridge type, and held a funding workshop with stakeholders. Next steps in the work plan include the following, some of which have begun prior to the 2015-2016 UPWP. The Final EIS is expected to be published in mid-2016 followed by a Record of Decision (ROD) by the U.S. Federal Highway Administration. In 2015-2016, activities on the study and FEIS include:

- traffic analysis update and engineering refinements for the PA;
- preparation of the Final EIS including responses to DEIS comments;
- land use actions and goal exceptions for the PA, as necessary;
- financial feasibility analysis and a financial strategy document;
- amendment of the "PA" to the RTSP and identifying a funded phase for the SKATS TIP; and
- continuation of public participation including updates of the project website (salemrivercrossing.org).

An activity not in WOC#4 but related to the outcome of the River Crossing study is the likely need to develop **Alternative Mobility Targets** for sections of statewide facilities that cannot meet the mobility standards of the ODOT Highway Plan. ODOT will take the

lead on this task with SKATS staff assisting. (*See separate activity description for more information.*)

#### Relation to Previous, Current, and Future Efforts

The issue of providing additional transportation capacity and a third bridge across the Willamette River in or near the Salem-Keizer area has been ongoing for several decades. The current bridge structures (Marion Street Bridge and Center Street Bridge) were widened to four lanes in mid-1980s. However, continued growth in the region over the last 30 years has increased vehicle volumes over the bridges resulting in a significant amount of the congestion and vehicle delay along the surrounding street network at both ends of the bridges (i.e., “bridgeheads”) during the peak periods. Over the last 10 years, several projects on the east and west of the bridges have been completed to alleviate some of the congestion. However, a long-term solution is required to meet mobility and safety needs for local, regional, and through travel in the corridor.

During the first phase of the Willamette River Crossing Capacity Study, completed in 1999, travel demand across the river was analyzed; and problems associated with the river crossing travel were identified. A wide range of potential river crossing corridors were modeled and compared, and transportation capacity alternatives were also evaluated for their feasibility for meeting existing and projected travel demand. The potential impacts on the natural and manmade environment for each corridor studied was evaluated in the 1999 study. As a result of this work, the need to preserve right-of-way for a future bridge located in the area between the existing bridges and the Tryon/Pine corridor, was identified in the 2031 RTSP. Soon after, the city of Salem and ODOT began work to analyze alternative river crossing corridors and connections for a third bridge in this area and conduct a full EIS.

The activities specified in this work program element represent the next logical steps in developing solutions for one of the region’s most significant problem areas identified as an “outstanding issue” in the adopted RTSP.

Lead: Oregon DOT and Salem

Status: Ongoing

Deliverable: Mid 2016 – Final EIS.

Fall 2016 - Record of Decision by Federal Highway Administration.

## **2. Alternative Mobility Targets**

### Description

The Oregon Highway Plan establishes Volume/Capacity ratios as highway mobility targets. These targets apply to the entire state highway system except where the Oregon Transportation Commission (OTC) has decided that an alternative mobility target is necessary. A December 30, 2009 memo from ODOT Region 2 describes the background and methodologies for ODOT to establish alternative mobility targets that are appropriate and necessary.

In the SKATS area, analysis for the Salem River Crossing Study and EIS show multiple locations in the study area where v/c ratios exceed the mobility standards in the base year conditions. The analysis also shows that with the proposed changes in the Preferred Alternative there will be locations where forecasted traffic conditions in year 2035 will

exceed the mobility targets. It will be required that ODOT do a performance assessment and bring to the OTC a package that demonstrates the need to establish alternative mobility targets.

#### Activities

ODOT to work with SKATS, the Salem River Crossing consultant (or the Region 2 flexible services consultant) to go through the methodology analysis for demonstrating the need for alternative mobility targets.

SKATS will supply the latest travel demand model output for this analysis.

ODOT to create the “package” (report) that is provided to the OTC.

#### Products

Lead: ODOT

Assisted by: SKATS, City of Salem

Status: New

Deliverable: tbd

### **3. SKATS Regional Safety Plan**

#### Description

The *SKATS Regional Safety Plan* will be developed during the timeframe of this UPWP. This is the first time a regional safety plan has been attempted for the SKATS area. Other Oregon MPOs (Metro, Bend, Central Lane, and Corvallis) have made some initial forays into developing regional safety plans using a variety of approaches. The intent of this plan is to take a complete look at the areas within SKATS that are experiencing higher than expected fatal and serious injury crashes regardless of mode or jurisdiction and develop a coordinated approach to decreasing and preventing fatal and injury crashes.

After an initial Safety Working Group meeting in August 2014, the focus and structure of a Regional Safety Plan is still being determined. SKATS staff are beginning with an analysis of crash data initially using ODOT-provided information to develop a Safety Data Report that shows cumulative crash data for a 5-year period. This should be completed in the Spring of 2015. After this report is completed, the Working Group will meet again to discuss the focus of SKATS Safety Plan which might be on policies, programs, or projects. More refined crash analysis for specific locations may require additional information from the local jurisdictions to get a more complete picture of the issues.

#### Activities

The Regional Safety Plan may utilize consultant services and is scheduled for completion by Fall 2016. The following are tasks being considered to take place in FY 2015-2016; although, these could be modified during the course of developing the Safety Plan:

- Continue to coordinate with local jurisdictions, ODOT, and emergency responders.
- If necessary, develop a scope of work and contract for consultant services.
- Identify and prioritize safety projects in the SKATS RTSP.

- Describe existing safety programs and opportunities for improvement.
- Continue to review crash data and do analysis, as needed.
- Conduct public involvement during the development of the plan and when a draft of the plan is ready.

Lead: SKATS

Deliverables: Draft and Final SKATS Regional Safety Plan

#### **4. Highway 22 (OR 22) Facility Plan: Marion County, (25<sup>th</sup> Street to Gaffin Road)**

##### Description

ODOT's Region 2 Planning Section Group had budgeted and initially expected to re-start the Highway 22 Facility Plan in during 2014-2015. A scope of work using their Flexible Service consultant has been developed. However, due to workloads and the decision by ODOT Region 2 to focus on completing local Transportation System Plans in the region, work on the Facility Plan did not commence during the 2014-15 period. The Facility Plan work will restart by July 2015 and conclude by December 2016.

The draft scope of work includes: collection of new traffic counts; update the traffic analysis and safety analysis; assess 2035 traffic volumes and operations using the SKATS 2035 model; identify potential solutions; prepare planning level cost estimates; develop an access management plan; develop alternative mobility standards (if needed); and prepare a draft Facility Plan, final Facility Plan, and a draft/final project summary report.

##### Activities

SKATS' role will include being a member of the Project Management Team, providing census data of protected populations and crash data as requested, assist in community workshops, keep the SKATS Policy Committee updated on the project, and running the base year and 2035 travel model, review draft and final technical memos and draft and final Facility Plans. Depending on the outcome of the analysis, there may also be a need to develop alternative mobility targets for the ODOT Highway Plan as part of this facility.

##### Relation to Previous, Current, and Future Efforts

The Outstanding Issues chapter of the RTSP identifies Oregon Highway 22 between 25<sup>th</sup> Street (west of Interstate 5) and Gaffin Road (east of Interstate 5) as a complicated transportation issue needing further study due to congestion issues. West of I-5, congestion and queuing is common along Oregon 22 (aka Mission Street). Large volumes of traffic combined with a major interchange with I-5, Lancaster Drive, and other high volume intersections create weaving, capacity, and safety problems.

Starting in 2005, ODOT, acting as lead agency, has managed the development of an **Oregon 22 Expressway Management Plan** for the corridor. While significant progress on the EMP had been done for the area west of I-5, further work of a draft EMP was suspended in 2009 when the initial traffic analysis showed that an interchange at Oregon 22 and Cordon Road was not necessary to meet the mobility



standards of the highway. Due to changes in land use in the vicinity of Cordon Road and Highway 22 to spur significant new industrial development and employment, Marion County and the city of Salem requested that a study be undertaken of the need for an interchange at Oregon 22 and Cordon Road (these roads are currently grade separated but not connected). ODOT, Marion County, and the city of Salem began the **Oregon 22/Cordon Road Interchange Study (CRIS)** to engage elected officials and stakeholders on the purpose and need for improvements at Oregon 22 and Cordon Road. SKATS staff participated in the CRIS project team. In March 2012, the CRIS technical memo reported on the anticipated transportation and economic benefits to the area if the interchange was constructed. In April 2012, the CRIS Advisory Committee met and agreed to include the interchange when work recommenced on the Expressway Plan; although, ODOT reserved its right to delay official support until the interchange was included and examined in the Expressway Plan (which is now referred to as a Facility Plan).

Lead: Oregon DOT

Status: Restarting the Facility Plan study (formerly the Highway 22 E Expressway).

Deliverables: Public Involvement Plan for the study, Stakeholder Interviews and Summary, Summary of Community Forums, Title VI Project Summary Report, Draft and Final Technical Memos from consultant, Draft and Final Facility Plans (to be completed no later than 12/31/2015).

**Note: The following 3 major studies are either waiting for final actions (#5) or require additional coordination to make further progress (#6 and #7) but are not likely to have significant progress this year. They are included here to recognize that during the 2015-16 UPWP period, some minor planning work by ODOT and SKATS may be required.**

##### **5. Chemawa Road/I-5 Interchange Area Management Plan (IAMP)**

###### Program Description

This planning effort was completed during the 2011-12 federal fiscal year. The recommendations included three separate phases of improvements with a estimated total cost of \$140 million. The city of Keizer Planning Commission gave its support for the IAMP in 2012, and the Keizer City Council adopted an amendment to include the findings of the IAMP into their TSP in 2014. The city of Salem also needs to include policy language in their TSP that adopts the IAMP; this will happen by Summer 2015. Once both cities have shown support for the IAMP, the projects will be included in a future draft SKATS RTSP, with projects added to the illustrative list. On a separate track, the Oregon Transportation Commission (OTC) will adopt the IAMP as a facility plan.

###### Activities

SKATS staff will monitor the progress as the IAMP is adopted by the local jurisdictions and state.

ODOT, city, and SKATS staff will present the adopted IAMP for endorsement in the SKATS RTSP update.

**6. OR 22/OR 51 (Independence Junction) Interchange Development**

Program Description

The OR 22 (W) Expressway Plan (Derry Overcrossing to Doaks Ferry Road) was adopted in March 2010. The intersection of Highway 22 and Highway 51 is inside the SKATS boundary. ODOT, in coordination with Polk County, is following the recommendations in the adopted plan. It is unknown at this time if an IAMP will be needed for the interchange area, and if needed, work would not begin until 2017).

**7. OR 22 (Doaks Ferry to Willamette Bridges) Expressway Management Plan (EMP)**

Program Description

The Willamina to Salem (OR 22) Corridor Strategy (1996) identified private access, congestion, and safety as major issues in the area of the corridor from west of Greenwood Road east to the Willamette River in west Salem. The Mid-Willamette Valley Area Commission on Transportation (MWACT) and Polk County have also identified this portion of Oregon 22 as a safety issue. The objective of the EMP is to produce a management plan that will express ODOT's long-term management program for this section of Oregon 22.

In 2009, ODOT completed the draft Expressway Management Plan (EMP) for the section of Oregon 22 from the Derry Overcrossing to Doaks Ferry Road. This was adopted by the Polk County Commissioners and endorsed by the SKATS Policy Committee in late 2009. The EMP was adopted by the Oregon Transportation Commission on April 21, 2010.

Approximately \$2.5 million in state and federal funds have been programmed for construction on an initial phase of EMP's recommendations (realignment of Doaks Ferry Road to Riggs Street and closure of the existing Doaks Ferry intersection with Highway 22). There is also an additional \$8 million in funds that are available for additional elements of the EMP. However, completion of the full EMP will take a considerable amount of additional planning, design, and funding.

The remainder of the expressway corridor planning effort (from Doaks Ferry Road to the Willamette River including assessment of the existing interchanges) will not be started until sufficient progress has been made on the Salem River Crossing EIS. ODOT has indicated that the earliest this could start is summer of 2017. Therefore, activity on this eastern section of the Expressway corridor will remain -- for the time being -- as an Outstanding Issue. ODOT Region 2 will add this work to its list of planning studies to undertake in the region.

Activities

- In 2015-2016, coordinate with Polk County and ODOT on the planning and programming of additional phases of the adopted Expressway Management Plan (Derry Overcrossing to Doaks Ferry Road) that need

to be included in the financially constrained RTSP and TIP.

- Work with ODOT and the local jurisdictions on a scope of work for the eastern portion (Doaks Ferry Road to Willamette River) of the Expressway Management Plan. Timing on this is dependent on ODOT Region 2 Planning.

#### **D. Transportation Conformity Determinations; Baseline Assessment**

##### Program Description

In order to gain federal approval of the region's transportation planning and programming documents (RTSP, TIP), the investments called for in those documents must be shown to meet specific conditions relative to air quality impact and consult with state and federal agencies ("transportation conformity") regarding the expected impacts of the RTSP and TIP.

Without **Transportation Conformity Determinations** of the RTSP and TIP, developed following state and federal regulations and approved by USDOT, the region would be ineligible to expend federal transportation dollars to implement the investments called for in those planning and programming documents.

In the 1970s, the Salem-Keizer area was tested for compliance with the newly established carbon monoxide and ozone standards. At that time, CO and ozone concentrations were above the standards; and the area was officially designated by EPA as non-attainment. In 2004, EPA formally designated the entire state of Oregon in attainment for ozone. The Oregon Environmental Quality Commission (EQC) adopted an Ozone Maintenance Plan for Portland and Salem on February 22, 2007.

In the SKATS region, the carbon monoxide (CO) standard has not been violated for over 20 years, and CO concentrations are now approximately half of the NAAQS for CO. In June 2007, the Oregon EQC re-designated SKATS as a CO Maintenance Area. The EQC also adopted a Limited CO Maintenance Plan for the SKATS region in June 2007. This plan was approved by the federal Environmental Protection Agency (EPA) and became effective on March 2, 2009 [73 Federal Register 79655, December 30, 2008].

Based on the area's ozone attainment status and the CO limited maintenance plan, transportation conformity determinations for the RTSP and TIP will not require a regional air quality emissions analysis each time a new transportation plan or TIP is approved or amended. However, as a maintenance area, transportation conformity determinations are still required and must demonstrate that the plan and TIP are fiscally constrained and must meet the criteria for consultation. In addition, individual transportation projects will still be subject to localized "hot spots" analysis to demonstrate those projects will not cause CO problems. The most recent FHWA and FTA Air Quality Conformity Determinations were issued on August 17, 2011, for the 2035 Regional Transportation Systems Plan (RTSP) and on June 27 2012, for FY 12-FY 17 Transportation Improvement Program (TIP).

At the state level, several MPOs in Oregon are either required to do scenario planning to estimate changes in future greenhouse gases (GHG) in comparison to future year targets or have voluntarily decided to do a

##### **Transportation Air Quality Conformity Determination**

###### **Approvals of Current AQCDs:**

- For RTSP: August 17, 2011
- For MTIP: June 27, 2012

**Lead Agency:** SKATS

**Budget:** \$20,000

###### **Deliverables for next AQCDs:**

- For RTSP: June/July 2015
- For MTIP: March 2015

**Possible work on a Baseline Assessment.**

Baseline Assessment of the current plans and programs. SKATS is not required to do scenario planning, but it has had discussions with ODOT and DLCD on possibly doing a Baseline Assessment. These discussions will continue in 2015.

#### Activities and Products

- Prepare Air Quality Conformity Determinations for the RTSP, TIP, and their respective amendments, as necessary, and submit to FHWA and FTA. No emissions analysis is required as part of the AQCD. Continue required conformity consultation with federal, state, and local agencies.
- Monitor EPA changes to the federal transportation conformity regulations, NAAQS (including possible new ozone standards), and MOVES model. As necessary, coordinate SKATS activities with FHWA and DEQ in the development of responsive amendments to the State Conformity Rule.
- Coordination with ODOT and other state agencies in the discussion and strategies of greenhouse gas emission modeling as it may apply to the SKATS area. (*See also in Inter-agency Coordination section.*)

### **E. Public Participation Program (PPP)**

#### Program Description

Federal laws and regulations (23 CFR 450.316) and good planning practice require the continued refinement and implementation of a public participation process to allow the public, other public agencies, and private groups the opportunity to share in the planning of the regional transportation system.

SKATS adopted a its first Public Participation Program (PPP) in 2006 in accordance with SAFETEA-LU requirements. A revised PPP was adopted in April 2013. The PPP identifies which types of public involvement activities are to be utilized with the various SKATS activities.

The PPP responds to the provisions of federal and state law including Environmental Justice provisions. The PPP has been, and will continue to be, used in the development of RTSP and TIP. For the last RTSP and TIP updates, SKATS has increased the level of public participation by greater use of websites, mapping, public outreach, social media, and interagency coordination. The PPP is also be used for other planning studies (such as the Salem River Crossing EIS) and for providing general information on transportation planning to the citizens in the SKATS area.

#### Activities

- Work with local agencies on cooperatively providing public information regarding planning studies and the development of the regional RTSP and TIP. Help to form advisory committees; present information to groups, elected councils, and commissions; develop presentation materials; provide information using the web pages; coordinate meeting locations; etc. Document participation at public presentations and meetings to comply with Title VI procedures.
- Utilize the participation plan as part of future planning studies, in updates and amendments to the RTSP or TIP, and in dissemination of information on regional transportation planning to the general public.

SKATS Public Participation Plan was updated and adopted in April 2013. It is available on the MWVCOG website.

#### **Public Participation Program**

**Status:** Ongoing. Includes outreach materials and meetings, plus work on the MWVCOG website SKATS pages on the new website.

**Lead:** SKATS, in cooperation with other SKATS jurisdictions.

**Budget:** \$84,000

- Work with other MWVCOG staff on the creation of a new COG website.

#### Products

- Presentation materials will be created, as needed, for the public involvement processes and may include maps, brochures, PowerPoint presentations, fact sheets, displays, media placements, etc. To the extent practicable, include these materials on the MWVGOG webpage.
- SKATS will maintain its webpage ([www.mwvcog.org](http://www.mwvcog.org)) with updated information on the RTSP, TIP, TIP/RTSP amendments, regional planning studies, etc.
- Work on the SKATS sections of the new MWVCOG website (currently in development) including additional online mapping features of projects. (*See modeling and data section for more information.*)
- Develop a set of activities to involve and engage the public during the development of the Regional Safety Plan.
- Develop and provide to ODOT an annual Accomplishment Report on Title VI activities that include the public participation activities for the year. (November 2015)

In 2015, the MWVCOG website will be undergoing a transition to a new design, with the intent to make information more accessible to outside agencies and the public.



## II. Regional Modeling and Data Program

The elements in this section support the activities in **Section I**. The data collection and modeling activities described are the critical foundation for all other air quality and transportation planning activities in the region.

### A. Regional Population and Employment Forecasts

#### Regional Population and Employment Forecasts

**Status:** Population and Employment forecasts updated every 4 years; sharing of forecasts with local jurisdictions as requested.

**Lead:** SKATS

**Budget:** \$27,123

#### Program Description

This work element involves the development, refinement, maintenance, monitoring, updating, and sharing of the regional population and employment data, forecasts, and allocations. This task includes activities associated with analyzing state, regional, and county forecasts; gathering and summarizing building permit data and state ES-202 employment data; updating the base year GIS land use data; other data collection activities which may be appropriate for this element; and developing the SKATS long-range forecast and allocations in coordination with the local jurisdictions. The results of these tasks are used primarily in the generation of SKATS travel demand model inputs, but the forecasts are also shared with ODOT and local jurisdictions in other planning studies.

#### Relationship to Previous, Current, and Future Efforts

During 2014-2015 year, SKATS staff and a Land Use Working Group of local jurisdictional planners completed an update of the population, housing, and employment forecasts for the year 2035 for use in the 2015-2035 RTSP. While the horizon year for the RTSP and forecasts remains at year 2035, the population and employment allocations within SKATS for 2035 were updated to reflect known land use development that has occurred since 2011, development that is in process, and the updates to the latest planning assumptions of the cities and counties within SKATS. The updated population, housing, and employment forecasts are summarized in Chapter 5 and Appendix A of the RTSP update.

Coordinate county population forecasts are being conducted by the staff of the Population Research Center (housed at PSU). For Marion and Polk County, this work will begin in the fall of 2016 and be completed by June 2017. It is only after that work is completed that population forecasts can be coordinated with the local jurisdictions for the SKATS MPO area.

#### Activities and Products

- Provide census-based data, past and current year, the population and employment information and regional forecasts developed for the RTSP to local jurisdictions, special districts, and state agencies, as requested, for use in their long-range planning studies. (As-needed)
- Provide land use, employment, and other model input data to ODOT, local jurisdictions, and agency-contracted consultants for use in local and regional transportation studies. (*See Major Planning Studies, Section I.C*) (As-needed)
- Continue coordination and system-development activities necessary to maintain currency of GIS-based land use and population and employment forecast databases. (On-going)

- Work with local jurisdictions to refine data collection and maintenance procedures associated with building permits and changes in comprehensive land use plans. (On-going)
- Update the regional land use inventory and comprehensive plan designations using data supplied by the local jurisdictions in the region. (On-going)
- Update the SKATS employment data using Oregon Employment Department ES-202 data. (As-needed)
- Evaluate ACS 5-year products as they are released. (As-needed)

## **B. Population and Land Use Forecasting Model Development**

### **Program Description**

The land use forecast process used by SKATS is described in **Section A** above. SKATS staff have investigated and tested two land use models (i.e., LUSDR and MetroScope) for use in the SKATS area; however, neither have been satisfactory enough to implement on a more permanent basis. In 2013, the Central Lane MPO contracted with the developer of UrbanSim to develop a land use model for their area; although, development has been delayed. SKATS staff will periodically monitor the progress of that work and later determine if an UrbanSim model could be useful for the SKATS area.

SKATS has also been following the practice used by ODOT and others for creating a synthetic population of households that are used as an input for the travel model. This methodology is used for ODOT's SWIM model.

### **Activities**

- Monitor the development of the Central Lane MPO UrbanSim model.
- Work with ODOT on their efforts to develop a program for creating synthetic populations. This could improve the methodology for defining future-year household characteristics for the SKATS travel model.

## **C. Travel Demand Model Data, Forecasts, and Refinement**

### **Program Description**

This work element contains activities related to the development and support of the travel model necessary to carry out the regional transportation planning tasks described in **Section I**. Included in these activities are the refinement, calibration, and update of the regional travel demand models necessary for the production of traffic and transit estimates for base year, committed, and future-year alternatives for the RTSP, the major regional planning studies (identified in **Section I C** of the UPWP), the TIP, and the local TSPs, as required.

SKATS conditionally assumed responsibility for the regional travel demand model from ODOT in 1994, and over the years has continued to follow best modeling practices in cooperation and partnership with ODOT and other MPOs.

### **Population and Land Use Forecasting Model**

**Status:** Alternative methods for allocation of 2035 Population and Employment forecasts.

**Lead:** SKATS

**Budget:** \$10,000

### **Travel Demand Model Data, Forecasts, and Refinement**

**Status:** Ongoing work to refine the travel model and provide modeling support for regional projects.

**Lead:** SKATS

**Budget:** \$256,000

### Household Travel and Activity Survey

**Status:** Use survey data for model calibration and travel reports. Coordination for future survey or other travel behavior data collection.

**Lead:** SKATS

### Regional Systems Monitoring and Reporting

**Status:** Federally required and recurring to comply with MAP-21, the required Congestion Management Process, and to produce the RTSP Indicators.

**Lead:** SKATS

**Budget:** \$256,000

## Activities

**Refinement and maintenance of current travel model:** Activities for the 2015-2016 time period focus on updating the model to use the results from the 2010 Household Activity Survey. This includes:

- Continue activities that refine the calibration and validation of the existing regional travel demand model to reflect data collected and processed from household surveys, traffic counts, transit ridership data, and travel time collection program. In 2015, SKATS will begin using an updated 2014 base year model, with a modified TAZ (traffic analysis zone) structure.
- Re-estimation of the coefficients for the Mode Choice, Destination Choice, and Trip Generation submodels. This work will require either a contract or inter-governmental agreement (IGA) and work scope with a suitable organization to complete the work, as necessary.

**Work on Next-Generation model and data:** Efforts have been underway for several years to research and define the structure and data required for the next version of the travel demand model. Activities that will continue for this UPWP period include:

- Continue ongoing coordination work with ODOT and their contractors and other MPOs on the development of the statewide model (and its connection with urban area model) and incorporating transportation data from the 2010 Oregon Household Activity Survey analysis (*See E. below*) into existing and future travel demand models.
- 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. This could include the movement to a “population synthesizer” as a way to specify the characteristics of household used as model input.
- Investigate and discuss with ODOT, the other MPOs in the state, and the regional partners the appropriateness and usefulness of alternative modeling structures (such as a person activity or tour model) for a future regional travel demand model.

## Products

Products, such as maps and tables of model results, will be produced as required by any on-going planning study. Depending on schedule and the starting dates of contracts, it is possible that re-estimation of the existing model will be released during the time period of this UPWP.

## D. Regional Systems Monitoring and Reporting

This work element includes the on-going refinement and maintenance of the various transportation databases necessary to support the planning process and to provide the basis for reports required under MAP-21. These databases cover the characteristics, operations, and projects located on the regional transportation system. Tasks in this section include analyzing and reporting the results of the data collection efforts undertaken by SKATS, ODOT, SAMTD, and the local jurisdictions.

Reporting of the results is centered on two efforts: the Congestion Management Process (CMP) — which is required for TMAs and regulated in 23 CFR 450.320 — describing the current operation of the regional system and the performance measures which track how the investments made, and thus the regional system, are meeting the goals and objectives

outlined in the 2015-2035 RTSP. Later in 2016, the data will be used to develop and report on the MAP-21 performance measures and targets.

The data used for the reports and activities of this element are provided to SKATS in a variety of formats and reporting schedules. As such, in any given year the products released by SKATS will differ. SKATS will continue to work with its partners to ensure the timely release of related products.

#### Activities

- Maintain regional systems inventories required by MAP-21 and the TPR.
- Update and maintain regional street, transit, and other transportation-related infrastructure inventories, as appropriate, in GIS format.
- Update and maintain a database of projects on the regional road system to assist in preparing updates to the RTSP and TIP, as well as developing current and future year networks for the regional travel demand model. This includes the work started in 2013 to create a geodatabase of completed transportation projects on the regional system as well as projects funded in the SKATS TIP.
- Work in-house and with the SKATS committees to revise and refine the CMP process and integrate it into the project selection framework.
- Revise and refine the comprehensive traffic count and transit ridership database developed by SKATS to provide a central repository of data for internal use. Work with Portland State University's ITS Lab to use their web-based database solution, PORTAL, to store traffic count, transit ridership, and other system performance information that is accessible by jurisdictional partners, the public, and researchers.
- Develop and maintain a database of collision locations and other pertinent safety related information within the SKATS study area. Develop linkages between this database and the count/ridership database to allow for display and analysis of data reflecting the use of the regional system.
- Work with partners in Oregon and the rest of the country in investigating appropriate structures to a database for pedestrian and bicycle counts. This database should be compatible with the other databases used by SKATS to facilitate display and analysis of the underlying data.
- Investigate additional methods of data collection, storage, and analysis in regards to characteristics of all travel in and through the region, whether located on the regional system or not. The goal is to minimize staff effort while maximizing data collected and analyzed. This may include the use of new tools (such as permanent and portable bike count stations or BlueTooth travel time monitors) and data sources (both public and private), working with both ODOT and the local jurisdictions.
- Develop and maintain a database for the indicators defined in the 2015-2035 RTSP. For those indicators that use data currently not collected, develop the capability to collect, process, analyze, and store the underlying data. This database will likely form the base for the data

collected and analyzed as part of the requirement from MAP-21 for system performance measures.

#### Products

***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 and that is collected, stored, and processed by SKATS.

***Collision Quick Facts***, a document providing a brief overview of the collisions that occurred in the region over the previous year (On-going).

Databases and geo-databases containing regional roads information, traffic counts, transit ridership, collision information, and completed, funded, and planned future transportation projects in the region (On-going). Include this information on the new MWVCOG website, as feasible.

Report of the regional system indicators identified in the 2015-2035 RTSP.

#### 2010 Household Survey

In 2010, over 1800 households in the SKATS area completed the travel survey. (The previous survey was in 1994/1995). ODOT and the other MPOs also conducted surveys in 2009-2011.

Summaries of the survey have been completed by SKATS staff. Analysis and use of the survey for model updates and the next generation of models is being coordinated between ODOT and the MPOs.

#### E. Household Travel and Activity Survey

Household activity and travel surveys were conducted in the SKATS area in 1994-1995 and were used to build the current travel demand models. New household travel surveys from about 1800 households in SKATS were conducted in 2010. Data from those surveys will be used in updating and calibrating the travel demand models (auto ownership, trip generation, mode choice, destination choice, etc.) (*See Travel Demand Model section.*) In addition, analysis and reports of the data have been made and will be made in the future, as required.

For 2015-2016, SKATS staff will use the household data to do a study of travel distances by mode.

For FY 2015-2016, SKATS staff will work with other partners in Oregon to discuss future survey efforts and other data sources that could provide similar information in a more timely manner.



### III. Regional Transportation Program Management and Interagency Coordination

#### A. Program Management and Coordination

##### Program Description

This work element will provide for overall program management and coordination for ongoing MPO activities such as budget preparation, contracts, grants, personnel, as well as tasks as required by the SKATS committees staffed under this element. SKATS committees currently providing oversight of, and input to, SKATS operations include the Policy Committee (PC) and the Technical Advisory Committee (TAC). In addition, other special purpose SKATS' committees established by the Policy Committee, MWACT, and the Board of the Mid-Willamette Valley Council of Governments (MWVCOG) will consider SKATS-related issues and provide input into the SKATS planning processes (RTSP, TIP, etc.) on an "as needed" basis.

##### Activities

- Provide staff support to the various committees and subcommittees related to SKATS operations to ensure coordination between federal, state, regional, and local transportation planning efforts.
- Manage SKATS budget, staff time, and products.

##### Products

- Minutes, agendas, meeting materials, documentation, and progress updates to the various committees and subcommittees. (**Monthly, as required.**)
- Quarterly reports submitted to ODOT.
- Execution and monitoring of PL Fund, Section 5303, pass-through, and other agreements necessary to carry out the existing and next UPWPs.

#### B. Unified Planning Work Program

23 CFR 450.308 specifies the requirements for a MPO to develop a Unified Planning Work Program (UPWP). Tasks related to the development and production of the annual program are provided under this element. Federal regulations require the MPO, in cooperation with ODOT and the SAMTD, to prepare UPWPs that describe the planning priorities and the tasks, responsibilities, schedules for completion, and products associated with the regional transportation planning activities proposed for the region.

Every four years, FHWA and FTA do a program review of TMAs. The last one for SKATS was in June of 2012. SKATS will work with the federal agencies on their review questionnaire, on-site review, and follow-up materials.

##### Transportation Program Management and Coordination

**Status:** Ongoing work that includes budgets, contracts, quarterly reports, monthly meetings of the Policy Committee and TAC, and other operations for running the MPO.

**Lead:** SKATS

**Budget:** \$210,000

##### Unified Planning Work Program

**Status:** An annual UWPW that describes the work program in the region is require each year.

**Lead:** SKATS

**Budget:** \$16,000

### **Planning Process, ADA, Title VI Certifications**

**Status:** This includes work to ensure compliance with federal regulations, prepare an annual planning self-certification report, prepare environmental justice analysis for the TIP and RTSP, develop and submit a Title VI Accomplishment report to ODOT, and related activities.

**Lead:** SKATS

**Budget:** \$32,000

### **Activities**

- Annual review with SAMTD, ODOT, FHWA, and FTA on draft UPWP. (February 2016)
- Quadrennial Review in June 2016.

### **Products**

- Development and adoption of an annual UPWP. (March 2016)
- Production of required documentation to ODOT, FHWA, FTA, and others of SKATS activities such as quarterly narrative and financial reports. (Quarterly and Annual)

## **C. Planning Process, ADA, and Title VI Certifications**

### **Program Description**

Implementing regulations associated with MAP-21 require various forms of "certification" for regional planning activities by federal agencies in order to maintain the eligibility of the region to receive and expend federal grant and project funds. Certification of the metropolitan planning process — as required by 23 CFR 450.334— requires a determination of compliance of the all applicable requirements, including:

1. 23 USC 134, 49 USC 5303, and 23 CFR
2. Sections 174 and 176 (c) and (d) of the Clean Air Act, as amended.
3. Title VI of the Civil Rights Act of 1964, as amended.
4. 49 USC 5332, prohibiting discrimination.
5. Section 1101(b) of the MAP-21 regarding the involvement of disadvantaged business enterprises.
6. 23 CFR part 230, regarding the implementation of an equal employment opportunity program.
7. The provisions of the Americans with Disabilities Act of 1990.
8. The Older Americans Act, as amended.
9. Section 324 of title 23 USC regarding the prohibition of discrimination based on gender.
10. Section 504 of the Rehabilitation Act of 1973 regarding discrimination against individuals with disabilities.

Activities related to the preparation and documentation of these required certifications (such as those related to the regional transportation planning process, ADA, Title VI, and Environmental Justice provisions) are included in this work element.

### **Activities/Products**

- Have in place a Title VI Plan and Assurances including discrimination complaint forms and procedures for handling discrimination complaints.
- Continue to collect data on participants of public involvement activities.

- Use procedures developed for Title VI compliance to document beneficiaries of proposed projects in RTSP and TIP.
- Review and assist, as appropriate, in the ADA, Title VI, and Environmental Justice documentation produced by SAMTD.
- Document compliance with all applicable federal regulations in order to maintain the region's planning process "certification" and eligibility to continue to receive federal transit and highway funds.  
**April 2016**
- Prepare an annual Title VI and Public Participation Accomplishment Report. **November 2015**

## **D. Interagency, Inter-jurisdictional, and Other Coordination**

### Program Description

In order to ensure that SKATS maintains a continuing, cooperative, and comprehensive planning process that results in plans and programs that are consistent with other transportation planning activities that may affect the region, other activities beyond the coordination and management of the SKATS committees are necessary. For example, inter-jurisdictional coordination with ODOT efforts such as the Mid-Willamette Valley Area Commission on Transportation (MWACT), High Speed Rail (Vancouver, B.C. to Eugene, Oregon), West Coast Corridor Coalition, Statewide Modal/Topic Planning, Statewide and General Corridor Planning, and Region 2 Project Development staff, as required. In addition, coordination with activities undertaken by FHWA, FTA, DEQ, DLCD, ODOT, the MPOs, LOC, AOC, the Oregon Modeling Steering Committee (OMSC), the Oregon MPO Consortium (OMPOC), and the region's local jurisdictions is necessary.

This work element includes activities such as participation in task forces, advisory committees, steering committees, technical committees, modeling support activities, project management committees, project subcommittees, etc., associated with these efforts to ensure the comprehensive coordination of SKATS transportation planning activities with the myriad of other related efforts occurring in the region and the state. The level of participation in these inter-jurisdictional efforts varies over time and depends on the current focus of work efforts of the groups and staff resources. The activities section below lists interagency and inter-jurisdictional studies or projects that SKATS staff expect to participate in; although, additional studies and projects may occur during the planning period.

Federal regulations require the development of an agreement between SKATS, ODOT, and the Salem Area Mass Transit District (SAMTD) on roles and responsibilities for each agency. This agreement is included as an appendix (**Appendix C**) to this UPWP. (Note: proposed rules for revisions to metropolitan planning by USDOT to comply with MAP-21 (in particular, revisions to section 450.314 for identifying the parties to implement performance-based planning provisions) will require an update of this agreement.))

### Activities

### **Interagency, Interjurisdictional, and Other Coordination**

**Status:** This covers the work by MWVCOG/SKATS staff to provide various assistance with transportation programs, projects, and coordination that affect the SKATS area or are otherwise beneficial to the MPO.

**Lead:** SKATS

**Budget:** \$135,000

- Revise the IGA (#24,736) that defines the roles and responsibilities of SKATS, ODOT and Salem Area Mass Transit District (SAMTD) per MAP-21 performance-based planning.
- Participate in the coordination of statewide and general corridor and facility plans and other planning and project activities in the region (in particular, those listed under **I. C Major Regional Planning Studies** as well as others that may occur during the UPWP time period) to ensure a continuing, cooperative, and comprehensive SKATS planning process.
- Participate in any federal, state, and locally funded studies that affect the regional transportation system: this includes assisting city of Salem with post-study implementation of TGM-funded studies (West Salem Business District Development Action Plan and the city of Salem's Commercial-Vista Corridor Plan (both expected to be completed by June 2015)) and assistance with city of Salem's State Street Refinement Plan that will start in June 2015 and be complete by November 2016.
- Participate in the update of local jurisdictional transportation plans and planning studies, as needed.
- Participate with ODOT and SAMTD in clarifying the roles and responsibilities of ODOT and the MPO in carrying out the metropolitan transportation planning process, including performance-based planning provisions. (*See above.*).
- Participate in the Oregon Modeling Steering Committee, Modeling Program Committee, and other related transportation modeling and research subcommittees.
- Continue to evaluate and address new requirements resulting from the new federal transportation legislation (MAP-21 and its successor).
- Participate in meetings and activities and support SKATS Policy Committee members as a member of the Oregon Metropolitan Planning Organization Consortium (OMPOC).
- Participate with ODOT and DLCD staff on any review, reports, or proposed changes that may affect the SKATS MPO regarding greenhouse gas (GHG) emission reduction targets. (*Also, see discussion of a Baseline Assessment under section I.D. Transportation Conformity Determination; Baseline Assessment*).

## **E. Staff Development and Training**

### **Staff Development and Training**

**Status:** Training to maintain and enhance professional level transportation planning services.

**Lead:** SKATS

**Budget:** \$10,000

### **Program Description**

In order to ensure that SKATS maintains a continuing, cooperative, and comprehensive planning process that results in plans and programs that are professional in nature and incorporate as far as possible the latest advances in transportation planning and processes, activities necessary to attract, develop, and retain quality staff are vital to the operation of the MPO. This work element embodies staff development and training activities including attendance at workshops, conferences, and other professional development events. This element also includes activities related to the training of staff in the operation and application of computer modeling techniques such as those associated with transportation modeling, GIS, and other graphic presentation and document production software.

### Activities

- Implement appropriate activities consistent with the needs of the program in terms of developing and training a high quality professional staff.
- Provide training associated with implementing provisions of MAP-21 transportation authorization bills and related USDOT regulations.

## IV. Metropolitan Transit Planning (49 USC 5303 and 23 CRF 450)

### Regional Transit System Planning

**Status:** This follows up the previous year's adoption of the Long-Range Regional Transit Plan and Salem Central Core Service Planning.

**Lead:** SAMTD

**Deliverables:**

- Implementation priorities and plans from the Long-Range Regional Plan (Spring 2016).
- Staff reports on evaluation of Moving Forward project.

**Budget:** \$46,600

### Background

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 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:

- coordination of transit planning between SKATS RTSP, SAMTD's Strategic Business Plan (2004), and SAMTD's Long-Range Strategic Plan (2011) which outlines the vision and goals for the next 20 years;
- 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 in the region;
- designing transit services and Transportation Demand Management (TDM) programs to better meet the mobility needs of the community;
- financial planning; 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 funds (STP) in the SKATS TIP for the TDM activities that are provided by SAMTD. In addition, STP 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. The work on these specific activities will address to every extent possible FHWA/FTA federal planning emphasis areas (PEAs).



# Planning Work Program Elements

## A. Regional Transit System Planning

### 1. Long-Range Regional Plan Implementation for Future Transit System Development

A Long-Range Regional Transit Plan was finalized and approved by the SAMTD Board on October 24, 2013 (<http://cherriots.org/en/regional-plan>). This plan describes service improvements and priorities to provide better connectivity between the small cities and Salem-Keizer in the Willamette Valley. In the second half of the 2014-15 plan-year, a consultant is scheduled to be hired to develop a strategic service plan to evaluate the public transportation needs of the greater mid-Willamette Valley area. The plan will recommend priorities for the CARTS to establish a clear purpose and function of the service. This action will develop an executable plan to implement the recommendations. This plan will include service details for recommended routes and schedules.

The focus for the 2015-16 plan-year is to take the recommendations from the plan and begin to develop implementation priorities and plans. Some changes in existing service that will enhance connectivity may be implemented early in the implementation phase.

The other primary objective with the implementation of the Long-Range Regional Transit Plan will be coordination with the Moving Forward project that will implement phase I in September of 2015. These activities will tie future transit, both regional and local, and TDM services to anticipated trip generators in residential, industrial, and commercial developments which will help SAMTD anticipate resource needs in a way that encourages optimal integration of transportation and land use planning for the Salem-Keizer area.

#### Objective/Products

- Integrate priorities and implementation strategies used to achieve goals and objectives identified in the *Long-Range Regional Transit Plan* by spring of 2016.
- Present the plan to SKATS TAC, SKATS PC, and MWACT for their comments.
- Establish and adopt a final service plan to implement recommended changes.
- Measure progress against milestones in the prioritization and implementation plans throughout the year.

### 2. Salem Central Core Service Planning

Evaluation of service delivery to the downtown core following the implementation of the Moving Forward service redesign project that will begin with phase I in September 2015. The Moving Forward project will change how service operates in the downtown core area. In phase II, an option is to include a downtown circulator. The need for this addition will be evaluated after the phase I improvements have sufficient data for analysis.

Specific impacts considered in last year's plan were tied to two projects. The first is coordination with the developing multi-modal

center (at the Salem Amtrak location) that serves Amtrak, Greyhound, and Valley Retriever (a daily service connecting Newport/Bend and Newport/Portland with stops at Greyhound Bus Stations including Salem's). The second is a "Last Mile" project that will provide the final connection between the network of services operating the Coastal Connector (fka Salmon River Connector), that also has Amtrak as its final stop. This service will focus on completing the final link to the Greyhound Station once travelers have arrived in Salem. The improvements made in Moving Forward Phase I will provide service to this location. Analysis of the use will occur as follow-up to the implementation of the changes.

Monitoring will continue with three developments that could impact central core service both on a short-term and long-term basis. These are the State Hospital North Campus redevelopment (very little activity at this time but decisions could have significant impact on demand for public transportation), the Boise property redevelopment on South Commercial, and the proposed seismic renovation of the State Capitol. Initial planning will consider current traffic and parking patterns, as well as the temporary potential impacts of state employees and legislators being relocated during the renovation of the Capitol. Future planning will incorporate potential service delivery changes resulting from the recommendations made in the Central Salem Mobility Study.

#### Objective/Products

- Continue to seek input from downtown business groups to evaluate their perception of the changes to public transportation service.
- Evaluate overall performance of the system created by the Moving Forward project and the potential impact on changing travel and parking patterns in downtown Salem.
- Evaluate applicability of various service designs in their ability to meet the needs of the downtown business community while integrating with the rest of the system.
- Weigh service designs against ongoing resources to analyze service sustainability.

## **B. Regionally Significant Project Planning**

### **1. Transit Centers**

The South Salem Transit Center Site Selection study began in 2013 and was completed in December 2014. This transit center is anticipated to provide the same type of system support as in the Keizer Transit Center but will be a different design to better meet the needs of the South Salem area. The study considered trip demand, service objectives, future development, future demand on the overall transportation infrastructure, and made a recommendation of location(s) for site acquisition.

The next phase of the project will be to develop preliminary design concepts, negotiate with the property owner, and finalize design concepts. Once negotiations are complete, SAMTD will commence with the engineering and design of the site(s). Data from the Comprehensive Service Analysis (CSA) was a significant help with finalizing the location of the station.

#### Objective/Products

- Complete preliminary designs for the South Salem Transit Center

#### **Regionally Significant Project Planning**

**Status:** Continue work started in previous years on the South Salem Transit Center and the System-wide stops and shelters project.

**Lead:** SAMTD

#### **Deliverables:**

- Complete preliminary and final designs for the South Salem Transit Center.  
(June 2016)
- Updates to SKATS TAC and PC on progress of bus stops and arrival information systems.

**Budget:** \$23,000

- and proceed with negotiations with the property owner.
- Work with the consulting team in the development of the south Salem Transit Center engineering and final design.
- Complete all needed steps in the current NEPA process required for site acquisition.
- Have a recommendation for final design by June 2016.

## **2.System Wide Stops and Shelters Improvement Project**

SAMTD is now in the construction stage of this project. Shelters have been procured, contractors have been prequalified and work has commenced.

### Objective/Products

- Complete a final project schedule;
- Continue with construction of improvements according to the project schedule; and
- Provide informational updates on the project to the SKATS TAC and Policy Committee.

## **3.Complete Service Plan and Implementation of Flexible Transit Pilot Project**

As a means of providing effective public transportation in the hills of west Salem, a demand responsive public transportation pilot project is scheduled to start in the summer of 2015. This pilot project will have a significant level of analysis and potential for multiple adjustments during the pilot phase of the service. If successful, this service design may be considered for other underserved areas of the SAMTD service area as well. Specific performance goals are currently being determined and will be evaluated frequently during the pilot phase. The pilot phase is scheduled for a twelve month period.

## **4.Develop a formally adopted Intelligent Transportation System (ITS) Plan for SAMTD**

In the fall of 2014 SAMTD established an ITS Administrator position for the district. This position will focus on planning, coordinating, and maintaining all ITS components for the district. This includes fare collection, automated passenger counting, automatic vehicle location, computer aided dispatch, automated stop announcements, header signs, traffic signal preemption/green extension, and real-time passenger information systems. A prioritized plan will be completed during plan-year 2016.

### Products

- An updated ITS Plan – June 2016.

## **C. Transportation Improvement Program (TIP) Development and Maintenance**

The SKATS metropolitan transportation improvement program (MTIP) and the state STIP must include every capital and operating project for which assistance will be requested from FTA or FHWA. SAMTD is the direct recipient of FTA's urbanized formula grant program funds (49

### **Transportation Improvement Program Development and Maintenance**

**Status:** This covers the ongoing coordination, development, and maintenance of transit related projects in the SKATS TIP. (ongoing)

**Lead:** SAMTD and SKATS

**Budget:** \$12,000

USC 5307, 5310, and other new programs under MAP-21), and after consideration of comments and views of the public, prepares the final program of projects (POP). The MPO and the SAMTD have to work cooperatively to develop the TIP and agree on how these funds will be spent, and to meet requirements concerning public participation for the TIP and TIP revisions. To implement this, SAMTD staff will:

- Work with the ODOT, FTA, SKAT staff, and the SKATS Technical Advisory Committee (TAC) in updating and maintaining the 2015-2020 TIP by providing information for any TIP revisions that use FTA or state transit funds or other federal funds used by the transit district.
- Provide SKATS with descriptions of capital projects and program included in the TIP that are federally funded (including all eligible funds identified in MAP-21) or capital projects funding through ODOT's Public Transit Division.
- Provide information on the status of FTA grants for the annual List of Obligated Projects. (November 2015)

#### **D. Continue to Update and Monitor Transit-Related Title VI Civil Rights, Limited English Proficiency (LEP), and Environmental Justice Data Related to Service Changes and Changes in Fares**

Under FTA Circular 4702.1 B TITLE VI REQUIREMENTS AND GUIDELINES FOR FEDERAL TRANSIT ADMINISTRATION RECIPIENTS increased analysis is required in the event of service reductions and increases in fares. This requires SAMTD staff to maintain current data related to low income and minority populations in the SAMTD service area.

To implement this SAMTD staff will:

- Maintain current U.S. Census-based data identifying low income and minority populations in the Salem-Keizer area.
- Conduct disparate impact analysis on these populations whenever a significant service reduction or increase in fares is being proposed.
- Identify options that mitigate service impacts or major changes resulting in a disparate impact on minority or low income populations that may need to be implemented in order to remain in compliance with program requirements.

#### **E. General Regional Planning Coordination/Transportation System Planning**

- SAMTD staff will coordinate and participate in the community's planning and development efforts.
- SAMTD staff will work with local municipalities to review and update the public transit portion of their local area and regional transportation plans.
- SAMTD staff will work with the SKATS and other regional partners on public involvement activities.

##### **Compliance to Title VI, LEP, EJ and Related**

**Status:** Compliance to federal laws and regulations. (ongoing)

**Lead:** SAMTD

**Budget:** \$35,000

##### **General Regional Planning Coordination/Transportation System Planning**

**Status:** Community planning and coordination work. (ongoing)

**Lead:** SAMTD

**Budget:** \$12,000

- SAMTD will provide transit ridership data to SKATS for purposes of regional planning and for validation of the SKATS travel model.
- SAMTD will coordinate with SKATS on the 2014-2015 UPWP and participate in annual self-certification with FTA/FHWA.

## **F. Other Transit Planning Work Areas using Federal and State Funding**

The District will be involved in several other work areas throughout the upcoming fiscal year. Many of these areas include continued work implementing the new transportation planning requirements of MAP-21. These activities use federal 5303 planning funds as well as other federal, state, and district funds.

### Objective/Products

- Review and update, as necessary, the Salem-Keizer Strategic Plan (2004) and the Salem-Keizer Transit's ADA Plan to ensure continued compliance with new planning regulations under MAP-21.
- Evaluation of the potential changes in operation of the regional Medicaid trip brokerage system, "TripLink," with the statewide implementation of the Coordinated Care Organizations (CCO). SAMTD will continue to research the long-term impact on the current service delivery model and trip coordination. Recent changes in the Portland metro area with service being provided by an out-of-state contractor has a potential to have significant impacts on this service.
- Review of the current service model of the ADA component to the District's fixed route system and other door-to-door transportation programs within the urban growth boundary to determine if other models would improve service delivery and reduce costs. Trip-by-trip conditional eligibility will continue.
- Continue eligibility determination within the Transit District's purview to ensure service is provided to those who qualify under ADA requirements.
- Continue to deliver a regional travel training program designed to assist elderly passengers and passengers with disabilities in learning how to use fixed route transportation. These efforts will extend to the Cherriots system as well as the point-to-point route deviation system available in rural Marion and Polk Counties known as "CARTS."
- Continue to support planning efforts that lead to the construction and implementation of:
  - Pedestrian connections and curb extensions.
  - Real time bus arrival information.
  - Traffic signal preparation for green extensions and queue jumps for transit.
  - Right-of-way needs in preparation for construction and implementation.

### **Other Transit Planning Work Areas using Federal and State Funding**

**Status:** This covers planning work with the objective of refine public transit services in the area. (ongoing)

**Lead:** SAMTD

**Budget:** \$8,725

- Complete the establishment of the Business Intelligence Database to integrate all internal data collection activities.
  - Develop reporting systems allowing accurate and timely reporting of performance data system wide.
  - Develop a system of performance measures to use in service planning and analysis.



## V. ODOT Planning Assistance

Activities scheduled for ODOT staff include supporting SKATS and other agencies in the region with coordination of their transportation planning process and MPO support in the region. Specific activities include:

- Coordination of MPO planning activities within ODOT;
- Assistance in development of Unified Planning Work Program;
- Development and execution of agreements and scopes of work for funding and specific planning projects;
- Support the SKATS RTSP update and refinement process;
- Participate in the development and coordination of SKATS TIP and ODOT STIP; and
- 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.

### ODOT Planning Assistance

**Status:** ODOT staff services to support regional planning in the SKATS area. (ongoing)

**Lead:** ODOT

**Budget:** \$20,000

Updated: April 22, 2015

Table 1

**SKATS Planning Funds by Source**

	Federal	State	Local Match (3)	Total
PL (1)	\$ 444,367	\$ 50,860	\$	495,227
STP-U (1) (KN 17977)	\$ 550,000		\$ 62,950	612,950
STP-U (1) Carry over (KN 17308)	\$ 250,298		\$ 28,648	278,946
5303 (2)	\$ 143,860		\$ 16,465	160,325
ODOT staff support	\$	20,000	\$	20,000
<b>Total</b>	<b>\$ 1,388,525</b>	<b>\$ 70,860</b>	<b>\$ 108,063</b>	<b>\$ 1,567,448</b>

(1) Requires a 10.27% match

(2) Starting with the 2015-2016 fiscal year, requires a 10.27% match

(3) Local match is provided to COG by ODOT, Salem, Keizer, Turner, Marion County, Polk County, Salem-Keizer Transit, and the Salem-Keizer School District.

Table 2

**UPWP Program Budget By Agency**

(updated 5/27/2015)

	PL/STP-U	MWVCOG 5303	Total	Transit District (5303)	ODOT	Total
<b>I Regional Transportation Planning Program</b>						
A Regional Transportation Systems Plan (RTSP)	\$ 30,000	\$ -	\$ 30,000			
B Transportation Improvement Program (TIP)	\$ 80,000	\$ 2,000	\$ 82,000			
C Major Regional Transportation Planning Studies	\$ 300,000		\$ 300,000			
D Transportation Conformity Determinations	\$ 20,000		\$ 20,000			
E Public Participation Program (PPP)	\$ 80,000	\$ 4,000	\$ 84,000			
<b>Subtotal</b>	<b>\$ 510,000</b>	<b>\$ 6,000</b>	<b>\$ 516,000</b>			<b>\$ 516,000</b>
<b>II Regional Modeling and Data Program</b>						
A Regional Population and Employment Data and Forecasts	\$ 27,123		\$ 27,123			
B Population and Land Use Forecasting Models	\$ 10,000		\$ 10,000			
C Travel Demand Model Data, Forecasts, and Refinement	\$ 250,000	\$ 6,000	\$ 256,000			
D Regional Systems Monitoring and Reporting	\$ 190,000	\$ 10,000	\$ 200,000			
E Household Travel and Activity Surveys	\$ 15,000		\$ 15,000			
<b>Subtotal</b>	<b>\$ 492,123</b>	<b>\$ 16,000</b>	<b>\$ 508,123</b>			<b>\$ 508,123</b>
<b>III Regional Transportation Program Management</b>						
A Program Management and Coordination	\$ 200,000	\$ 10,000	\$ 210,000			
B Unified Planning Work Program	\$ 15,000	\$ 1,000	\$ 16,000			
C Planning Process, ADA, and Title VI Certification	\$ 30,000	\$ 2,000	\$ 32,000			
D Interagency, Interjurisdictional, and other Coordination	\$ 130,000	\$ 5,000	\$ 135,000			
E Staff Development and Training	\$ 10,000		\$ 10,000			
<b>Subtotal</b>	<b>\$ 385,000</b>	<b>\$ 18,000</b>	<b>\$ 403,000</b>			<b>\$ 403,000</b>
<b>IV Metropolitan Transit Planning</b>						
A Regional Transit System Planning				\$ 40,600		
B Regionally Significant Project Planning				\$ 33,000		
C Transportation Improvement Program				\$ 10,000		
D Civil Rights, LEP, Environmental Justice, etc.				\$ 20,000		
E Regional Planning Coordination/Transportation System Plan				\$ 9,000		
F Other Transit Planning				\$ 7,725		
<b>Subtotal</b>				<b>\$ 120,325</b>		<b>\$ 120,325</b>
<b>V ODOT Planning Assistance</b>						
					\$ 20,000	\$ 20,000
<b>Subtotal</b>						
<b>TOTAL</b>	<b>\$ 1,387,123</b>	<b>\$ 40,000</b>	<b>\$ 1,427,123</b>	<b>\$ 120,325</b>	<b>\$ 20,000</b>	<b>\$ 1,567,448</b>

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

## Transportation Planning Acronyms

<b>ADA</b>	Americans with Disabilities Act	<b>O &amp; D</b>	Origin and Destination
<b>ADT</b>	Average Daily Traffic	<b>ODOT</b>	Oregon Department of Transportation
<b>AQCD</b>	Air Quality Conformity Determination	<b>OMAP</b>	Oregon Medical Assistance Program
<b>ARRA</b>	American Recovery and Reinvestment Act of 2009	<b>OTP</b>	Oregon Transportation Plan
<b>AVL</b>	Automatic Vehicle Location	<b>PC</b>	Policy Committee
<b>CAAA</b>	Clean Air Act Amendments	<b>P &amp; E</b>	Population and Employment
<b>CAC</b>	Citizen's Advisory Committee	<b>PL</b>	Metropolitan Planning Funds (Federal provided to MPO)
<b>CMP</b>	Congestion Management Process	<b>PM-10</b>	Particulate Matter (less than 10 micrometers)
<b>CNG</b>	Compressed Natural Gas	<b>PPP</b>	Public Participation Plan
<b>CO</b>	Carbon Monoxide	<b>RTSP</b>	Regional Transportation Systems Plan
<b>CTPP</b>	Census Transportation Planning Package	<b>SAFETEA-LU</b>	Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users
<b>DEQ</b>	Department of Environmental Quality	<b>SAMTD</b>	Salem Area Mass Transit District
<b>DLCD</b>	Department of Land Conservation & Development (State of Oregon)	<b>SDC</b>	Systems Development Charge
<b>EIS</b>	Environmental Impact Statement	<b>SIP</b>	State Implementation Plan for Air Quality
<b>EMME/2</b>	Computerized Transportation Modeling Software	<b>SKATS</b>	Salem-Keizer Area Transportation Study
<b>EMP</b>	Expressway Management Plan	<b>SOV</b>	Single-Occupant Vehicle
<b>EOA</b>	Economic Opportunity Analysis	<b>SPR</b>	State Planning & Research
<b>EPA</b>	Environmental Protection Agency	<b>STIP</b>	State Transportation Improvement Program
<b>FHWA</b>	Federal Highway Administration	<b>STP</b>	Surface Transportation Program
<b>FRA</b>	Federal Railroad Administration	<b>STP-U</b>	Surface Transportation Program - Urban
<b>FTA</b>	Federal Transit Administration	<b>TAC</b>	Technical Advisory Committee
<b>GIS</b>	Geographic Information System	<b>TAP</b>	Transportation Alternatives Program
<b>HOV</b>	High-Occupancy Vehicle (carpool, train, bus, etc.)	<b>TAZ</b>	Transportation Analysis Zone
<b>IAMP</b>	Interchange Area Management Plan	<b>TCM</b>	Transportation Control Measure
<b>IGA</b>	Intergovernmental Agreement	<b>TDM</b>	Transportation Demand Management
<b>ITS</b>	Intelligent Transportation System	<b>TDP</b>	Transit Development Program
<b>LOAC</b>	Local Officials Advisory Committee	<b>TGM</b>	Transportation & Growth Management (joint ODOT/DLCD grant program)
<b>LOS</b>	Level of Service	<b>TIP</b>	Transportation Improvement Program
<b>MAP-21</b>	Moving Ahead for Progress in the 21st Century	<b>TMA</b>	Transportation Management Area
<b>MPO</b>	Metropolitan Planning Organization (such as SKATS)	<b>TMA</b>	Transportation Management Association
<b>MWACT</b>	Mid-Willamette Valley Area Commission on Transportation	<b>TOD</b>	Transit Oriented Development
<b>MWVCOG</b>	Mid-Willamette Valley Council of Governments	<b>TPR</b>	Transportation Planning Rule (implementing State Land Use Goal 12)
<b>NAAQS</b>	National Ambient Air Quality Standards	<b>TSM</b>	Transportation Systems Management
<b>NEPA</b>	National Environmental Policy Act of 1969	<b>TSP</b>	Transportation Systems Plan (local)
<b>NHS</b>	National Highway System	<b>UGB</b>	Urban Growth Boundary
		<b>UPWP</b>	Unified Planning Work Program
		<b>USDOT</b>	United States Department of Transportation
		<b>V/C</b>	Volume/Capacity Ratio
		<b>VISUM</b>	Computerized Transportation Modeling Software
		<b>VMT</b>	Vehicle Miles of Travel
		<b>WTW</b>	Welfare to Work

## 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: Bruce D. Kirby  
City Recorder

CITY OF SALEM

By: Leslie D. Miller  
Mayor

ATTEST: Ramona Hudson 4/27/87  
City Recorder

COUNTY OF MARION

Franklin L. Frank  
Chairman

Donna L. Frank  
Commissioner

Barry L. Frank  
Commissioner

COUNTY OF FOLK

Greg L. Frank /CS  
Chairman

Barry L. Magill  
Commissioner

Bee L. Harland  
Commissioner

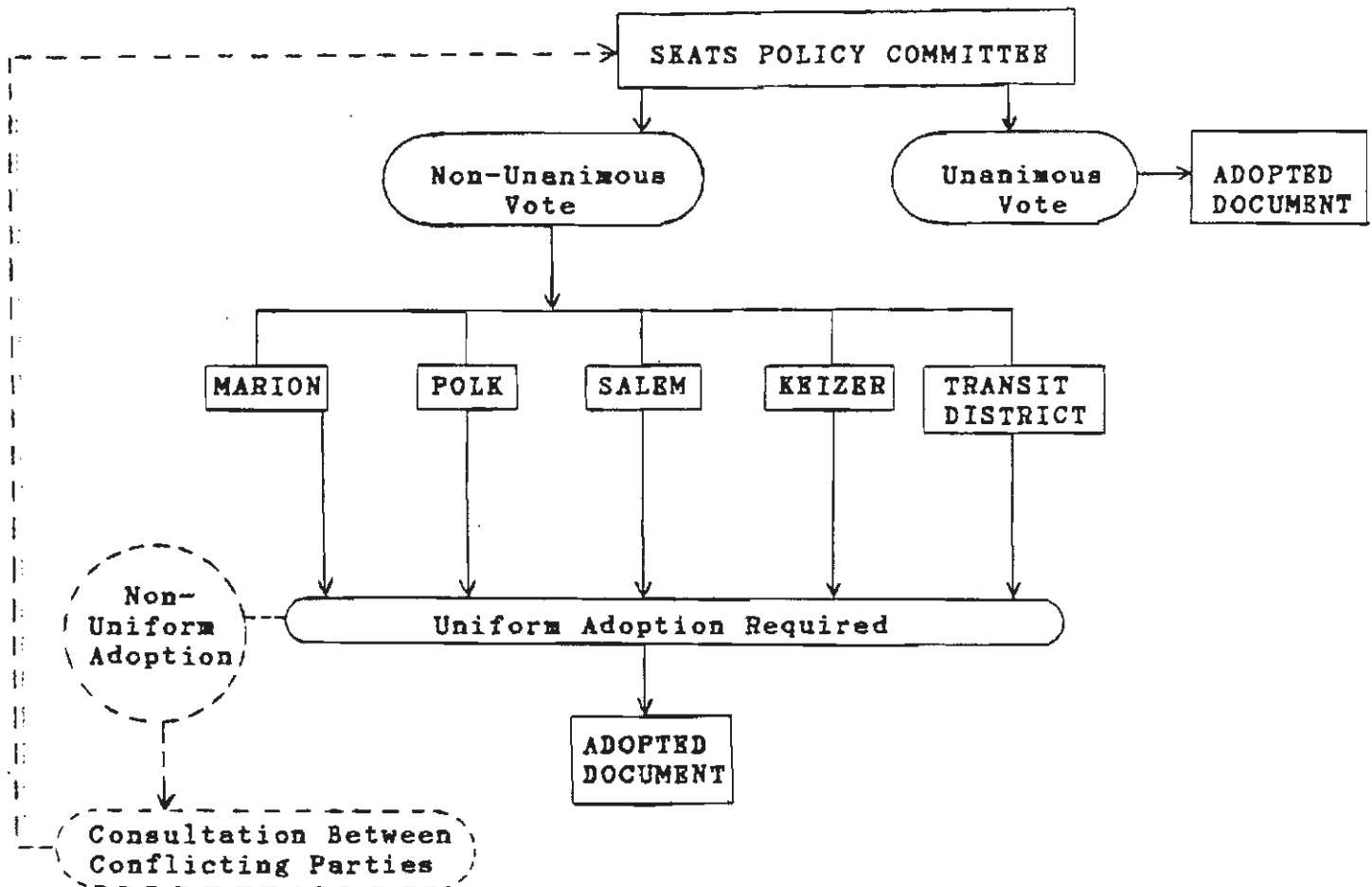
SALEM AREA TRANSIT DISTRICT  
BOARD OF DIRECTORS

Signe L. Petrow  
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.

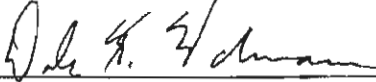
**IN WITNESS WHEREOF** the parties hereto have caused this Agreement to be signed in their respective names by their duly authorized representatives as of the dates set forth below.

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.

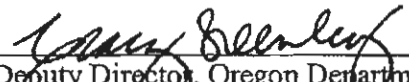
SIGNATURE PAGE TO FOLLOW

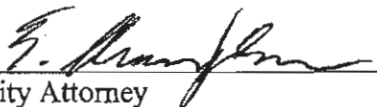
On January 31, 2002, the Director of the Oregon Department of Transportation approved Subdelegation Order No. 2, in which the Director grants authority to the Deputy Directors, Division Managers, Chief of Staff, Technical Services Manager/Chief Engineer, Branch and Region Managers for their respective 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.

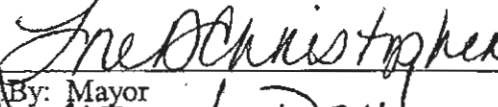
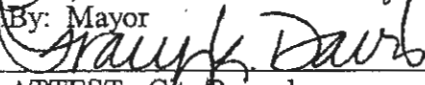
APPROVED AS TO FORM:


  
Assistant Attorney General

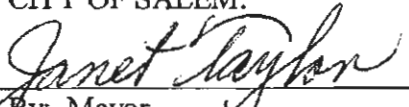
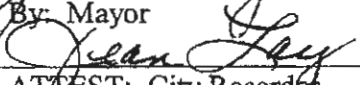
Date 9/30/03

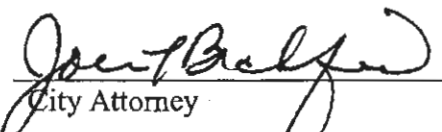
  
Deputy Director, Oregon Department  
of Transportation, Transportation  
Development Division  
Date 10-6-03

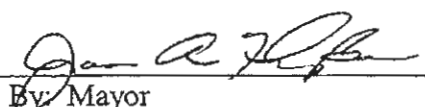
  
City Attorney  
Date 6-26-03

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. Rife  
Commissioner  
James R. Rife  
Commissioner  
Date 8/27/03

COUNTY OF POLK:

Donna Stronach  
Legal Counsel

Date 5/12/03

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

SALEM AREA TRANSIT DISTRICT  
BOARD OF DIRECTORS:

Donna Stronach  
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

## Appendix B

Misc. Contracts & Agreements  
Agreement No. 26254

**INTERGOVERNMENTAL AGREEMENT  
ODOT/MPO/Transit Operator Agreement  
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 METROPOLITAN PLANNING ORGANIZATION, acting by and through the Mid-Willamette Valley Council of Governments, hereinafter referred to as "SKATS"; and the SALEM AREA MASS TRANSIT DISTRICT, acting by and through its Board of Directors, hereinafter referred to as "SAMTD", all herein referred to individually or collectively as "Party" or "Parties."

### RECITALS

1. By authority granted in Oregon Revised Statutes (ORS) 190.110, state agencies may enter into agreements with units of local governments 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 (MPO) for an area, and the public transit operator(s) for the area, are required by the Code of Federal Regulation (CFR), Chapter 23, Section 450.314 which states that:

*"The MPO, the State(s), and the public transportation operator(s) shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State(s), and the public transportation operator(s) serving the MPA. To the extent possible, a single agreement between all responsible parties should be developed. The written agreement(s) shall include specific provisions for cooperatively developing and sharing information related to the development of financial plans that support the metropolitan transportation plan (see §450.322) and the metropolitan TIP (see §450.324) and development of the annual listing of obligated projects (see §450.332)."*

3. SKATS is the designated MPO for the Salem-Keizer area. It was established in 1987 by a Cooperative Agreement (ODOT Agreement No. 20523) specifying the "Duties and Responsibilities for Cooperatively Carrying Out Transportation Planning and Programming", and is incorporated herein by reference. The Cooperative Agreement remains in effect and is not modified in any way by this Agreement. The Cooperative Agreement specifies that SKATS is responsible for the development of transportation

plans, transportation improvement programs, work programs, and all other actions necessary to carry out the transportation planning process. The Cooperative Agreement requires the unanimous agreement of the major local participants for the adoption of the Transportation Plan and 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 Transportation Plan and TIP. Therefore, it is the general policy of SKATS that transportation planning products be developed with the goal of obtaining unanimous support from the SKATS Policy Committee. This general approach requires a high level of communication between all of the SKATS participants. The identification of roles and responsibilities of the Parties for the transportation planning process are addressed in ODOT Agreement 24736, incorporated herein by this reference.

4. SAMTD is the public transportation operator for the Salem-Keizer area.
5. There also exists an agreement between SKATS and SAMTD regarding the roles and responsibilities related to transit planning in the Salem-Keizer area. Both of these agreements are included as appendices to the Unified Planning Work Program (UPWP) and are reviewed on an annual basis.

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

#### **TERMS OF AGREEMENT**

1. Pursuant to the authority above, ODOT, SKATS, and SAMTD agree to define roles and responsibilities in carrying out the metropolitan transportation financial planning process, 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. Funding will be the responsibility of each Party for their own duties and obligations, and may be the subject of other agreements among the Parties.
3. The term of this Agreement shall begin on the date all required signatures are obtained and shall terminate five (5) calendar years following the date all required signatures are obtained.
4. This Agreement may be revisited as needed, when the Parties so determine, and will be reviewed upon commencement of the MPO re-certification 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.



### **ODOT OBLIGATIONS**

1. ODOT will engage the other Parties to this Agreement in its financial planning activities as further identified in Exhibit A. Where ODOT is the lead agency for a product, it will be responsible for pursuing communication with the other Parties as agreed. Early communication will be sought 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 to a financial planning process, it will participate in the development of the financial planning 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's Project Manager for this Agreement is the Region 2, Area 3 Senior Planner, or assigned designee in the absence of said individual, 455 Airport Road SE, Salem, Oregon 97301-5395; telephone (503) 986-2663.

### **SKATS OBLIGATIONS**

1. SKATS will engage the other Parties to this Agreement in its financial planning activities as further identified in Exhibit A. Where SKATS is the lead agency for a product, it will be responsible for pursuing communication with the other Parties as agreed. Early communication will be sought in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where SKATS is a party of interest to a financial planning process, it will participate in the development of the planning product as specified in this Agreement. SKATS 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. SKATS' Project Manager for this Agreement is the Director of Transportation and Natural Resources, or assigned designee upon absence of said individual, Mid-Willamette Valley Council of Governments, 105 High Street SE, Salem, Oregon 97301; telephone (503) 588-6177.

### **SAMTD OBLIGATIONS**

1. SAMTD will engage the other Parties to this Agreement in its financial planning activities as further identified in Exhibit A. Where SAMTD is the lead agency for a product, it will be responsible for pursuing communication with the other Parties as agreed. Early communication will be sought in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.

2. Where SAMTD is a party of interest to a financial planning process, it will participate in the development of the planning product as specified in this Agreement. The Public Transit Operator 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. SAMTD's Project Manager for this Agreement is the Director, Transportation Development Division, or assigned designee upon absence of said individual, Salem Area Mass Transit District, 555 Court Street NE, Suite 5230, Salem, Oregon 97301; telephone (503) 588-2424.

### GENERAL PROVISIONS

1. This Agreement may be terminated by any Party upon thirty (30) days notice, in writing, and delivered by certified mail or in person.
2. Any Party may terminate this Agreement effective upon delivery of written notice to the other Parties, or at such later date as may be established by that Party, under any of the following conditions:
  - a. If the other Parties fail to provide services called for by this Agreement within the time specified herein or any extension thereof.
  - b. If the other Parties fail to perform any of the other provisions of this Agreement, or so fail to pursue the work as to endanger performance of this Agreement in accordance with its terms, and after receipt of written notice from the other Party fails to correct such failures within ten (10) days or such longer period as other Party may authorize.
  - c. 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 the Parties are 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. SKATS and SAMTD 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, SKATS and SAMTD expressly agree 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) the Americans with Disabilities Act of 1990 and ORS 659A.142; (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.

5. All employers, including all Parties, 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. All Parties shall ensure that each of its subcontractors complies with these requirements.
6. SKATS and SAMTD 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 SKATS and SAMTD 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.
7. To the extent permitted by Article XI, Section 7 and Section 10 of the Oregon Constitution and by the Oregon Tort Claims Act, each Party shall indemnify each other Party against liability for damage to life or property arising from the indemnifying Party's own activities under this Agreement, provided that a Party will not be required to indemnify the other Party for any such liability arising out of the wrongful acts of employees or agents of that other Party.
8. Notwithstanding the foregoing defense obligations under the paragraph above, no Party nor any attorney engaged by any Party(s) shall defend any claim in the name of the any Party(s) or any agency/department/division of such other Party(s), nor purport to act as legal representative of the any Party(s) or any of its agencies/departments/divisions, without the prior written consent of the legal counsel of any such other Party(s). Each Party may, at anytime at its election assume its own defense and settlement in the event that it determines that the other Party(s) is/are prohibited from defending it, or other Party(s) is/are not adequately defending it's interests, or that an important governmental principle is at issue or that it is in the best interests of the Party(s) to do so. Each Party reserves all rights to pursue any claims it may have against the other Parties if it elects to assume its own defense.
9. 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.
10. 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 any Party unless in writing and signed by all 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.

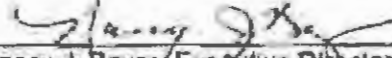
**IN WITNESS WHEREOF**, the Parties, by execution of this Agreement, hereby acknowledge that each Party has read this Agreement, understands it, and agrees to be bound by its terms and conditions.

The Oregon Transportation Commission on December 29, 2008, approved Delegation Order No. 2, which authorizes the Director to approve and execute agreements for day-to-day operations. Day-to-day operations include those activities required to implement the biennial budget approved by the Legislature, including activities to execute a project in the Statewide Transportation Improvement Program.

On April 12, 2004, the Director approved Subdelegation Order No. 10 in which the Director delegates authority to the Division Administrator, Transportation Development; to approve and execute all agreements approved by the Oregon Transportation Commission (OTC) for Metropolitan Planning Organization agreements outside the Transportation Program Development limitation and acceptance of funds sent to ODOT, but not earmarked for Transportation Program Development.


*Signature page to follow*

**SALEM-KEIZER METROPOLITAN  
PLANNING ORGANIZATION**, by and  
through the Mid-Willamette Valley Council of  
Governments

By   
Nancy J. Boyer, Executive Director


Date 1-26-10

**APPROVAL RECOMMENDED**

By   
Daniel E. Clem, Chair, SKATS Policy  
Committee

Date 1-26-10

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

By   
Shelley Hanson, President

Date 2-25-10

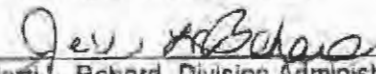
**SKATS Contact**

Richard Schmid, Director of Transportation  
and Natural Resources  
Mid-Willamette Valley Council of Governments  
105 High Street SE  
Salem, OR 97301

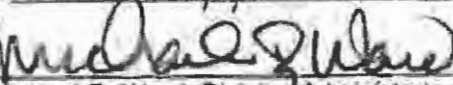
**SAMTD Contact**

Stephen Dickey, Director, Transportation  
Development Division  
Salem Area Mass Transit District  
555 Court Street NE, Suite 5230  
Salem, OR 97301

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

By   
Jerri L. Bohard, Division Administrator  
Transportation Development Division

Date 4/1/10

By   
Michael R. Ward, Division Administrator  
Public Transit Division

Date 3/31/2010

**APPROVAL RECOMMENDED**


By   
Jane S. Lee, Region 2 Manager

Date 3-11-10

By   
Darrel Capps, Highway Finance Manager

Date 3/29/10

**APPROVED AS TO LEGAL SUFFICIENCY**

By   
Dale K. Hornmann, Assistant Attorney  
General

Date 3/18/10

**ODOT Contact**

Dan Fricke, Area 3 Senior Planner  
ODOT, Region 2 Planning and Development  
455 Airport Road SE, Bldg. B  
Salem, OR 97301-5395

**EXHIBIT A**  
**STATEMENT OF WORK**

1. **ACRONYMS** - These acronyms are common to financial plan and obligated projects development and maintenance processes.

**FHWA:** Federal Highway Administration

**FMIS:** Federal Management Information System

**FTA:** Federal Transit Administration

**HPO:** Oregon Department of Transportation Highway Program Office

**MPO:** Metropolitan Planning Organization

**ODOT:** Oregon Department of Transportation

**PCS:** Project Control System

**PTD:** ODOT Public Transit Division

**PTO:** Public Transit Operator

**RTP:** Regional Transportation Plan

**SAMTD:** Salem Area Mass Transit District

**SKATS:** Salem-Keizer Area Transportation Study

**STIP:** Statewide Transportation Improvement Program

**TIP:** Transportation Improvement Program

2. **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. They may differ from those listed for these terms in the federal regulations.

a. **Available Funds:** These are funds derived from an existing source dedicated to or historically used for transportation purposes. For federal funds, authorized and/or appropriated funds and the extrapolation of formula and discretionary funds at historic rates of increase are considered "available." A similar approach may be used for state and local funds that are dedicated to or historically used for transportation purposes.

b. **Committed Funds:** These are funds that have been dedicated or obligated for transportation purposes. For state funds that are not dedicated to transportation purposes, only those funds over which the Governor has control may be considered "committed."

Approval of a TIP by the Governor is considered a commitment of those funds over which the Governor has control. For local or private sources of funds not dedicated to or historically used for transportation purposes (including donations of property), a commitment in writing (e.g., letter of intent) by the responsible official or body having control of the funds may be considered a commitment. For new starts or small starts projects involving 49 U.S.C. 5309 funding, execution of a Full Funding Grant Agreement (or equivalent) or a Project Construction Grant Agreement with the USDOT shall be considered a multi-year commitment of federal funds.

- 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 an established process; 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/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 in consultation with other agencies party to the Agreement such that agencies' separate projects do not conflict. Coordinated projects are usually those for which all parties, other than the lead agency, do not have a vested interest and are often 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:** This means that the metropolitan transportation plan, TIP, and STIP includes sufficient financial information for demonstrating that projects in the metropolitan transportation plan, TIP, and STIP can be implemented using committed, available, or reasonably available revenue sources, with reasonable assurance that the federally supported 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 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 documentation required to be included with both the metropolitan transportation plan 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 metropolitan transportation plan, TIP, or STIP if reasonable additional resources were to become available.
- j. **Lead Agency:** Agency responsible for making sure the project is completed and communication protocols are followed.
- k. **Levels of communication:** Consider, Consult, Coordinate, Cooperate, or Collaborate. The Agreement may employ any or all of these terms and different products may utilize these different levels of communication between the agencies involved.
- l. **Metropolitan Planning Area (MPA):** The geographic area determined by agreement between the metropolitan planning organization (MPO) for the area and the Governor, in which the metropolitan transportation planning process is carried out.
- m. **Metropolitan Planning Organization (MPO):** The policy board and agency staff of an organization created and designated to carry out the metropolitan transportation planning process.
- n. **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 program year, and authorized by the FHWA or awarded as a grant by the FTA.
- o. **Oregon Department of Transportation (ODOT):** Oregon's state transportation agency.
- p. **Owner:** The agency that keeps and maintains the final product.
- q. **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.
- r. **Project Control System – X (PCSX):** Project Control System data entry screen for new projects to be included in the STIP under development.
- s. **Public Transit Operator (PTO):** The primary provider(s) of public transportation services in an area.
- t. **Reasonably Available Funds:** These are new funding sources that are reasonably expected to be available. New funding sources are revenues that do not currently exist or that may require additional steps before the state DOT, MPO, or public transit agency can commit such funding to transportation projects.
- u. **Regional Transportation Plan (RTP):** The required long-range multimodal transportation plan for the metropolitan area (also may be called the Metropolitan Transportation Plan [MTP]).

- v. **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.
- w. **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.
- x. **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.
- y. **Sufficient Financial Information:** Financial information that is required in the project control system (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).
- z. **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 MPO 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. Chapter 53.
- aa. **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.

bb. **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.

3. **SUMMARY OF PRODUCT RESPONSIBILITIES** - Table 1 shows the different products covered by this Agreement and each agency's level of responsibility for each product (see definition of *responsible* above). The lead agency holds overall responsibility for the product and the other agencies assist by cooperating, communicating, and sharing information necessary to complete and maintain the product. Each of these products has one lead agency and the other two (2) are partners in completion of the product by cooperating and providing support and information as needed.

Table 1

Product	Owner	ODOT	SKATS	SAMTD
STIP Financial Plan	ODOT	Lead	Support/Information	Support/Information
TIP Financial Plan	SKATS	Support/Information	Lead	Support/Information
RTP Financial Plan	SKATS	Support/Information	Lead	Support/Information
RTP Financial Projections	SKATS	Coordinates special purpose committee	Lead for private and local non-transit revenues	Lead for private and local transit revenues
Obligation Report	SKATS	Support/Information	Lead	Support/Information

4. **FINANCIAL PLAN DEVELOPMENT AND MAINTENANCE ROLES AND RESPONSIBILITIES** - There are different financial plan requirements for ODOT and SKATS with regard to the long-range plans and the transportation improvement programs. This Agreement will focus on 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 metropolitan transportation plan. 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 metropolitan transportation plan enables fiscal constraint for the long-range plan.

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

**ODOT**

- I. The ODOT Highway Program Office (HPO) is the lead agency for administration of the STIP financial plan. HPO 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.
- II. ODOT, including the Public Transit Division, shall provide MPO and Public Transit Operator sufficient financial information (including 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.
- III. ODOT, including the Long-Range Planning Unit, coordinates the special purpose committee described here. The special purpose committee projects long-range federal and state revenues for development of the financially constrained metropolitan transportation plan (RTP). The special purpose committee consists of a representative from ODOT and each MPO and metropolitan PTO. 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 MPO to produce its next long-range transportation plan.

**SKATS**

- I. SKATS is the lead agency for administration of the TIP financial plan. SKATS shall ensure that all federally funded or regionally significant projects within the SKATS boundary are included in the TIP, which will then be included in the STIP and in the STIP financial plan.
- II. SKATS 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 HPO prior to programming being submitted for inclusion in the STIP.
- III. SKATS shall provide ODOT and SAMTD sufficient financial information in a timely manner.
- IV. SKATS shall submit to ODOT cost-estimates for local projects that include year-of-expenditure dollars consistent with programming years.
- V. SKATS is the lead agency for completion of the RTP financial plan and for projecting local and private funds for the preparation of the financially constrained RTP. SKATS will cooperatively develop these projections with ODOT and the

SAMTD. SKATS will participate on the special purpose committee on state and federal funds that is coordinated by ODOT.

**SAMTD**

SAMTD shall provide SKATS and ODOT sufficient financial information in a timely manner.

- I. SAMTD shall provide SKATS with project cost-estimates, in year-of-expenditure dollars, for federally funded or regionally significant projects.
- II. SAMTD is the lead agency in projecting long-range local and private revenues for public transit investments. SAMTD will cooperatively develop these projections with ODOT and SKATS. SAMTD will participate on the special purpose committee on state and federal funds that is coordinated by ODOT.

**b. Responsibilities of Each Agency for Financial Plan and Fiscal Constraint Maintenance (TIP/STIP Activity)**

**ODOT**

- I. ODOT's HPO will reconcile funds to the FHWA's Federal Management Information System through transactions that are posted. These transactions will be captured in the STIP financial plan and made available to SKATS monthly. Information in the financial plan will include all fund activities of authorizations, apportionments/appropriations, limitations, rescissions, and revenue aligned budget authority.
- II. The 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 fund authority balance. At the end of each federal fiscal year, HPO will ensure that there are no planned projects unaccounted for and that any such projects are slipped into later years or cancelled via amendments.
- III. HPO shall consult with SKATS regarding the application of limitation and rescission of fund authority. New financial plans will be developed upon approval of the new TIP and STIP.

**SKATS**

- I. SKATS will maintain the TIP financial plan, which will include the current programming for all projects located within the SKATS 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.

- II. SKATS shall ensure that the transactions identified in the STIP financial plan are accurate and must alert HPO to any changes, errors, or omissions.
- III. SKATS shall cooperate with SAMTD on the development of financial forecasts, authorizations, apportionments and regional sub-allocation of FTA funding.

#### **SAMTD**

SAMTD shall cooperate with SKATS on the development of financial forecasts, authorizations, apportionments and regional sub-allocation of FTA funding. SAMTD 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.

- 5. **COMMUNICATION AND INFORMATION SHARING** - Development and maintenance of STIP and TIP financial plans and obligated project lists requires ongoing, effective communication among ODOT, SKATS, and SAMTD. 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**

- I. HPO shall reconcile the STIP financial plan on a monthly basis and make it available to SKATS through an ODOT FTP website. SKATS will be notified of the availability of the updated STIP financial plan via e-mail. HPO shall also provide Federal Management Information System information upon request, to enable SKATS to track the funding and obligation status of federally funded projects. In addition, HPO will be available for any other issues/questions via telephone, e-mail and in person.
- II. The ODOT region STIP coordinator will utilize the most current STIP amendment form to communicate proposed programming changes to SKATS.

#### **SKATS**

SKATS may communicate with ODOT in several different ways. SKATS may go through ODOT's region STIP Coordinator or work directly with HPO. SKATS will utilize the most current STIP amendment form to communicate programming changes to ODOT's regional STIP coordinator and to HPO.

#### **SAMTD**

SAMTD shall primarily communicate directly with SKATS on any finance related issue, specifically changes to the TIP or STIP. As necessary, SAMTD may request joint meetings with SKATS and HPO. In addition, the SAMTD may work with ODOT's Public Transit Division where appropriate.

## **6. CLARIFICATION AND RESOLUTION OF CONCERNS**

### **ODOT**

- I. HPO has the responsibility to ensure the correct funding levels are identified through working with FHWA. Any changes to processes will be communicated initially through the quarterly meetings between ODOT, MPOs, FHWA, and FTA. If more immediate action is necessary, HPO will contact those affected either by phone or e-mail.
- II. If there are questions regarding the interpretation 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 SKATS and SAMTD at the quarterly meeting or via e-mail.

### **SKATS**

If SKATS disputes a decision made by HPO, SKATS will consult with HPO in addition to contacting the respective federal agency for further clarification.

### **SAMTD**

SAMTD has the responsibility to ensure the correct funding levels are identified through working with FTA and ODOT Public Transit Division. If there are questions regarding the interpretation of federal rules, SAMTD will consult with the appropriate federal agency for clarification.

7. **ANNUAL LISTING OF OBLIGATED PROJECTS ROLES AND RESPONSIBILITIES** SKATS 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. ODOT, SAMTD, and SKATS must cooperatively develop the listing of projects. The list must include all 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 request 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**

- I. The HPO shall provide documentation from FHWA to SKATS 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 the preceding paragraph, including the identification of bicycle and pedestrian projects.
- II. The HPO will provide Federal Management Information System data sheets (in PDF format) to SKATS upon request.



- III. The ODOT Geographic Information Services Unit in Salem will provide geographic data (shapefiles and/or PDF maps) for ODOT's obligated projects.

#### **SKATS**

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

#### **SAMTD**

- I. SAMTD shall provide SKATS with documentation that includes the necessary data elements as required in the federal regulation, including the identification of bicycle and pedestrian projects.
- II. SAMTD will provide FTA TEAM (Transportation Electronic Award Management System) data to SKATS in a format that meets the federal reporting requirements.
- III. SAMTD will also provide visualization techniques - geographic data (shapefiles and/or PDF maps) for all their obligated projects.

### **8. COMMUNICATION AND INFORMATION SHARING**

#### **ODOT**

HPO will deliver documentation in an electronic medium to SKATS. If a report is created, then HPO will send an e-mail notifying SKATS that the report is ready and including a link to the report.

#### **SKATS**

SKATS will utilize the data provided by HPO and the SAMTD to create the required annual report. SKATS shall make the report available to interested parties, ODOT HPO and SAMTD.

#### **SAMTD**

SAMTD will deliver documentation in an electronic medium to SKATS in a format consistent with the report information tables required by SKATS.

### **9. GENERAL ROLES, RESPONSIBILITIES, AND OBLIGATIONS**

#### **ODOT**

- I. 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. Communication will be sought in good faith, such that affected parties have the opportunity to influence the final outcome or decisions.

*ODOT/SKATS/SAMTD  
Agreement No. 26254*

- II. Where ODOT is a party of interest, it will participate in the development of the 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.

**SKATS**

- I. SKATS 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. Communication will be sought in good faith, such that affected parties have the opportunity to influence the final outcome or decisions.
- II. Where SKATS is a party of interest, it will participate in the development of the product as specified in this Agreement. SKATS 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.

**SAMTD**

- I. SAMTD 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. Communication will be sought in good faith, such that affected parties have the opportunity to influence the final outcome or decisions.
- II. Where SAMTD is a party of interest, it will participate in the development of the product as specified in this Agreement. SAMTD 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.

**Appendix C**

**INTERGOVERNMENTAL AGREEMENT  
ODOT/MPO/Transit Operator Agreement  
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-Turner Metropolitan Planning Organization, acting by and through the Mid-Willamette Valley Council of Governments, hereinafter referred to as "SKATS", and the Salem Area Mass Transit District, acting by and through its Board of Directors, hereinafter referred to as "SAMTD", collectively referred to as "Parties."

**RECITALS**

1. By authority granted in ORS 190.110, state agencies may enter into agreements with units of local governments 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 (MPO) for an area, and the public transit operator(s) for the area are required by the Code of Federal Regulation (CFR), Chapter 23, Section 450.314 which states that:

*"The MPO, the State(s), and the public transportation operator(s) shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State(s), and the public transportation operator(s) serving the metropolitan planning area."*

3. SKATS is the designated MPO for the Salem-Keizer area. It was established in 1987 by a Cooperative Agreement (ODOT Agreement No. 20523) specifying the "Duties and Responsibilities for Cooperatively Carrying Out Transportation Planning and Programming", and is incorporated by reference. The Cooperative Agreement remains in effect and is not modified in any way by this Agreement. The Cooperative Agreement specifies that SKATS is responsible for the development of transportation plans, transportation improvement programs, work programs, and all other actions necessary to carry out the transportation planning process. The Cooperative Agreement requires the unanimous agreement of the major local participants for the adoption of the Transportation Plan and 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 Transportation Plan and TIP. Therefore, it is the general policy of SKATS that transportation planning products be developed with the goal of obtaining

unanimous support from the SKATS Policy Committee. This general approach requires a high level of communication between all of the SKATS participants.

4. SAMTD is the public transportation operator for the Salem-Keizer area.
5. There also exists an agreement between SKATS and SAMTD regarding the roles and responsibilities related to transit planning in the Salem-Keizer area. Both of these agreements are included as appendices to the Unified Planning Work Program (UPWP) and are reviewed on an annual basis.

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

#### **TERMS OF AGREEMENT**

1. Pursuant to the authority above, ODOT, SKATS, and SAMTD agree to define roles and responsibilities in carrying out the metropolitan transportation planning process, as further described in the Statement of Work, marked Exhibit A, attached hereto and by this reference made a part hereof.
2. The term of this Agreement shall begin on the date all required signatures are obtained and shall terminate ten (10) calendar years following the date all required signatures are obtained.
3. This Agreement may be revisited as needed, when the Parties so determine, and will be reviewed upon commencement of the MPO recertification or self-certification process.

#### **ODOT OBLIGATIONS**

1. ODOT will engage the other Parties to this Agreement in its planning activities as further identified in Exhibit A. Where ODOT is the lead agency for a product, it will be responsible for pursuing communication with the other Parties as agreed. Early communication will be sought 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 to a planning project, it will participate in the development of the planning 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's Project Manager for this Agreement is the Region 2, Area 3 Senior Planner, or assigned designee in the absence of said individual, 455 Airport Road SE, Salem, OR 97301-5395; telephone (503) 986-2663.

## **SKATS OBLIGATIONS**

1. SKATS will engage the other Parties to this Agreement in its planning activities as further identified in Exhibit A. Where SKATS is the lead agency for a product, it will be responsible for pursuing communication with the other Parties as agreed. Early communication will be sought in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where SKATS is a party of interest to a planning project, it will participate in the development of the planning product as specified in this Agreement. SKATS 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. SKATS Project Manager for this Agreement is the Director of Transportation and Natural Resources, or assigned designee upon absence of said individual, Mid-Willamette Valley Council of Governments, 105 High Street SE, Salem, Oregon 97301; telephone (503) 588-6177.

## **SAMTD OBLIGATIONS**

1. SAMTD will engage the other Parties to this Agreement in its planning activities as further identified in Exhibit A. Where SAMTD is the lead agency for a product, it will be responsible for pursuing communication with the other Parties as agreed. Early communication will be sought in good faith, such that affected Parties have the opportunity to influence the final outcome or decisions.
2. Where SAMTD is a party of interest to a planning project, it will participate in the development of the planning product as specified in this Agreement. The Public Transit Operator 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. SAMTD Project Manager for this Agreement is the Director, Transportation Development Division, or assigned designee upon absence of said individual, Salem Area Mass Transit District, 555 Court Street NE, Suite 5230, Salem, Oregon 97301; telephone (503) 588-2424.

## **GENERAL PROVISIONS**

1. This Agreement may be terminated by any Party upon thirty (30) days' notice, in writing and delivered by certified mail or in person.
2. Any Party may terminate this Agreement effective upon delivery of written notice to the other Parties, or at such later date as may be established by that Party, under any of the following conditions:

- a. If the other Parties fail to provide services called for by this Agreement within the time specified herein or any extension thereof.
  - b. If the other Parties fail to perform any of the other provisions of this Agreement, or so fail to pursue the work as to endanger performance of this Agreement in accordance with its terms, and after receipt of written notice from the other Party fails to correct such failures within 10 days or such longer period as other Party may authorize.
  - c. 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 either party 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. SKATS and SAMTD 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, SKATS and SAMTD expressly agree 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) the Americans with Disabilities Act of 1990 and ORS 659A.142; (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.
5. All employers, including all Parties, 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. All Parties shall ensure that each of its subcontractors complies with these requirements.
6. SKATS and SAMTD acknowledge and agree that State, the Secretary of State's Office of the State of Oregon, the federal government, and their duly authorized representatives shall have access to the books, documents, papers, and records of SKATS and SAMTD which are directly pertinent to the specific Agreement for the purpose of making audit, examination, excerpts, and transcripts for a period of six (6) years after completion of Project. Copies of applicable records shall be made available upon request. Payment for costs of copies is reimbursable by State.
7. 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.

8. 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 any Party unless in writing and signed by all 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 State to enforce any provision of this Agreement shall not constitute a waiver by State of that or any other provision.

**IN WITNESS WHEREOF**, the Parties hereto have set their hands as of the day and year hereinafter written.

The Oregon Transportation Commission on June 18, 2003, approved Delegation Order No. 2, which authorizes the Director to approve and execute agreements for day-to-day operations. Day-to-day operations include those activities required to implement the biennial budget approved by the Legislature, including activities to execute a project in the Statewide Transportation Improvement Program.



SKATS/SAMTD/ODOT  
Agreement No. 24,736

On April 12, 2004, the Director approved Subdelegation Order No. 10 in which the Director delegates authority to the Division Administrator, Transportation Development to approve and execute personal service contracts and agreements over \$75,000 for programs within the Transportation Development Division when the work is related to a project included in the STIP or in other system plans approved by the Oregon Transportation Commission or in a line item in the legislatively adopted biennial budget, and to approve and execute all agreements, approved by the OTC, for Metropolitan Planning Organization agreements outside the Transportation Program Development limitation and acceptance of funds sent to ODOT, but not earmarked for Transportation Program Development.

<b>SALEM-KEIZER AREA TRANSPORTATION STUDY</b> , by and through the Mid-Willamette Valley Council of Governments By <u>Nancy Johnson</u> Executive Director Date <u>3/23/08</u> <b>APPROVAL RECOMMENDED</b> By <u>Daniel E. Allen</u> Chair, SKATS Policy Committee Date <u>3/23/08</u> <b>SALEM AREA MASS TRANSIT DISTRICT</b> , by and through its Board of Directors By <u>Marnie Kelley</u> President Date <u>3/27/08</u> Agency Contacts Richard Schmid Director of Transportation and Natural Resources Mid-Willamette Valley Council of Governments 105 High Street SE Salem, OR 97301 Stephen Dickey Director, Transportation Development Division Salem Area Mass Transit District 555 Court Street NE, Suite 5230 Salem, OR 97301	<b>STATE OF OREGON</b> , by and through its Department of Transportation By <u>David Richard</u> Division Administrator, Transportation Development Division Date <u>4/17/08</u> By <u>Michael J. Zund</u> Division Administrator, Public Transit Division Date <u>4/16/2008</u> <b>APPROVAL RECOMMENDED</b> By <u>Geoffrey S. Jones</u> Region 2 Manager Date <u>04/07/08</u> By <u>Eric M. Harris</u> Region 2 Planning and Development Manager Date <u>4-2-08</u> <b>APPROVED AS TO LEGAL SUFFICIENCY</b> By <u>Dale H. W. Johnson</u> Assistant Attorney General Date <u>4/11/08</u>
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## EXHIBIT A STATEMENT OF WORK

1. **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. They may differ from those listed for these terms in the federal regulations.
  - a. **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.
  - b. **Consult:** Confer with other identified Parties in accordance with an established process; consider the views of other Parties prior to taking action, inform other Parties about action taken in accordance with established process. The communication should be timely, and ahead of decisions. Those receiving comments are not bound by the opinions or information received.
  - c. **Coordinate:** Develop plans, programs, and schedules in consultation with other agencies such that agencies' separate projects do not conflict. Coordinated projects are usually those for which all Parties, other than the lead agency, do not have a vested interest and are often 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.
  - d. **Cooperate/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.
  - e. **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
  - f. **Owner:** The agency that keeps and maintains the final product.

- g. **Lead Agency:** Agency responsible for making sure the planning project is completed and communication protocols are followed.
  - h. **Levels of communication:** Consider, Consult, Coordinate, Cooperate, or Collaborate.
  - i. **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.
  - j. **Planning Project:** A planning activity that leads to a planning product. Planning products that may be developed may include plans, programs, tools, and administrative products such as those listed below.
2. All Parties agree to cooperatively develop and share information related to the development of financial plans that support the metropolitan transportation plan, the metropolitan TIP and the development of the annual listing of obligated projects. Such plans may include but shall not be limited to the following:
- a. Plans
    - Oregon Transportation Plan & Component Plans including Safety Plans
    - Regional Transportation Plan (RTP)
    - Transportation System Plan (TSP)
    - Area/Concept Plans
    - Facility Plans (including Corridor Plans, Interchange Area Management Plans, Access Management Plans, etc.)
    - Transit Plans
    - Coordinated Human Services-Transit Plans
  - b. Programs
    - Statewide Transportation Improvement Program (STIP)
    - Metropolitan Transportation Improvement Program (MTIP)
  - c. Tools
    - Transportation Demand Models (TDM)
    - Land Use Models
    - Integrated Models
    - Data resources
    - Geographic Information System (GIS) resources
  - d. Administrative Products
    - Air Quality Conformity
    - Unified Planning Work Program (UPWP)
    - Federal Certification
    - Public Involvement Plan
    - Title VI Plan
    - Environmental Justice Plans
    - Disadvantaged, Minority Business Enterprise Use Plans

- Environmental Impact Statements/Assessments
- State Agency Coordination Agreement

3. SKATS is specifically charged with the development of the RTP, MTIP, and UPWP. As such, SKATS will be the Product Owner and the Lead Agency for these products and other related products, such as the Air Quality Conformity Determination and most of the "Tools" and "Administrative Products" identified above. ODOT and SAMTD will provide information necessary for these products. All Parties will Cooperate and Collaborate in these processes. Formal communication will take place at the regular meetings of the SKATS Technical Advisory Committee and Policy Committee, and may be supplemented with phone calls, emails, letters, and additional meetings as desired by any of the participants. Funding of these activities will be identified in the annual UPWP. The decision making process will be in accordance with Agreement number 20523. This will be the default process used for all planning projects, unless another process is identified. Principal roles for the Parties to this Agreement for Plans and Programs identified are described in the following table.

Plan/Program	Principal Role		
	ODOT	SKATS	SAMTD
Oregon Transportation Plan and Modal Plans	Product Owner Lead Agency	Consult	Consult
Regional Transportation Plan	Coordinate	Product Owner Lead Agency	Coordinate
Transportation System Plan	Cooperate/Collaborate	Cooperate/Collaborate	Cooperate/Collaborate
Area/Concept Plans <sup>1</sup>	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate	Product Owner Lead Agency Cooperate/Collaborate
Facility Plans <sup>2</sup>	Product Owner Lead Agency	Cooperate/Collaborate	Cooperate/Collaborate
Transit Plans	Coordinate	Cooperate/Collaborate	Product Owner Lead Agency
Coordinated Human Services – Transit Plans	Coordinate	Cooperate/Collaborate	Product Owner Lead Agency
Statewide Transportation Improvement Program (STIP)	Product Owner Lead Agency	Consult	Consult
Metropolitan Transportation Improvement Program (MTIP) <sup>3</sup>	Consult	Product Owner Lead Agency	Consult

4. Each time a new transportation planning project commences, the roles, responsibilities, and expectations of each Party will be written down and distributed to each participant of the project. 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.

<sup>1</sup> Plans, other than facility plans, prepared by any of the parties

<sup>2</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>3</sup> Pursuant to 23 CFR 450.326, the MTIP 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 . . .")

- a. Product Owner
- b. Lead Agency
- c. Responsibilities of each agency
- 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, project subpart, or other conditions, the responsibilities of each agency under each condition will be specified. (Definitions set forth in this Agreement will apply). An example of such a project may be an Interchange Area Management Plan, where the lead agency would be ODOT, or a Transit Center study conducted by SAMTD. However, any of the Parties may request that the roles and responsibilities of any "Planning Project" be clarified and redefined, within the constraints of the Cooperative Agreement. SKATS may develop a form to facilitate the identification of responsibilities.

5. The questions that follow are examples of items to consider when answering the nine items identified above. Not all items may apply to a specific project, nor is this list intended to be all inclusive. Parties should use these considerations as a starting point to answer the nine items above and to evaluate what further items may need to be set forth in specific project agreements.

a. Project Parties

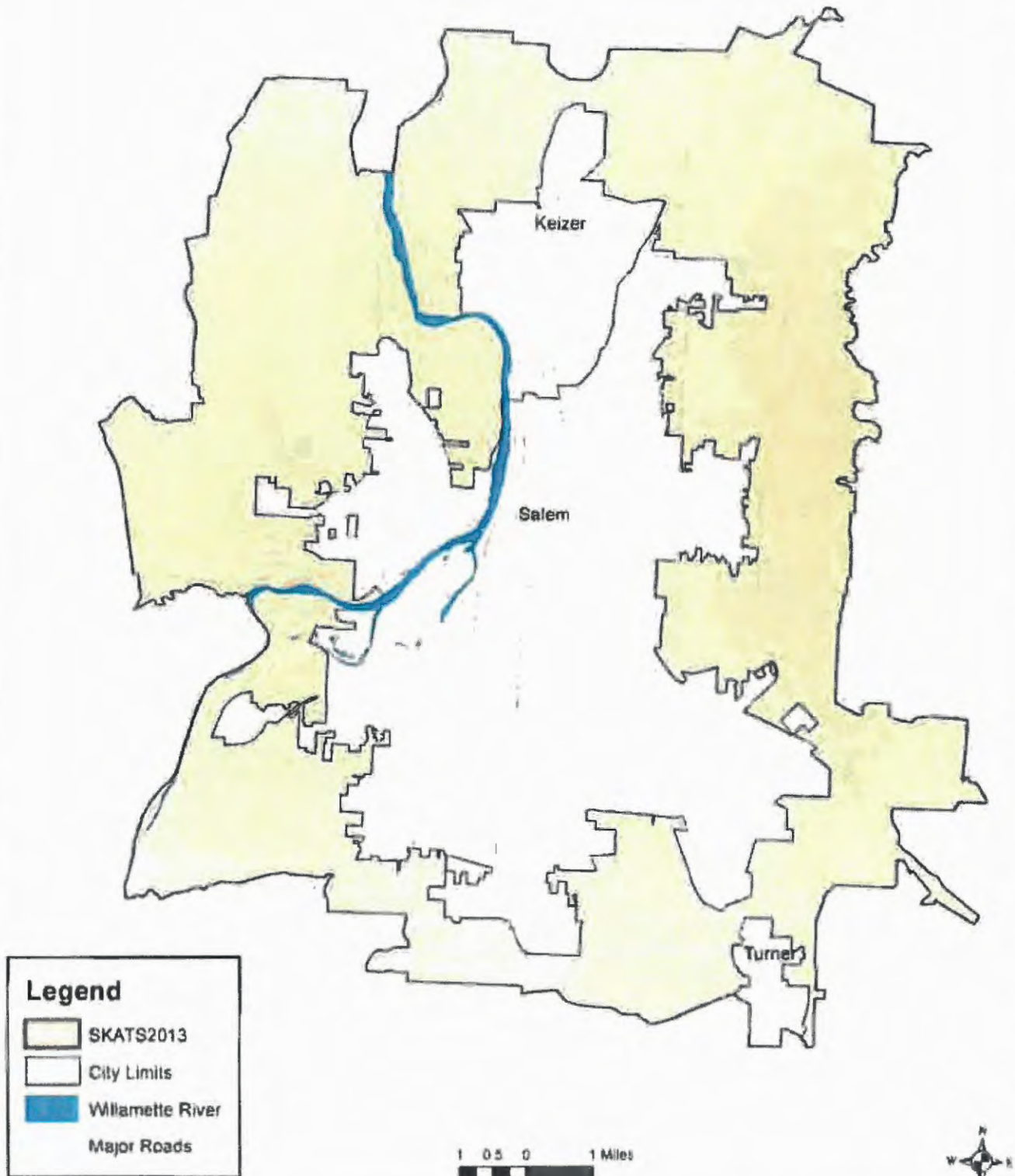
- What agencies will participate in the project?
- Which agency will own the product? (See Definitions)
- Which is the lead agency? (See Definitions)
- Which agency will develop the scope of work? Who will approve it?
- What level of responsibility does each agency have for each task or part of the project?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

b. Communication

- What levels of communication are appropriate for the planning project? (See Definitions)
- What procedures for communication are appropriate for the level of interaction needed? (See Definitions)
- Who from each agency 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 agencies?
- c. Consultants
  - Will consultants assist with the project?
  - Which agency is responsible for recruiting for and/or selecting any consultants to assist the project?
  - 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 agency 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 what 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 agency 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 public transit operators in the area?
  - How will the public transit operators participate in the planning project?
  - Have private providers been considered?

## SKATS TMA Boundary





## Appendix E

### Resolution 15-5

#### Adopting the SKATS 2015-2016 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

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 2015-2016 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 with the Salem Area Mass Transit District (SAMTD) are also required; and

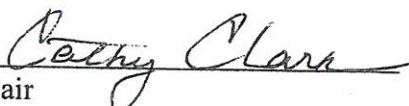
WHEREAS, it is SKATS policy to conduct the aforementioned reviews annually concurrently with the UPWP adoption process;

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

That the attached SKATS 2015-2016 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 and certifications 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 SKATS/SAMTD Planning Agreement (*UPWP Appendix C*) 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 24th day of March 2015.

  
Chair  
Salem-Keizer Area Transportation Study  
Policy Committee