



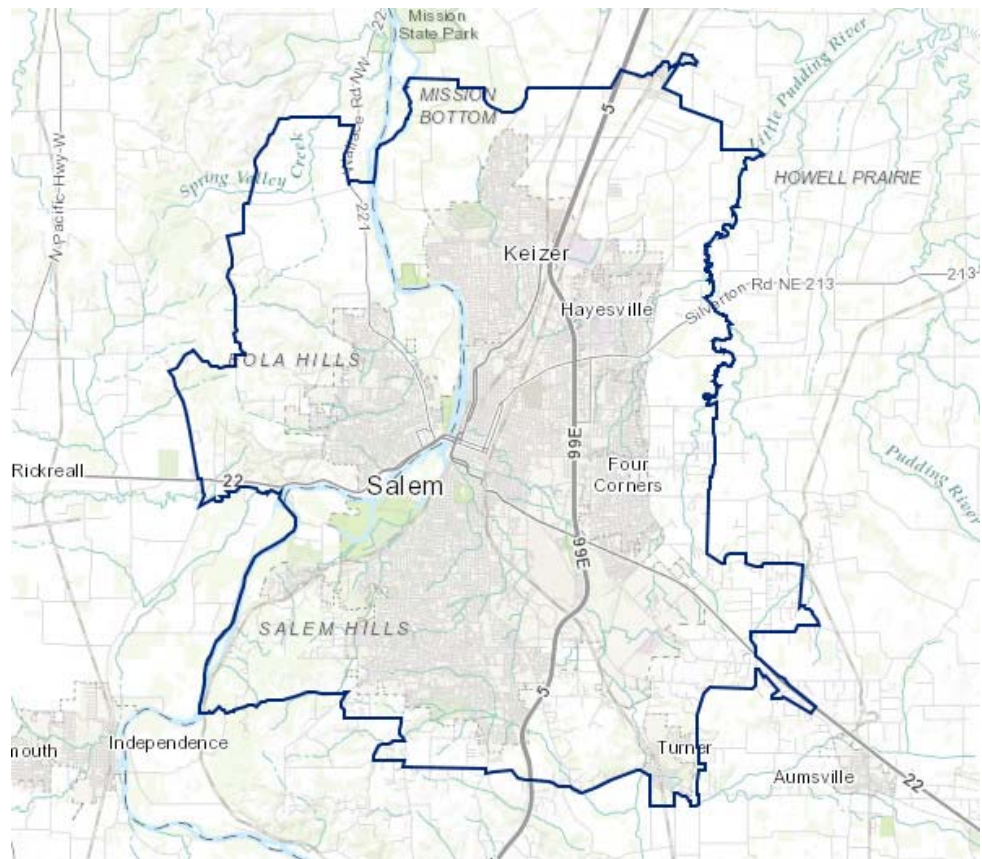
U.S. Department
of Transportation

Federal Highway
Administration
Oregon Division
Salem, OR

Federal Transit
Administration
Region 10
Seattle, WA

Transportation Management Area Planning Certification Review

Salem-Keizer, Oregon Transportation Management Area *Salem-Keizer Area Transportation Study (SKATS)*



**Certification Issued:
November 18, 2016**

**Draft Summary Report Issued:
May 24, 2017**



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ACRONYMS

ADA:	Americans with Disabilities Act
CFR:	Code of Federal Regulations
CMP:	Congestion Management Process
EJ:	Environmental Justice
FAST Act:	Fixing America's Surface Transportation Act
FHWA:	Federal Highway Administration
FTA:	Federal Transit Administration
FY:	Fiscal Year
ITS:	Intelligent Transportation Systems
LEP:	Limited-English-Proficiency
M&O:	Management and Operations
MPA:	Metropolitan Planning Area
MPO:	Metropolitan Planning Organization
MTP:	Metropolitan Transportation Plan
ODOT:	Oregon Department of Transportation
PBPP:	Performance-based Planning and Programming
RTSP:	Regional Transportation Systems Plan
SAMTD:	Salem Area Mass Transit District
SKATS:	Salem-Keizer Area Transportation Study
STIP:	State Transportation Improvement Program
TDM:	Travel Demand Management
TIP:	Transportation Improvement Program
TMA:	Transportation Management Area
TPM:	Transportation Performance Management
U.S.C.:	United States Code
UPWP:	Unified Planning Work Program
USDOT:	United States Department of Transportation

1.0 EXECUTIVE SUMMARY

On October 12 – 13, 2016, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the on-site certification review of the transportation planning process for the Salem-Keizer urbanized area. FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population at least every four years to determine if the process meets the Federal planning requirements. The first certification review for the Salem-Keizer urbanized area was conducted in 2004, the second was conducted in 2008, the third was conducted in 2012, and the current was conducted in 2016.

1.1 Disposition of 2012 Findings

Six corrective actions and multiple recommendations were identified in the 2012 certification review. SKATS addressed all six corrective actions. A complete list of the 2012 findings, including corrective actions, recommendations, and commendations are provided in Appendix A of the report.

1.2 Summary of 2016 Findings

As a result of this review, FHWA and FTA certified the transportation planning process conducted by Oregon Department of Transportation (Oregon DOT), SKATS Metropolitan Planning Organization (MPO), and Salem Area Mass Transit District for the next four years. See Appendix E for the November 18, 2016 USDOT Certification Letter. This certification is subject to addressing corrective actions identified in this report. There are also recommendations in this report that warrant close attention and follow-up, as well as areas that MPO is performing very well in that are to be commended. Details of the certification findings for each of the items below are contained in this report.

SKATS 2016 certification findings include:

- 5 Corrective actions
- 11 Recommendations
- 1 Commendation

Planning Topic	Findings	Due Date (if applicable)
	<p>Recommendation 1 – Certification Action Team: The Federal review team recommends SKATS staff, SKATS members, FHWA, FTA, ODOT, and SAMTD create a certification review action team which would be responsible for ensuring the successful resolution of corrective actions. Participants would be responsible for:</p> <ul style="list-style-type: none">• Creating an action plan for addressing corrective actions and recommendations (FHWA can provide a template)• Participate in periodic status update meetings• Provide/receive technical assistance• Review draft processes and documents prior to meetings• Setting other ground rules for the team	

Planning Topic	Findings	Due Date (if applicable)
Unified Planning Work Program (UPWP) 23 CFR 450.308	Recommendation 2 –UPWP: The Federal review team recommends SKATS make the following improvements to the UPWP: <ul style="list-style-type: none"> • A summary table that details schedule of all work tasks, including key milestones, and scheduled completion dates for the UPWP. • Documentation of the regional transportation issues facing the metropolitan planning area, as identified in the 2015-2035 RTSP, and how the tasks funded in the UPWP address those issues. • A table that identifies the status of all Federally required MPO documents, including: <ul style="list-style-type: none"> ○ Current MPO adoption date, ○ Federal approvals/determinations, when appropriate, and ○ Scheduled timeframe/deadline for updates which may extend past the timeframe of the UPWP. 	
	Recommendation 3 – UPWP: The Federal review team recommends SKATS more consistently and sufficiently document for each UPWP work task: <ul style="list-style-type: none"> • Description of the work to be performed and who will perform the work, as leads or support. • The schedule for completion of the work tasks, including dates of key milestones. • The intended products for discrete work tasks. • Cost estimates provided for each work element, including the source of funding and funding program. 	
Metropolitan Transportation Plan (MTP) 23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324	Corrective Action 1 – Metropolitan Transportation Plan: By May 31, 2019, with the update of the MTP, SKATS must clearly document an integrated, regional transportation planning process, including all supporting analysis, to meet the requirements of 23 CFR 450.324. The MTP should include documentation on: the clear integration of Federal planning factors; the use of the plan’s vision, goals, objectives, and indicators in the decision-making process; and consultation processes. The plan should also include a more fully developed financial plan and further discussion of the linkage between the CMP and RTSP.	5/31/2019
Transportation Improvement Program (TIP) 23 U.S.C. 134(c)(h)& (j) 23 CFR 450.326	Corrective Action 2 – TIP: By July 1, 2020, with the update of the next TIP, SKATS must provide clear documentation that adequate funding is available by year to operate and maintain the system and to deliver projects on the schedule proposed in the TIP to meet all financial planning and fiscal constraint requirements identified in 23 CFR	7/1/2020

Planning Topic	Findings	Due Date (if applicable)
	450.326.	
	Recommendation 4 – TIP: The Federal review team recommends SKATS update TIP amendment procedures to clearly distinguish what constitutes full amendments which requires Federal approval, ensuring all changes that affect financial constraint are an amendment.	
	Recommendation 5 – TIP: The Federal review team recommends ODOT work with local road agencies to identify causes of project delays, identify solutions, and provide the oversight necessary to ensure project implementation schedules and cost estimates are realistic, projects are delivered on schedule, and the carry-forward culture is eliminated.	
	Recommendation 6 – TIP: The Federal review team recommends ODOT work with all Oregon MPOs to cooperatively create a consistent statewide TIP financial planning process and format to demonstrate financial constraint by year.	
	Commendation 1 – TIP: The Federal review team commends SKATS for implementing a TIP project prioritization process that addresses consistency with local transportation systems plans, regional MTP goals and objectives, and begins to address project readiness.	
Congestion Management Process (CMP) 23 U.S.C. 134(k)(3) 23 CFR 450.322	Corrective Action 3 – CMP: By May 31, 2019, with the update of the MTP, SKATS must make the following improvements to the congestion management process to meet the requirements of 23 CFR 450.322: <ul style="list-style-type: none"> • Congestion management objectives, • Evaluation of alternative strategies, • Evaluation of the effectiveness of congestion reduction strategies with established performance measures, and • Evaluation of the efficiency and effectiveness of implemented actions. 	5/31/2019
	Recommendation 7 – CMP: The Federal review team recommends SKATS make the following improvements to the CMP: <ul style="list-style-type: none"> • Documentation of the regional and corridor level congestion management processes and analyses. • More fully develop the multimodal transportation system performance measures so that they include other modes besides transit and automobiles, and that they more fully integrate into the CMP-MTP process. • Identification of non-recurring congestion and strategies to address, possibly using crash data. • Identify any additional linkages to ITS technologies as related to the regional ITS Architecture. • Further develop the identified transportation projects section for 	

Planning Topic	Findings	Due Date (if applicable)
	<p>each corridor into an implementation activity list with a complementary schedule.</p> <ul style="list-style-type: none"> Enhance the documentation of the feasibility and effectiveness of alternative strategies (i.e., TDM, operations, bike/pedestrian, etc.) selected for implementation in major corridors where significant capacity additions are planned or programmed. 	
	<p>Recommendation 8 – CMP: The federal review team recommends SKATS continue to utilize the ROCR to meet the CMP requirement for system evaluation and monitoring, and document how, when, and where the data and analysis in the ROCR applies to the congestion management process. The Federal review team also recommends SKATS identify reliable data collection and system performance monitoring methods to define the extent and duration of congestion and to help determine the causes of congestion.</p>	
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	<p>Corrective Action 4 – Public Participation: By December 31, 2017, prior to the next MTP update, SKATS shall update the PPP to meet all requirements of 23 CFR 450.316 and 326(b), including:</p> <ul style="list-style-type: none"> Identification of key decision points where the MPO requests public comment and explicit procedures for outreach at these milestones. Inclusion of a disposition of comments with major federal planning documents. Specific outreach strategies to engage traditionally underserved populations. Criteria or process to evaluate the effectiveness of outreach processes. In each major planning document, a demonstration of how the explicit processes and procedures identified in the PPP were followed and a summary that characterizes the extent to which public comments influenced MTP and TIP development. 	12/31/2017
	<p>Recommendation 9 – Public Participation Plan: The Federal review team recommends SKATS add instructions to the PPP on how the public can become one of the selected members to sit on the Citizens Advisory Committee if one is established.</p>	
Consultation 23 U.S.C. 134(g) & (i) 23 CFR 450.316(b-e), 23 CFR 450.324(g)(10) and 23 CFR 450.324(h)	<p>Corrective Action 5 – Consultation: By December 31, 2017, SKATS shall develop and document a formal consultation process for the MPO to meet all requirements in 23 CFR 450.316(b-e), 23 CFR 450.324(g)(10), and in 23 CFR 450.324(h).</p>	12/31/2017

Planning Topic	Findings	Due Date (if applicable)
Environmental Justice Executive Order #12898 and 23 CFR 450.316(a)(1)(vii)	<p>Recommendation 10 – Environmental Justice: The Federal review team recommends SKATS improve Environmental Justice (EJ) analysis by:</p> <ul style="list-style-type: none"> • Collaborating with community groups and agencies that work with EJ populations, including local transit providers, to collect feedback on criteria and threshold for identifying EJ population locations, outreach strategies, and to begin building relationships with EJ populations. • Providing separate maps of individual EJ minority populations and an aggregated EJ population map, to better demonstrate the make-up of the community, for use in better identifying which community groups and agencies to partner with, and identify specific outreach strategies beneficial to specific EJ populations. • The MTP and TIP environmental justice analysis should be further developed to identify how projects and programs would benefit and/or burden environmental justice populations compared to non-EJ populations. SKATS should consider using the MTP goals, objectives, and indicators as criteria for this EJ benefits and burden analysis. • Using the terminology “minority” populations. 	
Performance-Based Planning and Programming	<p>Recommendation 11 – PBPP: The Federal review team recommends SKATS continue to work with ODOT and SAMTD to implement new planning requirements for performance-based planning and programming, including:</p> <ul style="list-style-type: none"> • Discussing the new requirements, identify which processes need updating to meet new requirements and a plan for updates, data collection and sharing requirements to be ready for PBPP. • Making necessary connections to other performance-based plans. • Further developing data needs to ensure that future MTP and TIP updates implement an objective-driven, performance-based planning process. • Updating Planning Agreements that describes how transportation planning efforts will be coordinated between the agencies and document specific roles and responsibilities each agency has in the performance of transportation planning for the region. • Reviewing MTP and TIP project prioritization and decision-making processes and how they support a performance-based process. • Identifying a way to capture safety projects, or safety components on projects, in the MTP and TIP in a way that will assist the MPO in meeting the new performance-based planning and programming requirements. 	

2.0 INTRODUCTION

2.1 Background

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. As a consequence, the scope and depth of the Certification Review will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, the Metropolitan Transportation Plan (MTP), Metropolitan Transportation Improvement Program (TIP), Statewide Transportation Improvement Program (STIP) findings, air-quality (AQ) conformity determinations (in nonattainment and maintenance areas), as well as a range of other formal and less formal contact provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process. While the Certification Review report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and FTA field offices, and their content will vary to reflect the planning process reviewed, whether or not they relate explicitly to formal “findings” of the review.

2.2 Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the FHWA and FTA, are required to jointly review and evaluate the transportation planning process in all urbanized areas over 200,000 population to determine if the process meets the Federal planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450.

Certification of the planning process is a prerequisite to the approval of Federal funding for transportation projects in such areas. The certification review is also an opportunity to provide assistance on new programs and to enhance the ability of the metropolitan transportation planning process to provide decision makers with the knowledge they need to make well-informed capital and operating investment decisions.

2.3 MPO Overview

The Salem-Keizer Area Transportation Study (SKATS) became the federally designated Metropolitan Planning Organization (MPO) for the Salem urbanized area in 1987 and a Transportation Management Area (TMA) following the 2000 Census where the area's population exceeded 200,000. The Oregon Department of Transportation (ODOT) is the responsible State agency and Salem Area Mass Transit District (SAMTD) is the responsible public transportation operator. The study area includes all Salem, Keizer, and Turner and parts of Marion and Polk County, with the City of Salem as the largest population center. The MPO has a population of 243,591, as of the 2010 U.S. Census.

Policy Committee

The Policy Committee, as the designated decision-making body for the SKATS MPO, is responsible for carrying out a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development and approval of a metropolitan transportation plan (MTP) and transportation improvement program (TIP) that:

- Encourages and promotes the safe and efficient development, management, and operation of surface transportation systems
- Serves the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities),
- Fosters economic growth and development,
- Minimizes transportation-related fuel consumption and air pollution,
- Encourages continued development and improvement of metropolitan transportation planning processes guided by the planning factors, and
- Provides an opportunity for public input in the process.

Technical Advisory Committee

The Technical Advisory Committee supports the metropolitan transportation planning process by providing technical analysis, specialized knowledge on specific issues as well as recommending specific strategies or projects to the Policy Committee.

MPO Staff

MPO staff responsibilities include assisting the MPO Policy Committee and Technical Advisory Committee to:

- Manage the regional transportation planning process
- Foster regional and interagency coordination
- Conduct technical assessments, regional analysis, and evaluate proposed transportation initiatives
- Prepare documents
- Facilitate public input and feedback.

Policy Committee Membership

- City of Keizer
- City of Salem
- City of Turner
- Marion County
- Polk County
- ODOT
- SAMTD
- Salem-Keizer School District

Technical Advisory Committee Membership

- Policy Committee members
- Oregon Department of Land Conservation and Development
- Oregon Department of Environmental Quality
- Federal Highway Administration

3.0 SCOPE AND METHODOLOGY

3.1 Review Process

SKATS's initial certification review was conducted in 2004. Subsequent certification reviews were conducted 2008 and 2012. A summary of 2012 findings and their disposition is provided in Appendix A.

This report details the fourth review. See Appendix B for the September 29, 2016 USDOT letter notifying SKATS of the upcoming certification review. This certification review consisted of a desk review, public involvement, a formal site review which was conducted October 12-13, 2016, and this report.

3.2 Documents Reviewed

A desk review of current documents and correspondence was completed prior to the formal site review. In addition to the site review, routine oversight mechanisms provide a major source of information upon which to base the certification findings. The following MPO documents were evaluated as part of this certification review:

- UPWP - SKATS FY 2016-2017 Unified Planning Work Program, adopted March 22, 2016
- MTP- SKATS 2015-2035 Regional Transportation Systems Plan (RTSP), adopted May 26, 2015
- TIP- SKATS FY 2015-2020 Metropolitan Transportation Improvement Program, adopted June 24, 2014
- PPP - Public Participation Plan adopted April 23, 2013
- CMP – Appendix E of the SKATS 2014-2035 RTSP and the Regional Operational Characteristics Report (ROCR), 2012 Edition

3.3 Onsite Review Agenda

The certification review covers the transportation planning process conducted cooperatively by the MPO, State, and public transportation operators. The following topics areas were selected for the formal site review:

- Unified Planning Work Program (UPWP)
- Metropolitan Transportation Plan (MTP)
- Transportation Improvement Program (TIP)
- Public Participation Plan (PPP)
- Congestion Management Process (CMP)
- Performance-Based Planning and Programming (PBPP)

Participants in the review included representatives of FHWA, FTA, ODOT, Salem Area Mass Transit District, and SKATS MPO staff. A full list of participants at the formal site review is included in Appendix C.

3.4 Public Involvement

As a key part of a certification review, USDOT requests feedback from the public on how the transportation planning process works in the region. For this review, public comment was received via email, an informal discussion with SKATS members immediately following the October 11th SKATS TAC meeting, and at the public

open house held October 13th from 8:00 – 9:00am. SKATS staff used a public notice provided by USDOT and notified the public of the opportunity to provide comment on the transportation planning process conducted in the Salem-Keizer urbanized area. Comment themes provided were considered by the Federal review team and some influenced the findings. USDOT appreciates all comments received. A summary of comments received can be found in Appendix D.

3.5 Findings Letter and Report

Following the onsite review, FHWA and FTA send a certification letter to the MPO to document their certification status. See Appendix E for the USDOT letter dated November 18, 2016 certifying the planning process. Accompanying the certification letter, or following after, is a certification report that documents, for each process reviewed:

Regulatory Basis – Defines where information regarding each planning topic can be found in the Code of Federal Regulations (CFR).

Current Status - Defines what the TMA is currently doing in regards to each planning topic.

Observations - Statements of fact that define the conditions found during FHWA and FTA's routine stewardship and oversight as well as with information collected through public participation, the desk review, and the on-site review provide the primary basis for findings.

Findings – Are supported by the federal review team's observations and divided into three categories:

Commendation: A process or practice that demonstrates noteworthy procedures for implementing the planning requirements.

Recommendation: Ideas for improvement to processes and practices.

Corrective action: Indicates a serious situation that fails to meet one or more requirements of the transportation planning statute and regulations, thus seriously impacting the outcome of the overall process. The expected outcome is change that brings the metropolitan planning process into compliance with a planning statute or regulation; failure to respond by the identified date will likely result in a more restrictive certification.

4.0 MPO ACTION AFTER CERTIFICATION

The MPO is responsible for addressing all corrective actions by the due date in the certification report. ODOT, as an oversight agency for the MPO, is responsible for ensuring corrective actions are being sufficiently addressed by the identified deadline. FHWA and FTA are committed to working closely with SKATS, ODOT, and SAMTD to ensure expectations are understood, provide stewardship and technical assistance, and to establish a framework for the resolution of corrective actions and recommendations resulting from certification reviews.

4.1 Certification Action Team

Recommendation 1 – Certification Action Team: The Federal review team recommends SKATS staff, SKATS members, FHWA, FTA, ODOT, and SAMTD create a certification review action team which would be responsible for ensuring the successful resolution of corrective actions. Participants would be responsible for:

- Creating an action plan for addressing corrective actions and recommendations (FHWA can provide a template)
- Participate in periodic status update meetings
- Provide/receive technical assistance
- Review draft processes and documents prior to meetings
- Setting other ground rules for the team

5.0 CERTIFICATION FINDINGS

The FHWA and FTA review found that the metropolitan transportation planning process conducted in the Salem-Keizer Area Transportation Study area meets with corrective actions the Federal planning requirements as follows. See Appendix E for the USDOT letter dated November 18, 2016 certifying the planning process.

Detailed information about each planning topic reviewing as part of the 2016 SKATS certification review can be found below. A summary table of findings can be found in the Executive Summary of this report.

5.1 Unified Planning Work Program

5.1.1 Regulatory Basis

23 CFR 450.308 sets the requirement that planning activities performed under Titles 23 and 49 U.S.C. be documented in a Unified Planning Work Program (UPWP). FHWA and FTA planning funds are available to MPOs to accomplish metropolitan transportation planning requirements. The MPO, in cooperation with the State and public transportation operator, shall develop a UPWP that includes a discussion of the planning priorities facing the MPO and the resulting work proposed for the next one- or two-year period by major activity and task in sufficient detail to indicate the agency that will perform the work, the schedule for completing the work, the resulting products, the proposed funding, and sources of funds by task.

5.1.2 Current Status

The current UPWP at the time of the review was the SKATS FY 2016-2017 and covers July 1, 2016 – June 30, 2017. The MPO board adopted the UPWP on March 22, 2016 and USDOT made an approval on April 28, 2016. For fiscal years 2016-2017, SKATS showed the following funding programmed in the UPWP:

- \$1,608,939 total, including:
 - \$508,024 in FHWA Metropolitan Planning (PL) funding
 - \$919,000 in FHWA Surface Transportation Program (STP) funding
 - \$162, 520 in FTA 5303 Metropolitan Planning funding:
 - \$40,000 is used by SKATS staff
 - \$121,520 is passed through the Salem Area Transit District for transit planning
 - \$20,000 in ODOT staff support to the MPO, no funding source identified

5.1.3 Observations

The UPWP includes:

- Tasks to address the findings made during the 2012 certification review, as recommended in the 2012 certification review
- General discussion of planning requirements,
- A list of major planning activities and products, including continuing activities and recurring products,
- Multiple activities for work on various committees and traffic studies,
- Activities to address the new Federal planning requirements,
- Two budget tables:

- SKATS Planning Funds by Source, which includes non-Federal match requirements, and
- UPWP Program Budget by Agency, which identifies how much funding MWVCOG, SAMTD, and ODOT are planned to receive for major work elements

The UPWP touches on many of the requirements, however it lacks:

- A link between the UPWP tasks programmed for funding and the regional transportation issues in the metropolitan planning area identified in the 2015-2035 RTSP
- A summary table of work to be completed
- The Federal funding program and budgeted amounts for each work task
- A Status of MPO Documents table to serve as a reference summarizing the adoption date for current documents and the timeframe for the next scheduled updates

The UPWP included the following detail in some of the work tasks/elements, though lacked consistent detail for all tasks/elements for:

- Budgeted funding amounts and Federal funding sources for work tasks
- As documented in the 2012 certification report:
 - The MPO's roles and responsibilities in accomplishing the tasks, including lead agency
 - Schedules to complete the work tasks

5.1.4 Findings

Recommendation 2 –UPWP: The Federal review team recommends SKATS make the following improvements to the UPWP:

- A summary table that details schedule of all work tasks, including key milestones, and scheduled completion dates for the UPWP.
- Documentation of the regional transportation issues facing the metropolitan planning area, as identified in the 2015-2035 RTSP, and how the tasks funded in the UPWP address those issues.
- A table that identifies the status of all Federally required MPO documents, including:
 - Current MPO adoption date,
 - Federal approvals/determinations, when appropriate, and
 - Scheduled timeframe/deadline for updates which may extend past the timeframe of the UPWP.

Recommendation 3 – UPWP: The Federal review team recommends SKATS more consistently and sufficiently document for each UPWP work task:

- Description of the work to be performed and who will perform the work, as leads or support
 - The schedule for completion of the work tasks, including dates of key milestones
 - The intended products for discrete work tasks
- Cost estimates provided for each work element, including the source of funding and funding program.

5.2 Metropolitan Transportation Plan

5.2.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20-year

planning horizon and that it includes both long and short range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Under 23 CFR 450.324(f), the MTP is required, at a minimum, to consider the following:

- Projected transportation demand
- Existing and proposed transportation facilities
- Operational and management strategies
- Congestion management process
- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements
- A fiscally constrained financial plan

Note: 23 CFR 450 was updated May 27, 2016 to reflect changes to that occurred with the Fixing America's Surface Transportation (FAST) Act. 23 CFR 450.340 Phase-in of new requirements states:

(a) Prior to May 27, 2018, an MPO or MPOs may adopt a metropolitan transportation plan that has been developed using the SAFETEA-LU requirements or the provisions and requirements of this part. On or after May 27, 2018, an MPO or MPOs may not adopt a metropolitan transportation plan that has not been developed according to the provisions and requirements of this part."

(f) Prior to 2 years from the effective date of each rule establishing performance measures under 23 U.S.C. 150(c), 49 U.S.C. 5326, or 49 U.S.C. 5329, an MPO may adopt a metropolitan transportation plan that has been developed using the SAFETEA-LU requirements or the performance-based planning requirements of this part and in such a rule. Two years on or after the effective date of each rule establishing performance measures under 23 U.S.C. 150(c), 49 U.S.C. 5326, or 49 U.S.C. 5329, an MPO may only adopt a metropolitan transportation plan that has been developed according to the performance-based provisions and requirements of this part and in such a rule.

5.2.2 Current Status

The current MTP at the time of the review was the SKATS 2015-2035 Regional Transportation System Plan (RTSP) and is developed to meet both Federal and State transportation planning requirements. The MPO board adopted the MTP on May 26, 2015 and the USDOT made a conformity determination on February 26, 2016. SKATS is an air quality limited maintenance area which means that, although a regional emissions analysis is not required, the MPO is required to make an air quality conformity determination. Because of its air quality designation, SKATS is required to update the MTP every four years, requiring SKATS to adopt the next RTSP by May 26, 2019.

Note: Updated Federal performance-based planning requirements will need to be addressed for any MTP updated or amended after May 27, 2018.

5.2.3 Observations

- SKATS expanded the 2015-2035 MTP to generally better meet federal planning requirements than the previous MTP.
- The MTP conducted an air quality conformity determination.
- SKATS updated the MTP financial plan to address the 2012 corrective action. While there were improvements made, the financial plan does not sufficiently document:
 - How projects and programs will be supported by current and assumed new revenue sources,
 - Total fiscally constrained cost of the planned investments,
 - Total unconstrained costs,
 - Total current law revenue forecast,
 - Total financial shortfall, and
 - Specific new revenue sources assumed to support the constrained funding gap.
- The Salem Area Mass Transit District (SAMTD) is the lead agency for transit planning efforts for the MPO.
- The MTP failed to demonstrate how SKATS conducted a comprehensive regional multimodal planning process that communicates how SKATS developed the proposed transportation system from existing conditions, as many supporting analyses were not documented, including:
 - As also identified in the 2012 certification, a clear linkage between the safety analysis, congestion management process, and management and operations analysis being used in the development of projects.
 - As also identified in the 2012 certification, the MTP touches on most of the Federal planning factors, however it is not readily apparent how each factor was integrated into the transportation planning process. For example, while the MTP has a goal regarding safety and the plan identified crash locations, but it is unclear the impact either had in the planning and decision-making processes.
 - How the vision, goals, objectives, and indicators were used to guide decision-making.
 - How the congestion management process in Appendix E was utilized.
 - The MTP appears to focus heavily on the road system and does not consistently document the integrated, long-term needs of all modes.
 - Documentation of the travel demand model processes.
 - The MTP includes data to support an environmental justice analysis but falls short of analyzing and identifying the benefits and/or burdens of projects/programs selected for funding.
- Data Sources for Cultural, Environmental, and Historical Resources were included in Appendix C, though it is unclear how/if this data was used.
- A Forecast Working Group was used to update population and employment forecasts and allocations through 2035.
- Historic Travel Characteristics of the SKATS area were documented in Appendix B.
- The MTP lacked any documentation of the requirements for:

- Consultation with Federal, State, and local agencies responsible for land-management, natural resource, environmental protection, conservation, and historic preservation.
 - Public involvement conducted, comments received, or the disposition of comments.
- The MTP includes performance indicators, which is a good first step towards implementing a performance-based process, though data issues have limited full implementation.

5.2.4 Findings

Corrective Action 1 – Metropolitan Transportation Plan: By May 31, 2019, with the update of the MTP, SKATS must clearly document an integrated, regional transportation planning process, including all supporting analysis, to meet the requirements of 23 CFR 450.324. The MTP should include documentation on: the clear integration of Federal planning factors; the use of the plan's vision, goals, objectives, and indicators in the decision-making process; and consultation processes. The plan should also include a more fully developed financial plan and further discussion of the linkage between the CMP and RTSP.

Proposed FHWA/FTA Technical Assistance and/or Resources

Guidance on Financial Planning, Fiscal Constraint for Transportation Plans, Programs

<https://www.fhwa.dot.gov/planning/guidfinconstr.cfm>

Fiscal Constraint Questions and Answers

<https://www.fhwa.dot.gov/planning/fscfctrntques.cfm>

Operations and Maintenance Assessment Checklist

<https://www.fhwa.dot.gov/planning/opmasmtchklist.cfm>

MPO Guidebook for Using Safety as a Project Prioritization Factor

https://www.fhwa.dot.gov/planning/transportation_safety_planning/publications/mpo_guidebook/index.cfm

Scenario Planning – Overview

https://www.fhwa.dot.gov/planning/scenario_and_visualization/scenario_planning/scenabout.cfm

5.3 Transportation Improvement Program

5.3.1 Regulatory Basis

23 U.S.C. 134(c),(h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). Under 23 CFR 450.326, the TIP must meet the following requirements:

- Must cover at least a four-year horizon and be updated at least every four years.
- Surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C., except as noted in the regulations, are required to be included in the TIP.
- List project description, total project cost, funding source(s), and identification of the agency responsible for carrying out each project.
- Projects need to be consistent with the adopted MTP.
- Must be fiscally constrained by year.

- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.

Note: 23 CFR 450 was updated May 27, 2016 to reflect changes to that occurred with the Fixing America's Surface Transportation (FAST) Act. 23 CFR 450.340 Phase-in of new requirements states:

(b) Prior to May 27, 2018 (2 years after the publication date of this rule), FHWA/FTA may determine the conformity of, or approve as part of a STIP, a TIP that has been developed using SAFETEA-LU requirements or the provisions and requirements of this part. On or after May 27, 2018 (2 years after the publication date of this rule), FHWA/FTA may only determine the conformity of, or approve as part of a STIP, a TIP that has been developed according to the provisions and requirements of this part, regardless of when the MPO developed the TIP.

(c) On and after May 27, 2018 (2 years after the issuance date of this rule), the FHWA and the FTA will take action (*i.e.*, conformity determinations and STIP approvals) on an updated or amended TIP developed under the provisions of this part, even if the MPO has not yet adopted a new metropolitan transportation plan under the provisions of this part, as long as the underlying transportation planning process is consistent with the requirements in the MAP-21.

(d) On or after May 27, 2018 (2 years after the publication date of this rule), an MPO may make an administrative modification to a TIP that conforms to either the SAFETEA-LU or to the provisions and requirements of this part.

(e) Two years from the effective date of each rule establishing performance measures under 23 U.S.C. 150(c), 49 U.S.C. 5326, and 49 U.S.C. 5329 FHWA/FTA will only determine the conformity of, or approve as part of a STIP, a TIP that is based on a metropolitan transportation planning process that meets the performance based planning requirements in this part and in such a rule.

5.3.2 Current Status

The current TIP at the time of the review was the SKATS 2015-2020 Metropolitan Transportation Improvement Program. The MPO board adopted the TIP on June 24, 2014 and the USDOT made a conformity determination on May 20, 2015. The first 4 years of the TIP (FY 2015-2018) are federally approved and the last two years are considered illustrative and are provided for planning/informational purposes. SKATS is an air quality attainment area with a limited maintenance plan which means that, although a regional emissions analysis is not required, the MPO is required to make an air quality conformity determination. At the time of the review, SKATS was developing the FY 2018 – 2023 TIP. FHWA determined SKATS to be eligible for CMAQ funding in 2016. The FY 2015-2020 TIP is being amended to include CMAQ projects and the FY 2018-2023 is being developed to include CMAQ projects.

Note: Updated Federal performance-based planning requirements will need to be addressed for any TIP updated or amended after May 27, 2018.

5.3.3 Observations

- SKATS made significant improvements to TIP project selection and prioritization process for Surface Transportation Program (STP) and Transportation Alternative Program (TAP) projects which defines Minimum Project Eligibility Criteria and Project Selection Criteria, including:
 - Consistency with local Transportation Systems Plans (TSPs)
 - Availability of funding and eligibility requirements for Federal funding source
 - Benefits they provide, which are derived from goals and objectives of the MTP
 - Project readiness
 - Links to the congestion management process and safety improvements
- The TIP financial plan was updated to address 2012 certification findings. The financial plan included a discussion of Federal, State, and local funding sources and provides general documentation of the revenue estimation process, though lacked detail, including:
 - A cooperative revenue estimation process for the TIP/STIP development.
 - The financial plan included a 3.1% year of expenditure (aka inflation) factor of 3.1%, though no documentation of how that factor was derived.
 - Documentation of the historic numbers or how the historic trends were used to project future revenue.
 - While there are many tables included in the financial plan, a clear demonstration of financial constraint by year of all federal funding.
 - There was no discussion of the cost estimation process used to determine the total project cost.
- The TIP has a discussion of “Carry Forward Projects” which indicated projects not obligated in the year programmed are automatically carried forward to the next fiscal year. It appears there is an issue with local agencies implementing projects on time. As mentioned above, the TIP Project Prioritization Criteria is one way SKATS is attempting to address this issue. SKATS has a good partnership with the ODOT Region 2 office which has been assisting local agencies by doing a desk scoping of TIP projects, including reviewing cost estimates for some proposed projects.
- Appendix A included a list called Status of Major Projects from FY12-FY17 TIP.
- Appendix E documents the Public Outreach and Participation efforts for 2015-2020 TIP development. While there is generally adequate documentation of public outreach conducted and comments received, although it is less clear how (or if) public comments influenced decision-making.
- Procedures for TIP amendments (requires Federal approval) versus an administrative modification (no Federal approval required) are unclear and include a third category called TIP adjustments which is not a category included in the planning regulations.
- The TIP includes an air quality conformity determination.

5.3.4 Findings

Corrective Action 2 – TIP: By July 1, 2020, with the update of the next TIP, SKATS must provide clear documentation that adequate funding is available by year to operate and maintain the system and to deliver projects on the schedule proposed in the TIP to meet all financial planning and fiscal constraint requirements identified in 23 CFR 450.326.

Recommendation 4 – TIP: The Federal review team recommends SKATS update TIP amendment procedures to clearly distinguish what constitutes full amendments which requires Federal approval, ensuring all changes that affect financial constraint are an amendment.

Recommendation 5 – TIP: The Federal review team recommends ODOT work with local road agencies to identify causes of project delays, identify solutions, and provide the oversight necessary to ensure project implementation schedules and cost estimates are realistic, projects are delivered on schedule, and the carry-forward culture is eliminated.

Recommendation 6 – TIP: The Federal review team recommends ODOT work with all Oregon MPOs to cooperatively create a consistent statewide TIP financial planning process and format to demonstrate financial constraint by year.

Commendation 1 - TIP: The Federal review team commends SKATS for implementing a TIP project prioritization process that addresses consistency with local transportation systems plans, regional MTP goals and objectives, and begins to address project readiness.

Proposed FHWA/FTA Technical Assistance and/or Resources:

Guidance on Financial Planning, Fiscal Constraint for Transportation Plans, Programs
<https://www.fhwa.dot.gov/planning/guidfinconstr.cfm>

Fiscal Constraint Questions and Answers
<https://www.fhwa.dot.gov/planning/fsclcntrntques.cfm>

Operations and Maintenance Assessment Checklist
<https://www.fhwa.dot.gov/planning/opmasmtchkfst.cfm>

5.4 Congestion Management Process

5.4.1 Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as non-attainment for ozone or carbon monoxide must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction, and operational management strategies.

23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

5.4.2 Current Status

SKATS became a TMA in 2000, beginning the requirement to develop and integrate a congestion management process in the long-range planning and short-range programming of projects. The first CMP was included in the Regional Transportation System Plan (RTSP) adopted in 2003. The current CMP is documented in Appendix E – Regional Congestion Management Process of the 2015 - 2035 RTSP. The *Regional Operational Characteristics*

Report: An Assessment of the Regionally Significant Roads in the Salem-Keizer Area (ROCR) is a companion document to the CMP that “provides an assessment of how the corridors of regional significance perform over time based on a number of metrics,” last updated in 2012.

5.4.3 Observations

- The CMP network has been adjusted over time and currently includes all principal arterials, which is 15 corridors owned by Oregon Department of Transportation, City of Salem, City of Keizer, and Marion County.
- Data currently collected for the CMP network includes:
 - Travel time – Per SKATS staff, travel time data being the easiest to collect.
 - Crashes – Per SKATS staff, crash data being the easiest to collect.
 - Traffic counts - Being collected by video cameras at selected locations and have recently started to provide more consistent data.
 - Transit ridership - SKATS is developing a process to more effectively disaggregate and analyze transit ridership data.
- SKATS has worked to develop their data capabilities over time, starting with the development of the travel time program in 2002; the 2008, 2009, and 2012 ROCRs, and travel time, collisions, traffic counts, and transit ridership in the 2015-2035 RTSP.
- Historically the ROCR was published every two to three years. As documented in the RTSP, the ROCR will now be published every four years, and will be released one year prior to the update of the RTSP. The ROCR was not updated on the schedules identified; the next update cycle is unclear.
- The CMP relies strongly on corridor studies and project level analysis conducted by facility owners, without regional analysis, approach or recommendation strategies for MPO consideration in the regional planning process.
- There are two lists of Project Categories Excluded from CMP Consideration, which purpose is unclear.
- Systemwide strategies to address congestion include:
 - Regional Traffic Signal Control Center
 - Transportation demand management program
 - Investments in bicycle and walking infrastructure, and
 - Public transit
- SKATS has made progress on the congestion management process, though lacks:
 - Connection between the RTSP congestion objective and the CMP,
 - Documentation of many pieces of evaluation processes, including evaluation of:
 - alternative strategies,
 - effectiveness of congestion reduction strategies with established performance measures,
 - efficiency and effectiveness of implemented actions, and
 - anticipated performance and expected benefits of appropriate congestion management strategies.
- SKATS staff identified the following areas for improvement:
 - Data – travel time, traffic counts, transit data
 - Better documenting the process for including projects in the RTSP
 - Post-project evaluation

5.4.4 Findings

Corrective Action 3 – CMP: By May 31, 2019, with the update of the MTP, SKATS must make the following improvements to the congestion management process to meet the requirements of 23 CFR 450.322:

- Connection between the RTSP congestion objective and the CMP,
- Evaluation of alternative strategies,
- Evaluation of the effectiveness of congestion reduction strategies with established performance measures, and
- Evaluation of the efficiency and effectiveness of implemented actions.

Recommendation 7 – CMP: The Federal review team recommends SKATS make the following improvements to the CMP:

- Documentation of the regional and corridor level congestion management processes and analyses,
- More fully develop the multimodal transportation system performance measures so that they include other modes besides transit and automobiles, and that they more fully integrate into the CMP-MTP process,
- Identification of non-recurring congestion and strategies to address the possibility of using crash data,
- Identify any additional linkages to ITS technologies as related to the regional ITS Architecture,
- Further develop the identified transportation projects section for each corridor into an implementation activity list with a complementary schedule, and
- Enhance the documentation of the feasibility and effectiveness of alternative strategies (i.e., TDM, operations, bike/pedestrian, etc.) selected for implementation in major corridors where significant capacity additions are planned or programmed.

Recommendation 8 – CMP: The federal review team recommends SKATS continue to utilize the ROCR to meet the CMP requirement for system evaluation and monitoring, and document how, when, and where the data and analysis in the ROCR applies to the congestion management process. The Federal review team also recommends SKATS identify reliable data collection and system performance monitoring methods to define the extent and duration of congestion and to help determine the causes of congestion.

Proposed FHWA/FTA Technical Assistance and/or Resources

FHWA and FTA are organizing training for Oregon TMAs on congestion management, scheduled to take place in 2017 and encourage SKATS members and staff to attend.

Good Practice: Wilmington, Delaware Congestion Management Process

http://www.wilmapco.org/Cms/2012_CMS_Final.pdf

Applying Analysis Tools in Planning for Operations

https://ops.fhwa.dot.gov/plan4ops/focus_areas/analysis_p_measure/analysis_p_measure.htm

Congestion Management Process Guidebook

https://www.fhwa.dot.gov/planning/congestion_management_process/cmp_guidebook/

Showcasing Visualization Tools in Congestion Management

https://www.fhwa.dot.gov/planning/congestion_management_process/cmp_visualization_tools/

5.5 Public Participation

5.5.1 Regulatory Basis

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and a periodically reviewing of the effectiveness of the participation plan.

5.5.2 Current Status

The SKATS Public Participation Plan (PPP) was adopted April 23, 2013, an update to the former PPP which was developed in 2006.

5.5.3 Observations

- Through discussion with SKATS staff, it is apparent public outreach is an important activity.
- The PPP includes a Vision, Goals, Objectives, and Policies.
- The MWVCOG website, which houses the SKATS website, went through a considerable update in 2016.
- The MPO publishes an accomplishment report annually, which includes a list of public outreach activities.
- The SAMTD uses the procedures in the SKATS PPP when performing transit planning.
- The MPO created a “Current and Completed Projects” interactive map, documenting where projects have been completed since 2005 and where projects are planned to be constructed for the next five years.
- The MPO implemented an online mapping system where the public can provide comments on proposed projects.
- While there was general information on SKATS outreach procedures, the PPP lacked specific detail that is essential for the public to easily understand engagement opportunities, including:
 - Explicit procedures for outreach at key decision points. Currently the public is only notified at final product adoption and at major amendments.
 - Outreach strategies to engage traditionally underserved populations were not identified or included.
 - Criteria or process to evaluate the effectiveness of outreach processes. The vision, goals, objectives, and policies are a first step towards measuring effectiveness.

5.5.4 Findings

Corrective Action 4 – Public Participation: By December 31, 2017, prior to the next MTP update, SKATS shall update the PPP to meet all requirements of 23 CFR 450.316 and 326(b), including:

- Identification of key decision points where the MPO requests public comment and explicit procedures for outreach at these milestones.
- Inclusion of a disposition of comments with major federal planning documents.
- Specific outreach strategies to engage traditionally underserved populations.
- Criteria or process to evaluate the effectiveness of outreach processes.
- In each major planning document, a demonstration of how the explicit processes and procedures identified in the PPP were followed and a summary that characterizes the extent to which public comments influenced MTP and TIP development.

Recommendation 9 – Public Participation Plan: The Federal review team recommends SKATS add instructions to the PPP on how the public can become one of the selected members to sit on the Citizens Advisory Committee if one is established.

Proposed FHWA/FTA Technical Assistance and/or Resources

FHWA shared a website for the Washtenaw Area Transportation Study that uses an online mapping program to collect public comment on their MTP. <http://micommunityremarks.com/miwats/>

FHWA shared a copy of the Kalamazoo Area Transportation Study PPP which uses a table to document the key decision points to engage the public and explicit procedures to do so.

Developing and Advancing Effective Public Involvement and Environmental Justice Strategies for Rural and Small Communities

https://www.fhwa.dot.gov/planning/public_involvement/publications/effective_strategies/index.cfm

5.6 Consultation

5.6.1 Regulatory Basis

23 U.S.C. 134(g) & (i)(5)-(6) and 23 CFR 450.316(b-e) set forth requirements for consultation in developing the MTP and TIP. Consultation is also addressed specifically in connection with the MTP in 23 CFR 450.324(h) and in 23 CFR 450.324(g)(10) related to environmental mitigation.

In developing the MTP and TIP, the MPO shall, to the extent practicable, develop a documented process that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies as described below:

- Agencies and officials responsible for other planning activities (State, local, economic development, environmental protection, airport operations, or freight)
- Other providers of transportation services
- Indian Tribal Government(s)
- Federal land management agencies

5.6.2 Current Status

Consultation was not identified as a separate topic on the onsite review agenda; however, it was reviewed as a part of the MTP and TIP processes. No documentation of a consultation process was identified.

5.6.3 Observations

- Discussions with SKATS staff reveal the MPO sends letters to some agencies for TIP consultation.
- No documentation of a consultation process was included in the MTP or TIP and the letters sent to resource agencies were not included in the MTP or TIP.
- The MPO stated there are no Tribal reservations within the MPA, though there are traditional/historical resources for which consultation is required.
- SKATS does not have documentation that demonstrates any consultation was conducted on the current MTP or TIP.
- SKATS does not have a documented consultation process which
 - Identifies appropriate agencies to which the Consultation requirement applies for the SKATS metropolitan planning area, including:
 - Agencies and officials responsible for other planning activities (State, local, economic development, environmental protection, airport operations, or freight)
 - Other providers of transportation services
 - Indian Tribal Government(s)
 - Federal land management agencies
 - Ensures all agencies understand the intent of the consultation process,
 - Agreed upon key decision points of MTP and TIP development where consultation is appropriate,
 - Documented roles and responsibilities for MPO and consultation agencies.

5.6.4 Findings

Corrective Action 5 – Consultation: By December 31, 2017, SKATS shall develop and document a formal consultation process for the MPO to meet all requirements in 23 CFR 450.316(b-e), 23 CFR 450.324(g)(10), and in 23 CFR 450.324(h).

5.7 Environmental Justice

5.7.1 Regulatory Basis

Executive Order #12898 (Environmental Justice) directs federal agencies to develop strategies to address disproportionately high and adverse human health or environmental effects of their programs on minority and low-income populations. In compliance with this Executive Order, USDOT and FHWA issued orders to establish policies and procedures for addressing environmental justice in minority and low-income populations. The planning regulations, at 23 CFR 450.316(a)(1)(vii), require that the needs of those “traditionally underserved” by existing transportation systems, such as low-income and/or minority households, be sought out and considered.

5.7.2 Current Status

Environmental Justice was not identified as a separate topic on the onsite review agenda; however, it was reviewed as a part of the MTP and TIP processes.

5.7.3 Observations

- MTP - the EJ analysis for the MTP (2015-2035 RTSP) is located in Chapter 6-Impacts. Goal 5 of the MTP is “A regional transportation system that is equitable for all users: that the benefits and burdens of the transportation system are not disproportionately distributed but rather are equally spread in the region”.
- TIP - The EJ analysis for the FY 2015-2020 TIP is located in Appendix C-Environmental Justice Analysis. TIP Appendix D-Project Prioritization Process includes an application form which has the applicant describe project benefits to EJ populations.
- SKATS updated its Geographic Profile of Transportation Disadvantaged Populations report in 2012. This report is “an effort to provide a background to enable planning for functional and equitable access to goods, services and employment”.
- For both the MTP and TIP, SKATS mapped the geographic locations of projects and conducted a quantitative analysis for the percentage of projects in Census tracts with above, at/near, or below average EJ populations.
- The EJ analysis falls short of determining if the MTP and TIP has a disproportionately high or adverse effect on, or provide the same benefit to, EJ populations versus non-EJ populations.
- It is unclear how EJ populations needs were used as inputs to determine system needs or if the EJ analysis impacted funding of projects.

5.7.4 Findings

Recommendation 10 – Environmental Justice: The Federal review team recommends SKATS improve Environmental Justice (EJ) analysis by:

- Collaborating with community groups and agencies that work with EJ populations, including local transit providers, to collect feedback on criteria and threshold for identifying EJ population locations, outreach strategies, and to begin building relationships with EJ populations.
- Providing separate maps of individual EJ minority populations and an aggregated EJ population map, to better demonstrate the make-up of the community, for use in better identifying which community groups and agencies to partner with, and identify specific outreach strategies beneficial to specific EJ populations.
- The MTP and TIP environmental justice analysis should be further developed to identify how projects and programs would benefit and/or burden environmental justice populations compared to non-EJ populations. SKATS should consider using the MTP goals, objectives, and indicators as criteria for this EJ benefits and burden analysis.
- Using the terminology “minority” populations.

Proposed FHWA/FTA Technical Assistance and/or Resources

FHWA is arranging a training/technical session for MPOs on conducting an environmental justice analysis and outreach strategies to engage EJ populations.

FHWA Environmental Justice Reference Guide

https://www.fhwa.dot.gov/environment/environmental_justice/publications/reference_guide_2015/fhwahep15035..pdf

Pursuing Equity in Pedestrian and Bicycle Planning

https://www.fhwa.dot.gov/environment/bicycle_pedestrian/resources/equity_paper/

5.8 Performance-Based Planning and Programming

5.8.1 Regulatory Basis

With the passage of Moving Ahead for Progress in the 21st Century (MAP-21) and continued in the FAST Act, 23 U.S.C. 134(h)(2)(A) and 23 CFR 450.306(d)(1)-(5) sets forth requirements for metropolitan planning organizations, in cooperation with the State and public transportation operators, shall develop long-range transportation plans and TIPs through a performance-driven, outcome-based approach to planning for metropolitan areas of the State.

23 CFR 450 was updated May 27, 2016 to reflect this updated performance-based framework, which includes:

- The establishment and use of a performance-based approach to transportation decision-making to support the national goals described in 23 U.S.C. 150(b) and the general purposes described in 49 U.S.C. 5301(c).
- Establishment of performance targets by MPOs to address performance measures and coordinated, to the maximum extent possible, with the State and public transportation providers, not later than 180 days after the date on which the relevant State or provider of public transportation establishes the performance targets.
- Integration in the metropolitan transportation planning process, directly or by reference, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans developed under 49 U.S.C. chapter 53 by providers of public transportation, required as part of a performance-based program including:
 - The State asset management plan for the NHS, as defined in 23 U.S.C. 119(e) and the Transit Asset Management Plan, as discussed in 49 U.S.C. 5326;
 - Applicable portions of the HSIP, including the SHSP, as specified in 23 U.S.C. 148;
 - The Public Transportation Agency Safety Plan in 49 U.S.C. 5329(d);
 - Other safety and security planning and review processes, plans, and programs, as appropriate;
 - The Congestion Mitigation and Air Quality Improvement Program performance plan in 23 U.S.C. 149(l), as applicable;
 - Appropriate (metropolitan) portions of the State Freight Plan (MAP-21 section 1118);
 - The congestion management process, as defined in 23 CFR 450.322, if applicable; and
 - Other State transportation plans and transportation processes required as part of a performance-based program.
- In MPAs in which multiple MPOs have been designated, the MPOs shall jointly establish, for the MPA, the performance targets that address performance measures or standards established under 23 CFR part 490 (where applicable), 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d).

5.8.2 Current Status

Deadlines to phase-in the new PBPP requirements begin May 27, 2018.

5.8.3 Observations

- The federal review team acknowledges SKATS for starting discussions and reviewing data for PBPP.
- As of the onsite review, SKATS has performed the following PBPP-related activities:
 - Sent staff to PBPP training
 - Discussed the new requirements
 - Downloaded the PBPP Self-Assessment, though at the time of the review they had not started the assessment
 - Compiled and discussed a safety profile and crash rate data
 - Began discussing whether to adopt ODOT's safety targets or set their own
 - Started building a website of safety projects planned and completed

5.8.4 Findings

Recommendation 11 – PBPP: The Federal review team recommends SKATS continue to work with ODOT and SAMTD to implement new planning requirements for performance-based planning and programming, including:

- Discussing the new requirements, identify which processes need updating to meet new requirements and a plan for updates, data collection and sharing requirements to be ready for PBPP.
- Making necessary connections to other performance-based plans.
- Further develop data needs to ensure that future MTP and TIP updates implement an objective-driven, performance-based planning process Updating Planning Agreements that describes how transportation planning efforts will be coordinated between the agencies and document specific roles and responsibilities each agency has in the performance of transportation planning for the region.
- Reviewing MTP and TIP project prioritization and decision-making processes and how they support a performance-based process.
- Identifying a way to capture safety projects, or safety components on projects, in the MTP and TIP in a way that will assist the MPO in meeting the new performance-based planning and programming requirements.

Proposed FHWA/FTA Technical Assistance and/or Resources

Performance-Based Planning and Programming Guidebook

https://www.fhwa.dot.gov/planning/performance_based_planning/pbpp_guidebook/index.cfm

Model Long-Range Transportation Plans: A Guide for Incorporating Performance-Based Planning

https://www.fhwa.dot.gov/planning/performance_based_planning/mlrtp_guidebook/index.cfm

Supporting Performance-Based Planning and Programming through Scenario Planning

https://www.fhwa.dot.gov/planning/scenario_and_visualization/scenario_planning/scenario_planning_guidebook/index.cfm

MPO Guidebook for Using Safety as a Project Prioritization Factor

https://www.fhwa.dot.gov/planning/transportation_safety_planning/publications/mpo_guidebook/index.cfm

APPENDIX A – Status and Disposition of 2012 Certification Findings

One of the priorities of each certification review is assessing how well the planning partners in the area have addressed corrective actions and recommendations from the previous certification review. This section identifies the corrective actions and recommendations from the previous certification and summarizes discussions of how they have been addressed.

Planning Topic	2012 Corrective Action	Disposition of 2012 Corrective Action
Transportation Planning Process	The MPO must resolve data storage issues by Oct 31, 2014, with an interim update provided by Oct 31, 2013, as this has consequences for developing other planning products, such as the CMP and RTP.	SKATS addressed data storage issues, as documented in the SKATS Data Storage Report (November 4, 2014).
Congestion Management Process (CMP)	The CMP must be further developed to more fully address each of the elements identified in the Federal planning regulations and must be more fully integrated into the planning process.	SKATS made updates to the CMP for the 2015-2035 RTSP.
Metropolitan Transportation Plan (MTP)	The next RTP update scheduled for 2015 must include a financial plan that more fully addresses the requirements per 23 CFR 450.322 & 324.	SKATS made updates to the financial plan for the 2015-2035 RTSP.
Metropolitan Transportation Improvement Program (MTIP)	The MTIP financial analysis must demonstrate fiscal constraint by year, source, and total for all available revenue in the 2015-2018 MTIP.	SKATS made updates to the financial plan for the 2015-2020 MTIP.
Financial Planning and Fiscal Constraint	See corrective action under MTIP and RTP.	See corrective action under MTIP and RTP.
Public Outreach	Update Public Participation Plan to fully meet all Federal planning requirements by April 30, 2013.	SKATS adopted an updated Public Participation Plan (PPP) April 23, 2013.

Planning Topic	2012 Recommendation
Transportation Planning Process	SKATS should more clearly identify the mechanism for operationalizing safety objectives as part of the planning process.
Unified Planning Work Program	<ul style="list-style-type: none"> • The next UPWP (FY 2013-2014) should include tasks to address corrective actions and recommendations in this report. • The next UPWP should clearly identify the lead agency and schedule (FY quarter etc.) for completion of all federally funded and/or regional planning activities.
Congestion Management Process (CMP)	None
Metropolitan Transportation Plan (MTP)	<ul style="list-style-type: none"> • The MPO should show a clear linkage between the safety analysis, CMP and M&O analysis being used in the development of projects in the RTP. • Agencies involved in evacuation or emergency response strategies should be identified in the Security Element of the RTP. • Provide better documentation of how planning factors are addressed should be included in the RTP.
Metropolitan Transportation Improvement Program (MTIP)	SKATS should address how planning products (CMP, ITS plan, Safety Reports, Transit analysis) tie into the project selection process in the MTIP.
Financial Planning and Fiscal Constraint	None
Public Outreach	<ul style="list-style-type: none"> • Include prominent, easy-to-use link on website for public to submit comments and complaints. Provide direction for disposition of public comments. • Address how frequently the PPP will be updated on a regular basis. • Identify how the MPO coordinates with public land agencies.
Air Quality and Conformity	SKATS should include greenhouse gas analysis to meet statewide reduction goals.
Self-Certification	Provide a follow-up status of corrective actions and recommendations from USDOT reviews in future self-certifications.
Title VI	<ul style="list-style-type: none"> • Document how SKATS conducts public outreach to Title VI/Nondiscrimination populations. • Document data collection procedures used to capture participation data. • Coordinate with the State to review the data items included in the Title VI Goals and Accomplishment Report. • Provide easier access for the public to understand SKAT's Title VI Policy and complaint procedures.
ITS and Management and Operations	<p>The MPO should work with local jurisdictions to develop an objective driven M&O process for the region.</p> <p>The MPO should take a lead role in ensuring that ITS projects using Federal funds comply with Federal regulations, and the ITS plan is regularly maintained and updated.</p>

APPENDIX B – September 29, 2016 USDOT SKATS Certification Notification Letter



U.S. DEPARTMENT OF TRANSPORTATION

Federal Highway Administration
Oregon Division
530 Center Street, Suite 420
Salem, Oregon 97301
503-399-5749

Federal Transit Administration
Region 10
915 Second Avenue, Room 3142
Seattle, Washington 98174-1002
206-220-7954

September 29, 2016

IN REPLY REFER TO:
File Code: 724.431

Mr. Mike Jaffe
Transportation Program Director
Salem-Keizer Area Transportation Study
105 High Street, S.E.
Salem, Oregon 97301

RE: Salem-Keizer-Turner Area Metropolitan Planning Organization Certification Review - 2016

Dear Mr. Jaffe:

This letter serves as confirmation that the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) will be conducting a Certification Review of the transportation planning process for your Metropolitan Area on October 12-13, 2016 at the Salem-Keizer Area Transportation Study (SKATS) office, 100 High St. SE, Suite 200, Salem. As outlined in 23 U.S.C. 134(k)(5), the United States Department of Transportation (DOT) must review, evaluate and certify the planning process in metropolitan areas with populations over 200,000 every four years. The last certification review for SKATS was conducted in 2012.

The Federal certification review is conducted in the spirit of cooperation with the goal of enhancing the quality of the transportation planning process within the metropolitan area. The certification process will rely on knowledge gained through routine involvement in the planning process in the area, a desk audit, as well as the scheduled certification review meeting. The DOT's Certification Review Primer is a great resource on the certification process, certification topics, and additional considerations and can be found at https://www.planning.dot.gov/Documents/Primer/intro_primer.asp.

At the certification review, the Federal review team will be engaging the MPO in discussion on the following planning processes, documents, as well as associated topics:

- Metropolitan Transportation Plan
- Transportation Improvement Program
- Unified Planning Work Program
- Congestion Mitigation Process
- Public Participation Plan
- Performance-Based Planning and Programming

Public input is an important part of the certification process so we have arranged opportunities for local elected officials, transit operators, and the public to share their perspectives on the

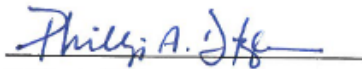
transportation planning process in the greater Salem-Keizer Metropolitan Area. Members of the Federal review team will be available October 11, 2016 immediately following the SKATS Technical Advisory Committee, October 13, 2016 from 8:00 – 9:00am. Finally, written comments can be submitted through October 13, 2016 to:

Rachael Tupica
Senior Community Planner
Federal Highway Administration, Oregon
Rachael.Tupica@dot.gov
(503) 316-2549

Jeremy Borrego
Transportation Program Specialist
Federal Transit Administration, Region 10
Jeremy.Borrego@dot.gov
(206) 220-7956

If you have any questions, please contact Rachael Tupica, FHWA, at (503) 316-2549 or Jeremy Borrego, FTA, at (206) 220-7956.

Sincerely,



Phillip A. Ditzler
Division Administrator
Federal Highway Administration



for Linda M. Gehrke
Regional Administrator
Federal Transit Administration

cc:
SKATS Jennie Messmer, MWVCOG Executive Director
ODOT Lisa Nell, Region 2, Planning and Development Manager
Erik Havig, Planning Section Manager
Dan Fricke, Region 2, Senior Region Planner
Terri Cole, Region 2 Lead Planner
Marsha Hoskins, Public Transit Manager
ODEQ Dave Nordberg, Air Quality Planner
EPA Karl Pepple, Environmental Protection Specialist
Claudia Vaupel, Air, Waste & Toxics Office, State & Tribal Air Programs Unit
SAMTD Stephen Dickey, Transportation Development Director

SS/m

APPENDIX C – Onsite Review Participants

The following individuals were involved in the Salem-Keizer urbanized area on-site review:

FHWA Oregon Division

Rachael Tupica, Senior Community Planner

Nathaniel Price, ITS/Operations Engineer

FHWA Office of Planning

Theresa Hutchins, Community Planner

FTA Region 10

Jeremy Borrego, Transportation Program Specialist

SKATS Staff

Mike Jaffe, Transportation Program Director

Karen Odenthal, Senior Planner

Ray Jackson, Senior Planner

Oregon Department of Transportation, Region 2

Dan Fricke, Senior Transportation Planner

Salem Area Mass Transit District

Steve Dickey, Director of Transportation Development

APPENDIX D – Public Comments Received

From: Roberta A

Sent: Saturday, October 15, 2016 7:03 AM

To: Tupica, Rachael (FHWA); Borrego, Jeremy (FTA)

Subject: My views on the transportation planning process in the Salem-Keizer metropolitan area

Ms Tupica, Mr Borrego:

I was pleased you invited people to have the opportunity to talk directly with the Federal Highway Administration and Federal Transit Administration in an open public meeting session concerning (my) views on the transportation planning process in the Salem-Keizer metropolitan area. I wish I'd known about it; I'd have attended.

I'd like to say first, that I understand that at a Thursday morning meeting Mr Jim Lewis, Salem City Councilor, and Ms Cathy Clark, Keizer Mayor, said that there were about 10 people opposed to the Salem River Crossing project - the 3rd bridge. It seems to me that Mr Lewis and Ms Clark misrepresented the number of people who are against the 3rd bridge. At a public hearing meeting on Wednesday, October 12th, evening, 36 people spoke against it while 22 spoke for it. There were many more people in attendance who did not speak. Extrapolating tells me that approximately 60% of the people in that room were against the 3rd bridge. Many believe that expanding/increasing public transportation in the area would negate the rationale of building a third bridge.

Here're some reasons I am against the Salem River Crossing (3rd bridge) project, and for improved transportation services in our area:

1. Environmental issues are my primary concern, and not coincidentally, they have an impact on my secondary concern, the costs of the bridge. And, there're the procedural problems.

- a. The chosen location for the bridge demands it be longer than would be needed if built elsewhere. That adds to the cost.
- b. The chosen location for the bridge demands it has to cross a flood plain/lake. That adds to the cost.
- c. The chosen location is in an earthquake liquefaction zone, so it ought to be built to withstand the expected 9+ magnitude earthquake. That would *really* add to the cost, so the decision was made to build it to Federal standards, which are in the 7+ range. ie: It will not be built strong enough to withstand the expected earthquake.
- d. There may be Native American artifacts in the areas which would be excavated so that needs to be explored. That adds to the cost.
- e. There will be added pollution from not only building the 3rd bridge, but from the additional traffic using it. Pollution has high costs associated with it, not the least of which are the health costs and climate change.
- f. There is a heron rookery on McLane Island that will be disrupted.

2. The third bridge is being hyped as a regional bridge, yet 90% of the cost would come from just Marion and Polk County tax payers - ODOT has estimated that the bridge will receive only about 10% funding from state and federal sources. The 90% from local residents will have to come from either tolls, a gas tax increase, and/or higher property taxes and vehicle registration fees. The good news is that Marion and Polk County tax payers will get to vote on which of those funding sources they're willing to support, which is why I don't understand why the 3rd bridge commission has not surveyed Polk and Marion County residents to determine whether they'd vote for or against these measures. Why hundreds of thousands are spent every year, year after year, on the third bridge project without ever polling the voters

on which funding sources they'll support is short-sighted at best; negligent at worst. And, I don't understand why suggested cost effective ways to resolve rush hour traffic problems are not implemented now. Work with Salem employers to stagger workers' hours; reverse a lane on each bridge in the direction drivers are going; increase/improve bus service. When more simple, easy to implement and mostly inexpensive suggestions such as these are put in place, I'll know that serious consideration has been given to the discussion of 'the need' versus 'the want' for a 3rd bridge.

3. There are problems with how the bridge commission is proceeding on this project. I wish I could explain the procedural problems but alas, I'm not an engineer. If you listen to the hearing at this link: https://www.youtube.com/watch?v=qtvclTX7s_p4, you'll have that information.

Oregon wants to reduce our greenhouse gas emissions by 75% (compared to 1990 levels) by the year 2050, and the 3rd Bridge would work against this goal. Frankly, I resent my tax dollars being wasted on this project.

Thank you for listening, and please, forward this to the person from Washington DC as I don't have that email address.



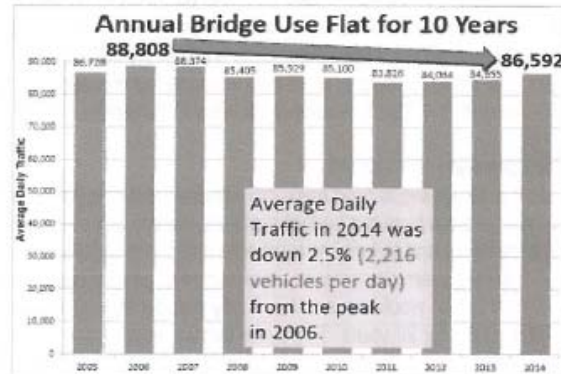
NO 3rd Bridge Position Paper

Our Position: The facts do not warrant the construction of a third bridge across the Willamette River in the City of Salem anytime in the foreseeable future. The problem of peak hour congestion on the existing bridges can be alleviated by fixing the ends of the bridges and improving bike lanes and transit service.

Why We Should Not Build a Third Bridge

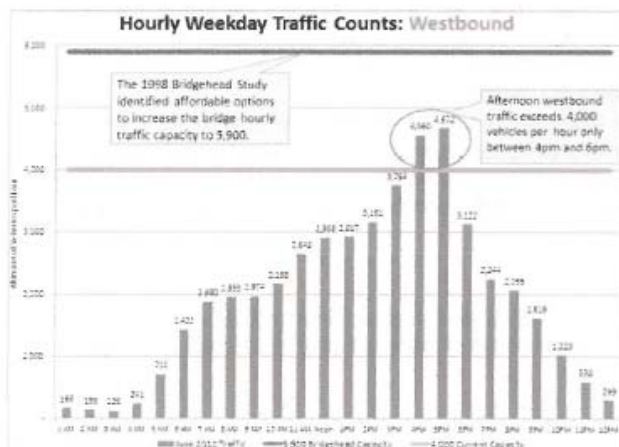
Traffic on the Existing Bridges is Down

As this chart shows, traffic on the existing bridges peaked in 2006 and is still lower than in 2005. This is consistent with statewide trends of declining traffic. The contention made by proponents of a third bridge that traffic on the existing bridges will increase 80% by 2031 is based on old data and is not credible.



We Can Increase Existing Bridge Capacity To Handle the Peak

As the chart below shows, there are two hours, from 4 pm to 6 pm, when the westbound traffic counts exceed 4,000 vehicles per hour. If the recommendations in the 1998 Bridgehead Engineering Study were implemented, the bridge capacity each direction would increase to 5,900 and accommodate a much higher level of traffic volumes at a fraction of the cost of a new bridge. The recent widening of the intersection of Wallace Road and Glen Creek Road is helping decrease bridge delays. The most recent traffic studies of a new bridge show that it will not improve mobility at several key intersections in North Salem and downtown, compared with making improvements to the existing bridges.



A New Bridge Needs to Comply With Oregon Land Use Laws

Building a 4,000 foot bridge outside of the Salem-Keizer Urban Growth Boundary and through the Willamette River Greenway will require an Urban Growth Boundary expansion and land use exceptions. The Department of Land Conservation and Development has warned the Salem River Crossing Oversight Team that getting approvals could prove very difficult and it could involve a protracted and expensive legal struggle. There is no certainty that such exceptions would eventually be approved.

Harm to Neighborhoods and Parks

Building a third bridge across the Willamette of any size in the proposed location would damage the Highland neighborhood on the east side and Pioneer Village and Wallace Marine Park on the west side. Closing the Rosemont exit in West Salem would make things worse for many West Salem commuters. The plan put forward by the Salem River Crossing Oversight Team would displace up to 45 homes and 25 businesses in North and West Salem. Many homes in the River Valley subdivision in West Salem would be bulldozed.

Not What We Need in a Natural Catastrophe

It has been argued that a third bridge would help Salem residents do better in a natural catastrophe such as a major earthquake or 100 year flood. For a fraction of the cost of a new bridge, the existing bridges can be built to the highest earthquake standards, eliminating the risk that downtown would have to wait in line with other cities for bridge repairs. In addition, measures can be taken to put all of the traffic on one bridge, if the other downtown bridge is damaged or blocked by an accident. The Union Street pedestrian/bicycle bridge is able to carry emergency vehicles if the approaches are improved. Construction of a new bridge in Salem requires massive piers that block floodwater flows and increase the elevation of the 100 year floodplain by over four inches according to the Draft Environmental Impact Statement.

Not Something We Can Afford

Salem is struggling to fund basic city services and has had to close fire stations and reduce library hours. There is no relief in sight from the budget problem. We are still paying off expensive bond measures for street improvements and to build new schools and make repairs to existing schools. There was a time when the state and federal governments could be expected to pay for major bridge and highway projects, but no longer. A third bridge in Salem would have to be mostly paid for by us. A likely scenario might involve debt service of \$46.4 million a year for 20 years. To pay for this we would have to charge a \$1.50 toll to cross existing bridges and the new bridge, and increase gas taxes by 6¢ a gallon in Marion and Polk Counties, and impose a \$25 annual vehicle registration surcharge on everyone in Polk and Marion County, and raise property taxes in Salem by \$0.37 per \$1,000 of assessed valuation.

What We Should Do to Relieve Peak Hour Congestion

Fix the Ends of the Existing Bridges

Some of the most cost-effective options for improving the capacity of the existing eight lanes of bridges which were identified in studies in the late 1990s have not been built. The City of Salem has not yet removed the traffic signal that delays Center Street Bridge traffic from going north on Front Street without stopping. Other west side improvements that have been stalled are to complete a new collector street, Marine Drive, east of Wallace Road which would also connect to a new off-ramp from Marion Street Bridge to Glen Creek Road.

Improve Transit and Bike Lanes from West Salem to Downtown

The peak hour traffic spikes can be effectively addressed by adequate transit service, and greater use of the Union Street bicycle and pedestrian bridge for commuting can be encouraged. We should allow free parking at the west end of the bridge in Wallace Marine park for bike and pedestrian commuters, Monday through Friday. Salem can do much better in building sidewalks and bike paths, and funding seven-day and late evening bus service.

Conclusion

Salem should be planning for projects costing tens of millions of dollars to improve mobility across the river, rather than wait for an unneeded Third Bridge that will cost hundreds of millions of dollars that Salem can't afford.

8/27/15

Project Funding Strategy Memorandum

TO: Project Oversight Team
FROM: Project Management Team
DATE: March 6, 2015

1. Purpose

The intent of this memorandum is to document the conceptual funding strategy for the Salem River Crossing Project (SRC) Preferred Alternative that was developed by the Project Oversight Team (OT) on December 11, 2014.

2. Funding Requirements

The estimated cost of the SRC Project is approximately \$430 million¹. While it would be preferable to construct the entire project at the same time, it may be constructed in phases over a longer period of time as funding became available. Recognizing that financial limitations may require phasing, the project has been divided into four possible major construction phases, summarized below:

Phase B Key Elements (Approximate Cost: \$300 million)

- Construct new bridge and ramp connections on both east and west sides of river
- Realignment of Front Street and other street modifications in North Salem
- Widening of Wallace/Hope Avenue intersection
- Widening of Wallace/Orchard Heights intersection

Phase M-South Key Elements (Approximate Cost: \$20 million)

- Construct southern section of Marine Drive (from Hope Avenue Extension to Glen Creek Road)
- Construct Beckett Street (new street opposite Narcissus Court)
- Extension of 5th Avenue NW between Cameo Street and Marine Drive

Phase M-North Key Elements (Approximate Cost: \$10 million)

- Construct northern section of Marine Drive (from Hope Avenue Extension north to River Bend Road)

Phase R Key Elements (Approximate Cost: \$100 million)

- Construct fly-over ramps from Marine Drive to Highway 22
- Construct Marine Drive at-grade section south from Glen Creek Road to fly-over ramps
- Modifications to Highway 22, including closure to westbound off-ramp at Rosemont Avenue (to be coordinated with possible relocation of this exit further west)

¹ This cost estimate will be refined and updated for the Final Environmental Impact Statement.

Per Federal Highway Administration (FHWA) guidance (FHWA, 2014), the SRC Project, as a project with an estimated cost between \$100 million and \$500 million, would be required to prepare a Financial Plan. An initial Financial Plan would need to be submitted to FHWA prior to FHWA project authorization for construction; however, a Financial Plan is *not* required to be prepared during the Final Environmental Impact Statement (FEIS) process as a prerequisite to the project being issued a Record of Decision (ROD) by FHWA.

3. Funding Options

Transportation infrastructure projects such as SRC could be funded through a mix of federal, state, and local sources. However, with limited options for federal and state funds, discussions with the community have focused on identifying potential local sources of revenue.

Four local funding sources were identified as the most likely to be applicable to the SRC project: **1) gas tax, 2) vehicle registration fee, 3) property tax, and 4) tolls.**

The above local funding mechanisms were considered most likely to be applicable to the project based on the following criteria (ECONorthwest, 2014):

- **Legal authority.** A funding source must not be prohibited by State statute, or it must become legal within a desired timeframe. Even for legal funding sources, complicated legal requirements could result in legal challenges, extra administrative costs, and political uncertainty.
- **Efficiency.** An efficient funding source creates and maintains net revenues (net of collection costs) by providing sufficient revenue generating capacity, stability, and flexibility of use while minimizing administrative costs (i.e., the costs of collecting on the source).
- **Fairness.** In the context of transportation funding, fairness is achieved when infrastructure improvement charges are tied to the users who receive benefits from (or impose costs on) the transportation system. Definitions of fairness can be modified to allow for special dispensation of certain groups (e.g., low-income families, the elderly, and people with disabilities). In other cases people may benefit from transportation improvements that they do not personally use but nevertheless provides an indirect cost-savings, such as through more efficient (and cheaper) freight routes. Geography can also play a role in evaluating fairness, for example, if residents in one county pay all of the cost for a project that benefits residents in multiple counties.
- **Political acceptability.** Political acceptability considers whether elected officials and the public at large are likely to support the funding source. This depends to a large extent on the issues above: if a revenue source is legal, efficient, and fair, then it should get political support from the public, advisory groups, and decision makers. Generally, public opinion is against most new or increased taxes and fees. But, if the public believes the services or projects to be funded by these taxes and fees are important, then their opinion of the revenue source may change.

Two funding workshops were held on December 3, 2014 to gather input from stakeholders about which of the local revenue sources to utilize, and at what levels, in an overall funding

strategy. The afternoon workshop was held for elected officials, public agency staff, and interested stakeholders. The evening workshop was open to all members of the public.

At the funding workshops participants discussed the strengths and weaknesses of the four potential local revenue sources and performed a funding tool exercise that allowed them to create funding strategy scenarios.

4. Summary of Funding Strategy Discussion

On December 11, 2014 the OT held a meeting to consider the funding strategy feedback provided by workshop participants and to develop a conceptual funding strategy that would serve as a guiding framework for future funding efforts and decision-making. The OT also considered potential sequencing of construction phases with regard to funding.

The discussion began with the introduction of a funding strategy table containing four rows listing each of the construction phases and columns containing blank cells in which to allocate funding contribution amounts from each of the four local revenue sources as well as federal and state sources. OT members discussed the advantages and disadvantages of the respective revenue sources and the sequencing of construction phases. The OT considered ranges for each revenue source and discussed which revenue source made the most sense for particular construction phases and the project as a whole.

A first cut at the funding sources and amounts was provided by one of the OT members and is summarized in Table 1. This proposal was based on discussions that had taken place at the funding workshops and funding strategies that have been used to successfully fund other projects in the region. It was pointed out that the sum of all the funding amounts proposed exceeded the revenue needs of the project. It was clarified that the values placed in the table represented upper ranges of revenue that could potentially be raised for each of the funding sources. If one or more of the funding sources was not secured, it may be necessary to pursue increased funding from another source up to the maximum shown to meet the need. Or vice

Project Phase	Approx. Cost	Funding Source					
		FEDERAL	STATE	LOCAL	LOCAL	LOCAL	LOCAL
				Gas Tax	Vehicle Reg. Fee	Property Tax	Tolling
Phase B	\$300,000,000	\$20 M	\$75 M	\$65 M	\$65 M	—	\$175 M
Phase M-South	\$20,000,000					\$20 M	
Phase M-North	\$10,000,000					\$10 M	
Phase R	\$100,000,000	\$20 M	\$75 M	\$20 M	\$20 M		\$100M
Total Project Cost	\$430,000,000	\$40 M	\$150 M	\$85 M	\$85 M	\$30 M	\$275M

versa, funding amounts from one source may be reduced if more funding from another source is secured.

Table 1: Initial Proposal for Funding Strategy

M = Million

Key points discussed by OT members with respect to the development and selection of a conceptual funding strategy are paraphrased below:

- Based on a review of funding plans for other projects and the contribution those projects have received from federal and state funding sources, one OT member suggested that it was reasonable to anticipate project funding contributions being approximately 50% from local revenue sources and 50% from state and federal sources. This project has the same ability to affect the state as Pioneer Mountain-Eddyville (Hwy. 20), the Newberg-Dundee bypass, and the I-5 interchange area in Woodburn, which all received a high percentage of state funding.
- A goal of this discussion was to keep the initial funding strategy broad enough that future elected officials will have flexibility to propose politically viable options to voters.
- The point was emphasized that this is a conceptual funding strategy and no decisions regarding actual funding commitments are being made. The funding strategy being developed is just a framework to move forward.
- With regard to phasing, the OT agreed that the best scenario would be that all project phases would be constructed concurrently within a short time period. This is a regional project and all the proposed project elements are needed to create a safer, more efficient system and provide regional benefit.
- Using property tax as a revenue source was felt to have limited utility with the exception of funding Marine Drive, which could potentially be funded with a City of Salem property tax. Marine Drive has independent value, is already in the City's transportation system plan (TSP) and City residents have approved transportation improvement property taxes in the past (the most recent in 2008). Some private dollars may be collected from adjacent developments to contribute to the construction of Marine Drive.
- A source of state and federal funding discussed was the Statewide Transportation Improvement Program (STIP) which includes federal and state funds. The Mid-Willamette Valley Area Commission on Transportation (MWACT) has a role in recommending projects that would use these funds. It would take approximately three years to construct the bridge, another year for Marine Drive, and two years to construct the ramps, so that would allow six or seven years to accumulate funding through future potential recommendations by MWACT to set aside funds in the STIP for these projects. The last STIP allocation for MWACT was approximately \$17 million. Over three STIP cycles a potential of \$30-50 million could be allocated for the project. This is ODOT

Enhance Program money, but it is primarily federal dollars. If \$45 million in Enhance Program money was allocated to this project, that would break down to approximately \$5 million in state dollars and about \$40 million in federal funds. It was agreed that this money should be added into the initial funding strategy – it would be reasonable to anticipate this funding amount and it may be more reliable than some of the other local revenue sources.

- Raising more than a few million dollars of state funding would require state legislative action similar to the 2009 Jobs and Transportation Act (JTA), so some felt it may not be realistic to suggest that \$150 million of state funding could be secured, but the OT agreed that it should remain in the funding strategy as a source of revenue that should be pursued.
- Raising local revenue for this project through a gas tax and/or vehicle registration fee may be more successful if the project was part of a regional package of projects.
- Tolling allows for a broader funding base – the cost burden would not fall only on local residents. There should however be price reductions for seniors and low-income people if tolls were installed.
- It was suggested that a more reasonable revenue amount to be raised through tolling would be based on a toll of \$1.50, which would raise \$175 million. This funding could be used to construct the new bridge or some portion of the ramp connections to Hwy 22.

4. Recommended Funding Strategy

Following the discussion summarized in Section 3 of this memorandum, the funding strategy for the SRC Preferred Alternative was revised by the OT and is shown in Table 2.

Table 2: Recommended Funding Strategy

Project Phase	Cost	Funding Source					
		FEDERAL	STATE	LOCAL	LOCAL	City of Salem	LOCAL
				Gas Tax	Vehicle Reg. Fee	Property Tax	Tolling
Phase B	\$300,000,000	\$20 M*	\$5 M* \$75 M**	\$65 M	\$65 M	—	\$175 M
Phase M-South	\$20,000,000					\$20 M	
Phase M-North	\$10,000,000					\$10 M	
Phase R	\$100,000,000	\$20 M*	\$75 M**	\$20 M	\$20 M		
Total Project Cost	\$430,000,000	\$40 M*	\$5 M* \$150 M**	\$85 M	\$85 M	\$30 M	\$175 M
Tax/Fee/Toll necessary to generate revenue shown				\$.06/Gallon	\$25/Year	\$0.37/\$1K	\$1.50/crossing

M = Million

*Potential MWACT STIP allocation

** Would require legislative action

To reiterate, the sum of all the funding amounts proposed exceeds the revenue needs of the project and should be viewed as suggested maximum values that could potentially be secured with each of the funding sources. The development of financial plans for large transportation infrastructure projects such as this is an iterative process where the funding strategies are often modified based on the success or failure in securing funding.

References

ECONorthwest. November 12, 2014. *Salem River Crossing Revenue Projections Memorandum*.
Federal Highway Administration (FHWA). December 18, 2014. *Major Project Financial Plan Guidance*.

SOUTH SALEM CYCLEWORKS

4071 Liberty Road S. Salem, Oregon 97302

480-2001

RECEIVED
OCT 12 2016
FHWA
OREGON DIVISION
October, 9, 2016

Rachael Tupica
Senior Community Planner
Federal Highway Administration, Oregon Division

Please address the third bridge issue, and the accompanying consultant expenses, at these SKATS meetings on October 11 & 13. Please advise them of the studies showing that little or no funding will be available for the construction of this dream.

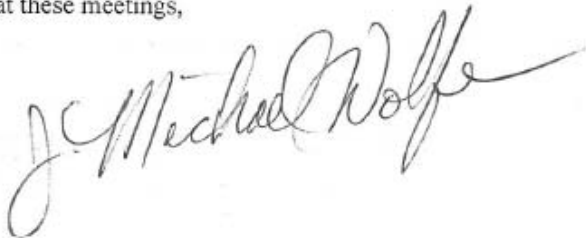
Every study has shown that neither the Federal agencies nor the State of Oregon will have funds to contribute to this, and the burden will fall on the shoulders of the local taxpayers with some relief from a toll, not only on the perceived bridge, but also on the existing two.

Neither of the existing two bridges have been seismically retro-fitted for a quake that is projected to occur in the next 50 years, nor is the dream bridge to be built to those standards.

After listening to a Strong Towns presentation, I wonder how long a third bridge would take to really pay off, and who would really benefit from it. Would it only help lead to municipal bankruptcy? Investing the money in a better quality of life, and as the presentation shows, the taxes gained in some other venture would yield a much higher percentage than adding to the already spreading sprawl with future maintenance fees.

Please address these issues at these meetings,

Michael Wolfe



**SOUTH
SALEM
CYCLEWORKS**

My name is Jim Scheppeke and I reside in Ward 2 in Salem.

I ask that tonight mark the end of the Salem River Crossing Project.

I ask that because the Salem River Crossing is a failed project. You can compare it to another failed project, the Columbia River Crossing project, that we are all painfully aware of. It failed because in the end there was no viable plan to pay for it. And that fact was recognized by state elected officials, and they did the responsible thing and stopped throwing good money after bad. You need to do the same.

In its ten year history the Salem River Crossing Project has actually failed three times. The first failure happened on August 15, 2012, when the Salem River Crossing Task Force, having met for six years failed to agree on a bridge option to forward to the Project Oversight Team. I was there. There was no agreement. But instead the *plurality* decision of Alternative 4D went forward, which was a mistake.

And of course 4D was a horrific recommendation, which the Salem City Council realized and tried to fix with the so-called Salem Alternative.

And this is when the project failed a second time, because the Salem Alternative was officially "accepted" by the Project Oversight Team. But not really. They proceeded to modify it beyond recognition.

The Salem Alternative, was supposed to be a "signature bridge" that minimized piers in the water. But the Preferred Alternative that is the subject of this hearing is not a signature bridge, and it will have 10 piers occupying nearly 1,300 sq. ft of riverbed.

Public works staff told the City Council in May, 2013, that "no existing residential properties are removed" by the Salem Alternative. But the Preferred Alternative will require the removal of over 100 homes and businesses.

The Salem Alternative moved the Rosemont exit to Eola. But the Preferred Alternative simply removes the Rosemont exit with no replacement.

So that was the second failure of this process, and when the Salem City Council learned that the Salem Alternative was the victim of a bait and switch, that should have been the end.

But it wasn't the end. Which led to the 3rd failure. That being the failure to come up with a viable funding plan for this project. The funding plan with bridge tolls and new taxes and fees that was developed at the end of 2014 by the Project Oversight Team is a total fantasy.

This funding plan that is required to be part of the Final Environmental Impact Statement has zero credibility and if the Federal Highway Administration is doing their job, they will reject it.

Again, let's not forget that it was the lack of a viable funding plan that brought an end to the Columbia River Crossing Project. Our state elected officials did not pretend otherwise. They pulled the plug.

And after three failures, it is time for you to be responsible and pull the plug on the Salem River Crossing.

APPENDIX E – November 18, 2016 USDOT Letter Certifying SKATS



Federal Highway Administration
Oregon Division Office
530 Center Street, Suite 420
Salem, Oregon 97301
(503) 399-5749



Federal Transit Administration
Region 10 Office
915 Second Avenue, Room 3142
Seattle, Washington 98174-1002
(206) 220-7654

November 18, 2016

Ms. Cathy Clark, Chair
Salem-Keizer Area Transportation Study
100 High Street SE, Suite 200
Salem, OR 97301

Subject: SKATS Federal Certification Review

Dear Ms. Clark:

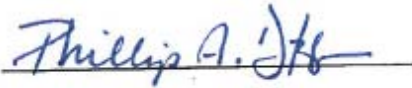
This letter notifies you that the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) jointly certify the planning process for the Salem-Keizer Transportation Management Area (TMA). This certification is based on the findings from the Federal Certification Review conducted on October 12-13, 2016.

The overall conclusion of the Certification Review is that the planning process for the Salem-Keizer TMA complies with the spirit and intent of Federal metropolitan transportation planning laws and regulations under 23 USC 134 and 49 USC 5303, subject the findings in the certification report. The certification report is being finalized and will be issued under separate cover.

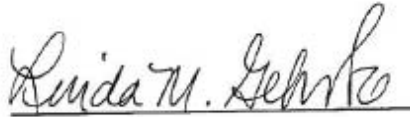
We would like to thank Mike Jaffe and his staff for their time and assistance in planning and conducting the review and public involvement.

If you have any questions regarding this Certification, please direct them to either Ms. Rachael Tupica, Senior Community Planner of the FHWA Oregon Division, at (503) 316-2549 or Mr. Jeremy Borrego, Transportation Program Specialist, of the FTA Region 10, at (206) 220-7956.

Sincerely,



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



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

cc:

SKATS	Jennie Messmer, MWVCOG Executive Director Mike Jaffe, Transportation Program Director
ODOT	Lisa Nell, Region 2, Planning and Development Manager Terry Cole, Region 2 Lead Planner Dan Fricke, Region 2, Senior Region Planner Erik Havig, Planning Section Manager Marsha Hoskins, Public Transit Manager
ODEQ	Dave Nordberg, Air Quality Planner
EPA	Karl Pepple, Environmental Protection Specialist Claudia Vaupel, Air, Waste & Toxics Office, State & Tribal Air Programs Unit
SAMTD	Stephen Dickey, Transportation Development Director

RT/sh



Report prepared by:

Federal Highway Administration Oregon Division
530 Center St NE, Salem OR 97301

Federal Transit Administration Region 10
915 Second Avenue, Seattle, WA 98174-1002