

Agenda Salem-Keizer Area Transportation Study (SKATS)

Policy Committee (PC)

This meeting is a ‘hybrid’ meeting: Staff and Committee members may choose to attend in person or remotely. The public may also attend in person or via your computer or smartphone (software install is required) or via a phone call. The information to join the meeting:

Join via computer: <https://zoom.us> or call: 1-253-215-8782

Passcode: **565843** Meeting ID: **837 4055 2773**

Direct link for this meeting: <https://us06web.zoom.us/j/83740552773?pwd=REdTcmVib3VRWkxhRjhNL3ppSG5Rdz09>

Meetings are being recorded in compliance with Oregon Public Records regulations. Meetings from April 2022 onward are available on the SKATS YouTube channel:

https://www.youtube.com/channel/UCtWMuelCK0nJzyZ5_cMGNg

(or in YouTube, search for “SKATS Salem”)

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

Date: Tuesday, August 22, 2023
Time: 12:00 Noon
Place: Hybrid Meeting (100 High St. SE, Suite 200 Salem or Zoom)
Phone: (503) 588 6177
E-mail: mwvcog@mwvcog.org
Website: www.mwvcog.org

- A. Call to Order Cathy Clark**
- B. Approval of PC Minutes July 25, 2023 Cathy Clark**

The Mid-Willamette Valley Council of Governments is pleased to comply with the Americans with Disabilities Act (ADA). If you need special accommodations or translation services to attend this meeting, please contact Lori Moore at (503) 540-1609 or send e-mail to lomoore@mwvcog.org at least 72 hours prior to the meeting. *Hearing impaired please call Oregon Telecommunications Relay Service, 7-1-1.* Thank you.

C. Public Comment Cathy Clark

D. Add New Project to SKATS 2021-2026 TIP..... Steve Dobrinich

Background: The Salem Area Mass Transit District (SAMTD) received a Low-or-No Emissions 5339c grant from the Federal Transit Administration (FTA) for the purchase of battery-electric buses and charging equipment to replace aging diesel vehicles. This project will support the district’s transition to a zero-emission fleet, enhance system safety, lower operational costs, and reduce maintenance. Total project cost is \$7,748,358 (\$6,586,104 federal; \$1,162,254 local match). No SKATS discretionary funds are included as part of this project. Additional info can be found on the **attached** project overview page.

Action

Requested: Approve Resolution 23-20 amending the SKATS FY 2021-2026 TIP to add project key number 23488 SAMTD Low or NO Emission Bus and Charging Infrastructure Purchase.

E. SKATS Federal Aid Urban Boundary Revision Ray Jackson

Background: The Federal Aid Urban Boundary (FAUB) is updated every 10 years after the U.S. Decennial Census to reflect the areas delineated as an “urban area” based upon the U.S. Census Bureau’s national methodology. FAUBs are generally intended to distinguish between areas that are ‘urban’ and those that are ‘rural’.

At the July PC meeting, SKATS staff provided an overview of the process and the locations that are being considered to be adjusted. Further discussion took place at the August SKATS Technical Advisory Committee meeting with a suggested course of action for drafting the FAUB. The **attached** memo provides a summary of this work and details the proposed FAUB in maps and a brief description.

The revised FAUB will be submitted to ODOT by September 1, 2023, for review.

Action

Requested: Approve the revised SKATS Federal Aid Urban Boundary and direct staff to provide the information to ODOT.

F. MPO Composition and Cooperative AgreementMike Jaffe

Background: At the June Policy Committee meeting, staff provided information about the change to the Salem Urban Area as a result of the 2020 Census. Due to this expansion, the city of Aumsville will be added to the SKATS Metropolitan

Planning Area. Also discussed was adding Aumsville as a SKATS Policy Committee member. Staff reviewed the current SKATS Cooperative Agreement and its amendment in 2003 to add city of Turner; the SKATS Policy Committee Bylaws; and research by staff on the composition of other MPOs in Oregon a few other states.

During the June and July PC meetings, members had questions about the who should be signatories of the Cooperative Agreement, inclusion of school districts and tribal governments on MPOs. To respond to these questions and others, staff developed a “Questions and Answers” memo (**attached**) that staff can review at the meeting.

Action

Requested: Follow up questions about the topics in the memo. Decide what the Policy Committee wants to do as a next step or follow-up to this topic.

G. TIP Modifications Steve Dobrinich

Background: Staff-approved modifications made to the SKATS TIP since the July 25, 2023, Policy Committee meeting are summarized in the **attached** table. PC approved amendments and adjustments are also included.

Action

Requested: Informational Item.

H. Other Business.....SKATS Staff

- OTC Meeting – **Sep 14 Eugene / Nov 9 PDX area 2023**
- Next Policy Committee Meeting – **September 26, 2023**
- Next TAC Meeting – **September 12, 2023**
- **Planning Status update**

Project	Status	Completion
Cordon/Kuebler Corridor Study and Management Plan	A presentation to SKATS PC is tentatively scheduled for September.	September 2023
SKATS Metropolitan Transportation Safety Action Plan (MTSAP)	Steering Committee met July 13 th ; Working on Goals; Consultant narrowing the list of locations for developing safety recommendations; work started on systemic crash pattern	2024
Oregon Travel Study (nee Oregon Household Activity Survey (OHAS))	Phase 3 (Implementation) - pilot surveys completed and being reviewed before consultant does full survey in Fall 2023 and Spring 2024	Winter 2024 (SKATS), Spring 2024 (Statewide)

Update to the Turner TSP	Work order with consultant has been signed, and data gathering is starting.	2024
Adding Aumsville to MPO Policy Committee; SKATS Cooperative Agreement and MPO Composition	Additional information provided for August PC meeting. List of potential facilitators prepared if needed.	TBD

I. Adjournment Cathy Clark

DRAFT
Minutes

Salem-Keizer Area Transportation Study (SKATS)
Policy Committee
July 25, 2023
100 High St. SE, Suite 200
Salem, OR
Noon

This was a Zoom meeting. Attendance is listed as follows:

Policy Committee Members Present

Anna Henson, ODOT Region 2
Cathy Clark, 2023 Chair, Keizer Mayor
Lyle Mordhorst, 2023 Vice Chair, Polk County Board of Commissioners
Maria Hinojos-Pressey, Salem-Keizer School District
Sadie Carney, SAMTD Board of Directors
Trevor Phillips, Salem City Council

Policy Committee Members Absent

Kevin Cameron, Marion County Board of Commissioners
Steve Horning, Turner Mayor¹

Others Present

Brandon Williams, ODOT
Della Seney, Aumsville City Council
Jacqueline Green, NE Keizer Neighborhood Association
Janelle Shanahan, Marion County Public Works
Julie Warncke, Salem Public Works
Kim Sapunar, MWVCOG-SKATS
Lani Radtke, Marion County Public Works
Lori Moore, MWVCOG-SKATS
Mark Bernard, ODOT
Mike Jaffe, MWVCOG-SKATS
Ray Jackson, MWVCOG-SKATS
Sara Duncan, SAMTD BOD/Alternate for Sadie Carney,
Steve Dobrinich, MWVCOG-SKATS
Tammy Kunz, NE Keizer Neighborhood Association
Theresa Whisenhunt, MWVCOG-SKATS
Alvin – (No last name provided)

¹ Mayor Steve Horning provided advance notice that he would be unable to attend today's meeting.

Agenda Item A. Call to Order

Chair Cathy Clark called the meeting to order at 12:01 p.m. Introductions were made.

Agenda Item B. Approval of Minutes of June 27, 2023

Referencing page 7 of the draft June 27, 2023, minutes, Sadie Carney, requested the following correction/omission² to the minutes of the June 7, 2023:

"She informed the PC that the SAMTD board voted unanimously last week to support a facilitated process to update the Cooperative Agreement and Bylaws."

Ms. Carney also requested the addition of the following clarification:

"with the intention of arriving at a more representative and equitable decision-making process and structure."

Chair Cathy Clark asked for confirmation of the SAMTD motion. Ms. Carney confirmed that Chair Clark was correct that the SAMTD board had voted in support of a facilitated process to be used with the express desired outcome of arriving at an equitable and representative decision-making process.

Motion was made by Sadie Carney, seconded by Trevor Phillips, to approve the minutes of the June 27, 2023, meeting as amended. Those voting in favor of the motion were Sadie Carney, Cathy Clark, Anna Henson, Lyle Mordhorst, and Trevor Phillips.³ **The motion passed unanimously.**

Chair Clark welcomed Della Seney, Aumsville City Council representative; Julie Warncke, Salem Public Works; and Lani Radtke, Marion County Public Works to the meeting.

Agenda Item C. Public Comment

There were no comments from the public.

² Ms. Carney referenced an e-mail sent to SKATS staff prior to today's meeting. (received on 7/21/23)

³ Maria Hinojos-Pressy arrived following the approval of the revised minutes. Mayor Steve Horning and Marion County Commissioner Kevin Cameron were absent.

Agenda Item D. SKATS Federal Aid Urban Boundary (FAUB) Revision

Referencing the memorandum included in the agenda package, Ray Jackson explained that the Federal Aid Urban Boundary (FAUB) is updated every ten years following the decennial census.⁴ The FAUB is intended to reflect the areas that are “urban” based on the Census Bureau’s methodology for defining urban areas.

The revised FAUB is used as part of the process to update the Federal Functional Classification (FCC) of roads. The FAUB informs the revisions to SKATS MPA (metropolitan planning area) boundary. However, it is not the same as the MPA boundary. The MPA is larger than the FAUB. The MPA boundary, along with the Air Quality Boundary, will be evaluated later to determine what revisions need to be made.

Mr. Jackson highlighted the schedule for the approval of the new/revised FAUB. This month, the Policy Committee will consider potential locations for revisions of the FAUB along with the process to revise the FAUB. Mr. Jackson announced that due to the shorter than usual timeline, the revised FAUB needs to be submitted to ODOT by September 1, 2023. ODOT will review the draft FAUB and determine if it is compliant with federal guidelines. They will recommend modifications, as necessary, prior to submission to the Federal Highway Administration (FHWA), who will review and finalize the FAUB.

The SKATS Technical Advisory Committee (TAC) members will work with local jurisdiction staff on the FFCs⁵ to determine if new roads have been built since 2010. They will also determine if any new roads are planned for construction in the next ten years along with evaluating the correctness of the functional classification of the roads in the FAUB. Mr. Jackson noted that federal funds are not available for local roads or roads that are classified as rural minor collectors.

Mr. Jackson announced that there are currently 15 areas that require boundary modifications for discussion. There are some minor areas that were identified to align the FAUB with the Urban Growth Boundary (UGB).

Mr. Jackson provided illustrated maps of the current boundaries with proposed new boundaries also illustrated.⁶ The proposed areas are: Aumsville to Golf Club Road, the city of Aumsville, Silver Falls Highway, OR22E – Jordan St./Ganon St./Harpole St., Cordon State/Macleay/62nd, Cordon/Sunnyview/Swegle/Hampden, Cordon/Hazelgreen/55th, Keizer to Brooks, Salem Western UGB (city limits), Marine Drive, Salem Minto Brown Island and SW, South Salem and West of I-5, South of Delaney, East of I-5 to Turner, Turner, and Southeast of Salem.

⁴ The latest U.S. Census occurred in 2020.

⁵ FFCs – Federal Functional Classifications

⁶ Illustrated maps of the 15 locations were included in the agenda package as well as onscreen in the meeting room.

Mr. Jackson noted that SKATS's staff worked with local jurisdiction staff members to generate the proposed modifications illustrated on the maps. He provided an overview related to some of the proposed revisions along with the reasoning behind the proposed alignments. The intention is to align the FAUB in ways that make sense. Mr. Jackson explained that for the eastern boundary,⁷ it is suggested to align the FAUB with the western side of Golf Club Road/Highway 22 Interchange.

Della Seney, Aumsville City Council, noted an area of the illustrated map that is Aumsville's industrial area and is developed. Chair Cathy Clark noted that one of the benefits including specific areas in the FAUB is the ability to use federal urban funding for improvements on major roads.

Sadie Carney requested confirmation that the Policy Committee has the latitude to make alignments that make sense as long as the minimum requirements are included. Mr. Jackson confirmed that the Policy Committee can make alignments that are reasonably urban and make sense beyond the bare minimum requirements. Mr. Jackson reminded the group that Oregon has Urban Growth Boundaries (UGBs) that other areas of the country do not have. The Census definitions of "urban" are applied nationwide. Mike Jaffe commented that the process of updating the FAUB is a collaborative process. Local knowledge of the areas are incorporated in the proposal that is submitted to ODOT. Chair Clark provided an example from the last FAUB update of an area that was originally proposed to be included in the FAUB but was ultimately excluded based on knowledge that the proposed section would never be developed.

Although he was not in attendance at the meeting, Marion County Commissioner Kevin Cameron communicated regarding the Battlecreek to Turner area. Ray Jackson responded that SKATS staff members are addressing/discussing Commissioner Cameron's concern with Marion County staff members.

Discussion continued related to the western edge of Salem's UGB map. It was noted that the city of Salem city limits includes a small area that is outside of the Salem UGB. It is recommended to include areas that are included in the Salem city limits in the FAUB. Ray Jackson informed the group that SKATS staff are consulting with Salem and Polk County staff members regarding West Salem issues including Marine Drive. Mike Jaffe noted that Marion County also has issues that are currently being discussed. Ray Jackson reminded the group that there are other avenues of federal funding for improvements such as county federal funds. It was noted that federal FEMA funds, subject to their own requirements, would be one possible source of federal funds available for some improvements.

Brandon Williams commented that design standards should be part of the FAUB designation consideration. It may have an impact on local jurisdictions. Design exceptions and liability issues were discussed.

⁷ Proposed alignment: Aumsville to Golf Club Road

Sadie Carney commented that it appears as if the Willamette River is included in the proposed FAUB. She asked if there is a reason for including the waterway. Ray Jackson responded that the proposed FAUB is being aligned with the Urban Growth Boundary, which currently aligns with the middle of the river. He doesn't know why the UGB is aligned that way. Mr. Jackson added that there are several places where the proposed modifications are aligned with the UGB.

Trevor Phillips expressed concern regarding the inclusion of the area that is within the city limits but not within the UGB. He asked if it is possible to exclude this area as he thinks that it is not suitably urban. Mr. Jackson replied that Salem staff members are likely to recommend inclusion of that area from the FAUB modifications.

Brandon Williams reminded PC members that UGBs are a state process and should be part of the discussion, but the main consideration is the likelihood of an area being developed. In general, local partners believe that areas included in the UGB should be included in the FAUB. Coordination with local governments is necessary for the small areas that are under consideration outside of the UGB.

Mr. Jackson noted that discussion of the issues will continue next month before the PC will be asked to make decisions.

**Agenda Item E. Cancel Mill Street Rail Crossing Project from SKATS FFY 2021-2026
Transportation Improvement Program (TIP)**

Steve Dobrinich informed Policy Committee members that there is an amendment proposed to cancel the Mill Street Rail Crossing project due to the decision by the Union Pacific Railroad (UPRR) to impose an annual maintenance fee on updated railroad crossings and scope expansions. He explained that UPRR also requested scope expansions including upgrades to signaling equipment at all level crossings in areas defined as quiet zones. Mr. Dobrinich requested that Policy Committee members adopt **Resolution 23-19** canceling the Mill Street SE Rail Crossing project. He noted that SKATS did not receive any comments about the amendment from the public.

It was noted that working with railroad representatives can be a complicated and time-consuming process. Railroad issues have been a topic of discussion at meetings of the Oregon Metropolitan Planning Organization Consortium (OMPOC) with LCOG staff collecting information in 2021 about maintenance fees and other rail issues from other MPOs around the state. The ODOT Rail Division has attended past OMPOC meetings to share information about working with the railroad.

Motion was made by Lyle Mordhorst, seconded by Trevor Phillips, to adopt Resolution 23-19 canceling the Mill Street Rail Crossing project (Key # 21238) from the FY 2021-2026 Transportation Improvement Program (TIP). Those voting in favor of the motion were Sadie Carney, Cathy Clark, Anna Henson, Lyle Mordhorst, Trevor Phillips, and Maria Hinojos-Pressey. **The motion passed unanimously.**

Agenda Item F. TIP Modifications

Steve Dobrinich described the adjustments and administrative amendments that have been made since the June Policy Committee. The list of modifications was included in the agenda package. Three projects were “slipped” from their original program year. Funding amounts for the slipped projects are unchanged in their new program year at this point.

- Salem Industrial Drive NE rail crossing: the construction phase of this project was slipped from FFY 2023 to FFY 2024. Estimated construction costs have escalated beyond the current amount allocated to the project. ODOT Rail will provide updated information following the balancing of STIP funding in October.
- Polk County Striping & Marking Improvements: the start of this project has been delayed. The PE phase is being slipped to FFY 2024.
- Oregon Transportation Network – SAMTD FFY 2022: The “Other” phase has been slipped for obligation of funds in 2023.

Referencing the I-5: Salem-Albany project: The right-of-way (ROW) phase was canceled. The funds were transferred to the construction phase. SAMTD requested the addition of a new project: SAMTD Battery Electric Charging Infrastructure in the amount of \$952,534. The project is funded with Department of Environmental Quality (DEQ) Congestion Management Air Quality (CMAQ) discretionary funds: federal total-\$762,027 with local match of \$190,507.

The final TIP modification was for the addition of funding to the Preliminary Engineering (PE) and ROW phases of the Verda Lane project that was approved by the Policy Committee in June with Resolution 23-17.

Agenda Item G. Other Business

Policy Committee Title VI Review – September 2023

In September, staff will give an update about the SKATS Title VI Plan.

***Upcoming meetings dates of the Oregon Transportation Commission (OTC):
September 14/Eugene and November 9/PDX area***

The next Policy Committee meeting is scheduled for August 22, 2023. The next SKATS TAC meeting is scheduled for August 8, 2023. The July meeting of the Oregon Metropolitan Planning Organizations Consortium (OMPOC) was canceled.

Policy Committee members discussed the possibility of adding a line item to the Planning Updates Matrix related to Policy Committee Composition. Chair Clark presented an overview of the discussions to date regarding potential changes to the SKATS governing document: the Cooperative Agreement.

Mike Jaffe made a correction to the Cordon/Kuebler item, the document is currently under internal review, not public review as noted in the matrix. In response to a question, Janelle Shanahan, Marion County, informed the group that once the document has been reviewed internally, it is likely that the Policy Committee will receive an updated presentation.

Planning Updates

Status updates for several local projects were illustrated in a table. The draft plan for the Cordon/Kuebler Study is being reviewed internally.⁸

Chair Cathy Clark reminded the group they have been discussing using a facilitator for the process to update the SKATS Cooperative Agreement. As a result of the 2020 Census methodology for determining urban areas, it is required that the city of Aumsville be included in the SKATS MPO. In addition, PC members have discussed issues related to updating other parts of the agreement. It has been suggested that the composition and voting should be evaluated and reviewed. Chair Clark asked that this issue be included in the update matrix.

Mike Jaffe responded that updating the Cooperative Agreement is a complicated topic and will take some time for the PC to work through it. Mr. Jaffe provided an overview of his work to date. He has been contacting people for suggestions regarding potential facilitators for the process and has an initial list of facilitator options for the Policy Committee consideration, should the PC decide if they want a facilitator. He has also been studying the regulations that are applicable and doing additional research about how other MPOs are structured in their agreements and bylaws.

Chair Cathy Clark explained the Grand Ronde tribe is a member of the Mid-Willamette Valley Area Commission on Transportation (MWACT). The Siletz tribe is on the Coastal ACT. Chair Clark mentioned she had a brief conversation with the chair of the Siletz tribe. Chair Clark described how MWACT and SKATS are different from each other. MWACT is an advisory committee that was created by the Oregon Transportation Commission (OTC) with the purpose of advising the OTC on regional transportation issues and priorities such as the state Connect Oregon program and the State Transportation Improvement Plan (STIP). There are twelve ACTs

⁸ Mike Jaffe corrected the information in the matrix included in the agenda. The draft plan is being reviewed internally at this time.

across the state. Membership on MWACT consists mainly of elected officials as specified in the MWACT charter drawn from the Marion, Polk, and Yamhill Counties area. There is some crossover representation between the groups. Some members of the SKATS Policy Committee also serve on MWACT.⁹ SKATS is mandated at the federal level and has discretionary authority over the allocation of specific federal funds.

Maria Hinojos-Pressey asked for clarification regarding the Salem-Keizer School status in relation to signatories to the SKATS Cooperative Agreement. Mike Jaffe explained that a MPO is designated for each urbanized area with a population of over 50,000. Mr. Jaffe cited current federal regulations, which say “MPO designation shall be made by agreement between the Governor and units of general-purpose local government that together represent at least 75 percent of the affected population.”¹⁰ Mr. Jaffe explained that units of general-purpose local government are different than special districts. Cities and counties are units of general-purpose local government while school districts are special districts. The transit district didn’t have to sign the 1987 Cooperative Agreement; although, they did sign the Cooperative Agreement. Mr. Jaffe cited current regulations for TMAs¹¹ saying that TMAs should include officials of public agencies that administer or operate major modes of transportation in the metropolitan area including representation by providers of public transportation.

Ms. Hinojos-Pressey requested clarification of the school district’s responsibilities on the SKATS Policy Committee and are there some decisions that the MPO wouldn’t need the school districts’ vote? Mr. Jaffe mentioned the unanimous process for adopting plans, which requires all the parties (including the school district) to vote. But there is a process included in the Cooperative Agreement for resolving a non-unanimous vote for the short- or long-term plans. It is rarely, if ever, used. He doesn’t believe that the school district and transit districts are part of the “non-unanimous” process;¹² however, he will need to review the Cooperative Agreement to be sure. Mr. Jaffe advised the group to keep in mind that federal regulations make a distinction between local general-purpose governments and special districts. He is sure that this topic will be discussed in depth during the review process.

Chair Clark stated that the school district has provided valuable input over the years, especially as many of the MPO-funded projects have been multi-modal and located adjacent or near schools citing the Auburn Road and Brown Road projects. The Safe Routes to Schools Program is an example of how the school district provides insight to the neighborhood aspect of transportation issues, especially multimodal transportation, and safety, and has been “a plus in her book.” Director Hinojos-Pressey agreed, saying how she is a strong proponent of

⁹ Cathy Clark, Trevor Phillips, Lyle Mordhorst, Anna Henson, Kevin Cameron, and a SAMTD representative serve both groups. Della Seney, Aumsville, is a current member of MWACT.

¹⁰ “including the largest incorporated city, based on population, as named by the Bureau of Census) or in accordance with procedures established by applicable State or local law.”

¹¹ Which were updated in 2014 to require that MPO that’s represent a TMA (such as SKATS) have a public transportation representative on their MPO Board.

¹² Referencing the Cooperative Agreement and its flowchart, the transit district is part of the process, but the school district is not.

pedestrian and bicycle safety, and how there is a need for better facilities such as on Cordon Road. Chair Clark added that the Verda Road project is another project in development that will help with students getting to school.

Anna Henson noted that ODOT is close to getting final approval from FHWA (Federal Highway Administration) for construction of the southbound I-5 widening between Kuebler Blvd. and Delany Road. For the northbound I-5 widening (Kuebler Blvd. to Delany Road), ODOT is preparing an INFRA¹³ grant application for funds for design and construction phases of that project; that will be submitted by ODOT to FHWA in August. ODOT will ask for a letter of support from MWACT and SKATS.

Mike Jaffe announced that information related to the Center Street Seismic Upgrade project will be presented at the August 3, 2023, MWACT meeting. He encouraged interested parties that may not be MWACT members to tune in to the MWACT meeting for that presentation.

Mike Jaffe mentioned construction projects this summer in the SKATS area that are using MPO funds including Hayesville Dr NE (sidewalks and bike lanes), Hollywood Drive NE (sidewalks and bike lanes and new signal), and Union Street NE family friendly bikeway project (buffered bike lanes, signals, etc.). Lani Radtke mentioned the Lancaster Drive project - Center to Monroe. Chair Clark mentioned a rapid flashing beacon is being installed on Chemawa Road near the Library/City Hall and Keizer is studying options for safe crossing on Verda (between Dearborn Ave. and Chemawa Rd.).

Other updates:

- The Metropolitan Transportation Safety Action Plan (MTSAP) Steering Committee met on July 13th. They are working on Goals and narrowing down the list of locations for developing safety recommendations.

Chair Cathy Clark adjourned the meeting at 1:24 p.m.

¹³ INFRA – Infrastructure for Rebuilding America. A federal grant program.

Agenda Item D

Add New Project to SKATS 2021-2026 TIP

SKATS Policy Committee

August 22, 2023

Action Requested:

Approve Resolution 23-20 amending the SKATS FY 2021-2026
TIP to add project key number 23488 SAMTD Low or NO
Emission Bus and Charging Infrastructure Purchase.

DRAFT Resolution 23-20

Resolution Amending the Adopted Salem-Keizer Area Transportation Study (SKATS) FY 2021-2026 Transportation Improvement Program (TIP)

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

WHEREAS, the Policy Committee is authorized by an intergovernmental Cooperative Agreement to adopt and adjust the Transportation Improvement Program; and

WHEREAS, it is the responsibility of the Policy Committee to identify transportation projects for inclusion in the SKATS Transportation Improvement Program; and

WHEREAS, the adopted SKATS Transportation Improvement Program needs to program federal transportation funds being spent in the urbanized area;

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

THAT the proposed activities are consistent with the adopted Metropolitan Transportation Plan (MTP) and affected local plans;

THAT the proposed amendment is consistent with the financial constraint provisions of federal requirements;

THAT the proposed amendment does not negatively impact regional air quality emissions;

THAT the project will help achieve the Salem Area Mass Transit District (SAMTD) transit asset management targets;

THAT the proposed changes to the TIP are consistent with the management process established in the adopted TIP; and

THAT new Project Key Number 23488 [SAMTD Low or No Emission Bus and Charging Infrastructure Purchase] be added to the SKATS FY 2021-2026 Transportation Improvement Program (TIP).

ADOPTED by the Policy Committee of the Salem-Keizer Area Transportation Study on the 22nd day of August 2023.

Chair
Salem-Keizer Area Transportation Study
Policy Committee

SKATS FY 2021-2026 Transportation Improvement Program (TIP)

Public Notification of Pending Amendment



Proposed TIP Amendment

Project Name: SAMTD Low or No Emission Bus and Charging Infrastructure Purchase

The public review period for this project is August 8, 2023, through noon on August 22, 2023.

As a Formal Amendment to the TIP, additional details about the project will be available and presented to SKATS' Policy Committee for approval on **August 22, 2023**, at noon at 100 High Street SE, Suite 200, Salem, Oregon (*may be a hybrid meeting*).

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

This amendment may be revised to address comments received during the public comment period. The most recently amended FY 2021-2026 TIP is available at the MWVCOG website at:

<http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/transportation-improvement-program-tip/>

Project Amendment Details

Amendment No.	23-20				
Project KN:	23488	Project Sponsor:	SAMTD	Total Proposed Project Cost:	\$7,748,358
Project Name:	SAMTD Low or No Emission Bus and Charging Infrastructure Purchase				
Purpose of amendment: Add new project. SAMTD received an FTA Low- and No-Emissions 5339c grant for the purchase of approximately five battery-electric buses and charging equipment to replace aging diesel vehicles. This project will support the district’s transition to a zero-emission fleet, enhance system safety, lower operational costs and reduce maintenance. Total project cost is \$7,748,358 (\$6,586,104 federal; \$1,162,254 local match).					
Project Description: Purchase approximately five battery electric buses and related facilities improvements. This includes the vehicle and vehicle equipment, charging equipment, and design and construction of charging infrastructure.					

SKATS FY 2021-2026 Transportation Improvement Program (TIP)

Public Notification of Pending Amendment



Project Information after amendment:

Name: SAMTD Low or No Emission Bus and Charging Infrastructure Purchase										Key: 23488	
Description: Purchase approximately five battery electric buses and related facilities improvements. This includes the vehicle and vehicle equipment, charging equipment, and design and construction of charging infrastructure.										Region: 2	
MPO: Salem/Keizer Area MPO				Air Quality Status: Exempt		Work Type: TRANST					
Applicant: SALEM-KEIZER TRANSIT DISTRICT				Status: PROJECT SCHEDULED FOR CONSTRUCTION							
Location(s)-											
Mileposts		Length		Route		Highway		ACT		County(s)	
								MID-WILLAMETTE VALLEY ACT		MARION	
Current Project Estimate											
Planning		Prelim. Engineering		Right of Way		Utility Relocation		Construction		Other	
Year		2024						2024		2024	
Total		\$75,000						\$488,406		\$7,184,952	
Fund 1		5339c		\$63,750				5339c		\$6,586,104	
Match				\$11,250						\$1,162,254	
Fund 1											
Match											
Footnote:											
Most Recent Approved Amendment											
Amendment No:		23-20		MTIP Approval Date:		8/22/2023		STIP Approval Date:			
Requested Action:		Add new project									

Agenda Item E

SKATS Federal Aid Urban Boundary Revision

SKATS Policy Committee

August 22, 2023

Action Requested:

Approve the revised SKATS Federal Aid Urban Boundary and direct staff to provide the information to ODOT.

Draft SKATS Federal Aid Urban Boundary

20230808

Background

Every ten years, after the U.S. Decennial Census, the Census Bureau delineates the Urban Areas in the country. The methodology used in this process is based in part on the housing density and impervious surface of a geographic unit (a census block). Maps of the resulting Urban Area have been shared with the SKATS Policy Committee at previous meetings, most recently at the July 2023 meeting.

The Federal Highway Administration (FHWA) allows States to ‘adjust’ the urban areas into the Federal Aid Urban Boundary (FAUB) to “...be more consistent with transportation needs”. This is accomplished by connecting any discontinuous areas and ensuring that the boundary is not down the middle of a road. Adjustments must include the entirety of the Census bureau defined Urban Area; adjusted boundaries expand, they do not contract.

Discussion with the SKATS Technical Advisory Committee (TAC) on *how* and *where* adjustments should be made and what the resulting FAUB looks like has taken place at the July and August TAC meetings. Discussion started with a proposed FAUB drafted by consultants hired by ODOT to facilitate the process statewide. After review and discussion by the TAC, SKATS staff has produced a separate FAUB proposal following the guidance provided by the TAC and initial feedback from the Policy Committee at their July meeting. This included:

- When an Urban Growth Boundary (UGB) is larger than the Census delineated Urban Area, the FAUB will extend to the UGB. Examples include in west and south Salem, southwest Turner, and south and west Aumsville.
- Connecting the separate Census delineated Urban Areas into one contiguous area should minimize the amount of land that is outside a UGB. If possible, the connection should be made along the major road only.

A series of maps showing the Urban Area and the proposed adjustments resulting in the draft 2020 FAUB are attached. To aid in understanding the proposals, a discussion of the proposed modifications to accompany each map (as the printed maps are not zoomable) is listed below.

Following Policy Committee discussion, modification (if necessary), and approval, the 2020 FAUB will be submitted to ODOT for review by September 1, 2023. Review by ODOT will conclude by December 29, 2023, when ODOT submits all the FAUBs in the state to FHWA for final review and acceptance.

The Urban Area in Context of the Existing FAUB

It is important to note that the methodology the U.S. Census Bureau uses to determine the Urban Areas changes with each Decennial Census, so the existing 2010 Census-based FAUB is not the base for the 2020 Census-based FAUB we are developing. But it can be instructive to see the extent of the existing FAUB to understand whether areas have already been in the FAUB, and where the 2020 Census-based Urban Areas are in context. This is shown in **Map A**, with the blue areas designating the Urban Areas and the pink the existing FAUB.

Proposed Modifications, Justifications and Discussion

1. Aumsville to Golf Club Rd
 - a. The eastern edge of the Salem FAUB ends on the western side of Golf Club Road – Golf Club Road is more aligned with the Stayton Urban Area than the Salem Urban Area. This does divide the interchange, but the Stayton FAUB *should* include the eastern ramps and thus the entire interchange will be ‘urban’ (negating any issue that only a portion of the interchange is urban).
 - b. Extend the FAUB along OR 22E from Aumsville UGB to Albus Rd SE. This would take in the width of OR 22E and provides the main connection between the discontinuous portions of the Urban Area along this corridor.
2. Aumsville
 - a. Add the area between Mill Creek and the Aumsville UGB in the south.
 - b. Add the area north of Olney St that is within the Aumsville UGB (industrial development).
 - c. Add the interchange for westbound travel (on/off) along OR 22E from Shaw Highway.
 - d. Take OR 22E along the Aumsville area to ensure the road is within the FAUB (as discussed in 1b).
3. Silver Falls Hwy
 - a. Add the eastern side of the OR 22E and Silver Falls Hwy interchange.
 - b. Take OR 22E along this segment to ensure the road is within the FAUB (as discussed in 1b).
 - c. The FAUB is proposed to be along the northern edge of Lipscomb St SE from Witzel Rd SE to Aumsville Hwy SE (not including the road).
 - d. The FAUB is proposed to be along the eastern edge of Witzel Rd SE from Lipscomb St to Aumsville Hwy (not including the road).
 - e. The FAUB is proposed to be along the southern edge of Aumsville Hwy SE from Witzel Rd SE to 72nd Ave SE (not including the road).
 - f. The FAUB is proposed to be along the western edge of 72nd Ave SE from Lipscomb St SE to Aumsville Hwy SE (not including the road).
 - g. The FAUB is proposed to be along edge of 78th Ave SE, Walina Ct SE and Lofty Loop SE that does not include the road. (These are the three ‘bumps’ to the south of Aumsville Hwy SE).
4. OR 22E – Jordan St Ganon St Harpole St

- a. Extend the FAUB along OR 22E from approximately the Salem UGB to the defined Urban Area starting at Joseph St SE. As before, this would take in the width of OR 22E and provides the main connection between the discontinuous portions of the Urban Area along this corridor.
 - b. Along Deer Park Dr SE and 82nd Ave SE, the FAUB is proposed to be on the western edge of the road (not including the road).
 - c. Along 74th Ave SE, the FAUB is proposed to be on the eastern edge of the road (not including the road).
 - d. Along Culver Dr SE, Canon St SE, Gale St SE, 71st Ave SE, and Harpole St SE the FAUB is proposed to be on the northern edge of the road (not including the road).
- 5. Cordon State Macleay 62nd
 - a. The FAUB is proposed to be along the northern edge of State St. (not including the road).
 - b. The FAUB is proposed to be along the eastern edge of Cordon Rd SE (including the road).
 - i. This is in recognition that the majority of Cordon Rd from OR 22E to Swegle Rd NE is inside the Urban Area. Federal guidance specifies that roads should minimize the number of times entering and leaving the FAUB.
 - c. Macleay Rd SE – The proposal is for the FAUB to be on the southern edge of the road, and thus not in FAUB. There is a short segment of Macleay Rd from Dunsmere St SE to Dunsmere St SE (see Map 5b) that *may* cause an issue during ODOT/FHWA review.
- 6. Cordon Sunnyview Swegle Hampden
 - a. The FAUB is proposed to include the eastern edge of Cordon Rd (see 5c above) and include the road.
 - b. The FAUB is proposed to be along the southern edge of Swegle Rd NE (not including the road).
 - c. The FAUB is proposed to be along the eastern edge of Hampden Ln NE (not including the road).
 - d. The FAUB is proposed to be along the southern edge of Sunnyview Rd NE (not including the road).
 - e. The FAUB is proposed along the eastern edge of 63rd Ave NE from Sunnyview Rd NE to State St (not including the road).
- 7. Cordon Hazelgreen 55th
 - a. The FAUB is proposed to include the area bounded by Hazelgreen Rd and Cordon Rd. The roads would be in the FAUB.
 - b. The FAUB is proposed to be on the western edge of 55th Ave NE (not including the road).
 - c. The FAUB is proposed to be on the northern edge of Juniper St NE (not including the road).

8. Keizer to Brooks
 - a. Include the eastern side of Portland Rd from the Salem UGB to Labish Village and then to the Brooks portion of the UA.
 - b. Include the northern side of Brooklake Rd from River Rd to the I-5 interchange, then to include the entire interchange and then eastward to 50th Av NE to the Brooks portion of the UA (see Map 8-2 for a closer view).
 - i. As with the current FAUB, the area between River Rd to Portland Rd and south of Brooklake Rd would be within the FAUB.
9. Salem western UGB
 - a. Include the land inside the UGB that is outside the identified UA (multiple locations).
 - b. Include the portion of the Salem city limits that is outside the UGB west of 35th (see Map 9-2).
 - c. Include the section of River Bend Rd from the UGB to the identified Marine Dr intersection, and then southward to the east of the identified Marine Dr alignment to the UGB (see Map 9-3).
 - d. Include the area south of a line drawn from the UGB (bumped out area) to the UGB on the east side of the Willamette River (see Map 9-3).
10. Salem Minto Brown Island and SW
 - a. Include the area within the UGB, including Minto Brown Island.
 - b. Include the area between the UGB and identified Urban Area at the southwest tip along River Rd S.
 - i. River Rd S appears to be within the UGB, thus it will be in the FAUB.
11. Salem South and West of I-5
 - a. Include the area between the UGB and the identified Urban Area northwest of Skyline Rd S.
 - b. Include the area between the UGB and the identified Urban Area that is north and east of Rees Hill Rd SE.
 - c. The FAUB is proposed to be on the eastern edge of Rainbow Dr SE (not including the road).
 - d. The FAUB is proposed to be on the western edge of Sunnyview Rd SE from Southwood Ct SE to Hylo Rd SE (not including the road).
 - e. The FAUB is proposed to be on the northern edge of Timberline Ln SE and Sky Ter SE from Sunnyside Rd SE to the terminus (not including the road).
 - f. Include the area west of the I-5 / Commercial interchange, south of the identified UA and north of the UGB.
 - g. Viewcrest Rd S has three segments that are within the Census defined Urban Area, with the rest of the road as the boundary. Clarification from ODOT on whether if the FAUB can be on the eastern edge of the road (and thus the road is not included in the FAUB) is needed for the segment between Montaigne Ln S and south of Little Haven Ln S.
12. South of Delaney

- a. The FAUB is proposed to extend from the Delaney Rd SE interchange northwards along I-5 to the identified Salem Urban Area at the Commercial St SE ramps.
 - i. This will require Enchanted Way SE to be within the FAUB from Rodgers Creek to Marche Heights Dr SE.
 - b. Include the area that is north of Rodgers Creek between the identified Urban Area along I-5.
 - c. The FAUB is proposed to be on the eastern edge of Squirrel Hill Rd SE from Delaney Rd SE southwards to Rodgers Creek (not including the road).
 - d. The FAUB is proposed to be on the western edge of Enchanted Way SE from Delaney Rd SE to Marche Heights Dr SE.
13. East of I-5 to Turner
- a. Include the eastern side of I-5 from Wiltsey St south to the defined Urban Area south of the Delaney Rd / I-5 interchange.
14. Turner
- a. Include the area to the southwest outside of the identified Urban Area to the UGB.
 - b. Include the area contained within the revised UGB north of Delaney Rd and west of Witzel Rd.
 - c. The FAUB is proposed to include Turner Rd SE connecting the Turner portion to the remaining part of the Salem Urban Area.
 - d. The FAUB is proposed to be on the southern edge of Marion Rd SE from Witzel Rd SE to Mill Creek Rd SE (not including the road).
 - e. The FAUB is proposed to be on the western edge of Marion Rd SE from Mill Creek Rd SE to Mill Creek (not including the road).
15. Southeast of Salem
- a. See discussion of 4 above.
 - b. Note it is possible that the area between Joseph St and OR 22E will need to be within the FAUB.
16. Cordon Silverton Lardon
- a. Should the eastern side of the Silverton Rd and Cordon Rd intersection be totally in the FAUB?
 - i. If yes – The FAUB is proposed to be on the southeastern edge of Silverton Rd NE from Cordon Rd NE to Lardon Rd NE.
 - 1. This *may* require Lardon Rd from Cordon Rd to Silverton Rd to be in the FAUB as well.
 - ii. If no – The FAUB is proposed to be on the northeastern edge of Silverton Rd from Cordon Rd to Lardon Rd.
 - b. The FAUB is proposed to be on the southern edge of Lardon Rd from Cordon Rd NE to Silverton Rd NE (not including the road).

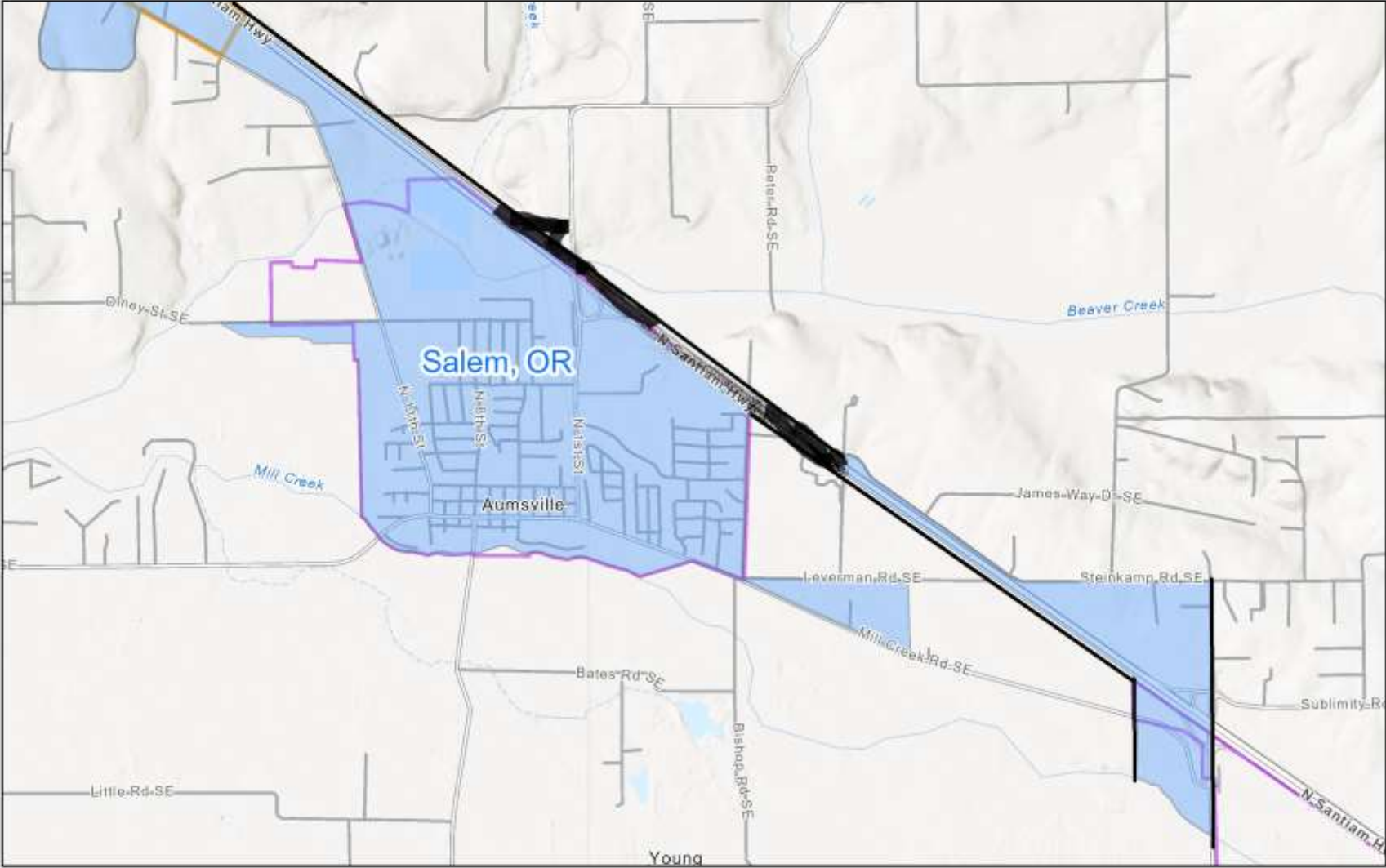
FAUB - Draft

August 2023

SKATS Policy Committee

1

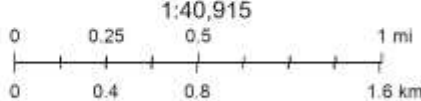
Aumsville to Golf Club Rd



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- 2020 Census FAUB
- Oregon Urban Growth Boundaries (UGB)

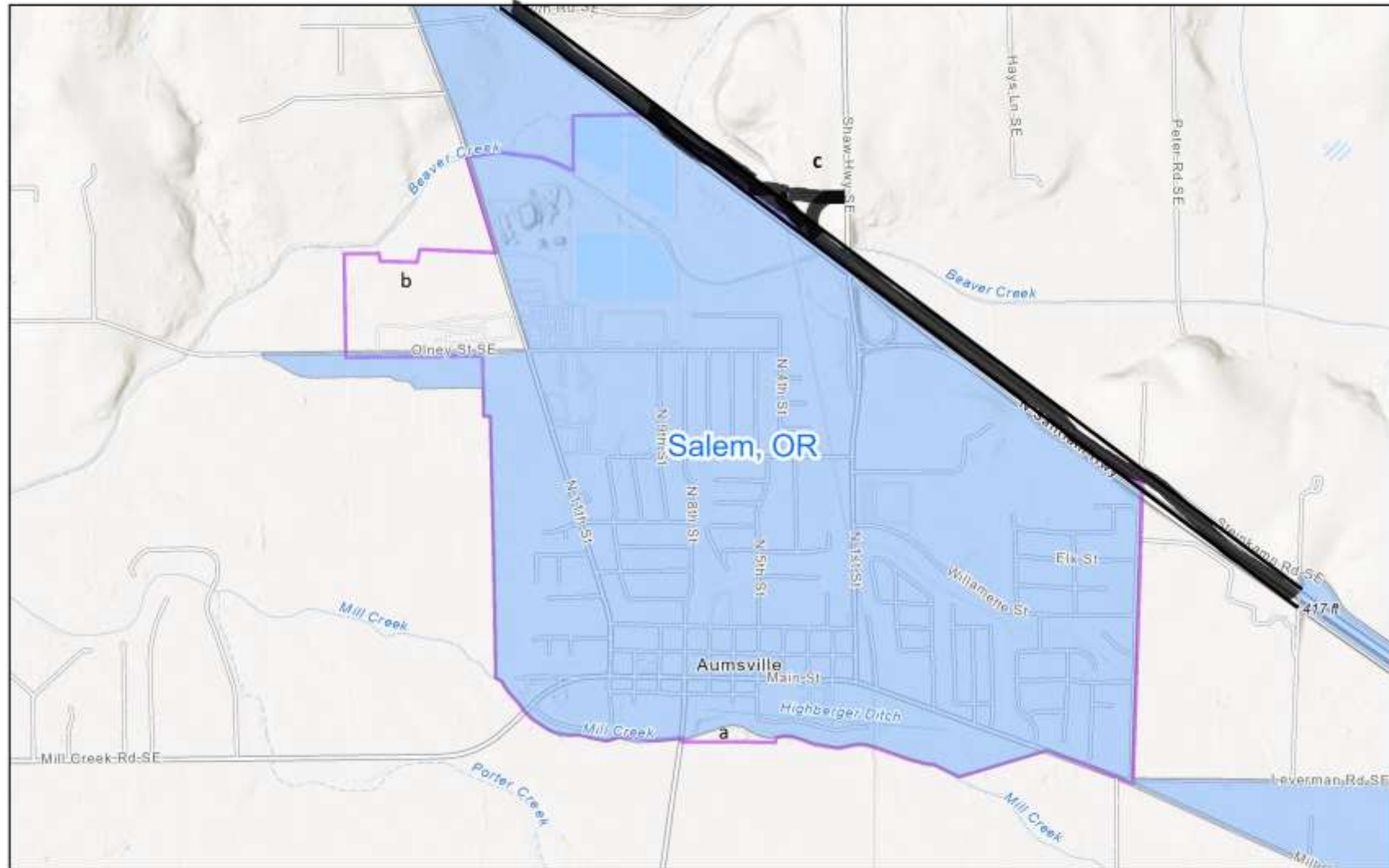
Current Metropolitan Planning Areas (MPA)



Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management.

2

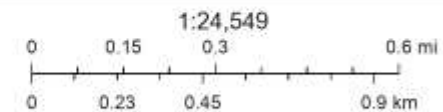
2 - Aumsville



8/9/2023, 8:56:24 AM

2020 Census FAUB

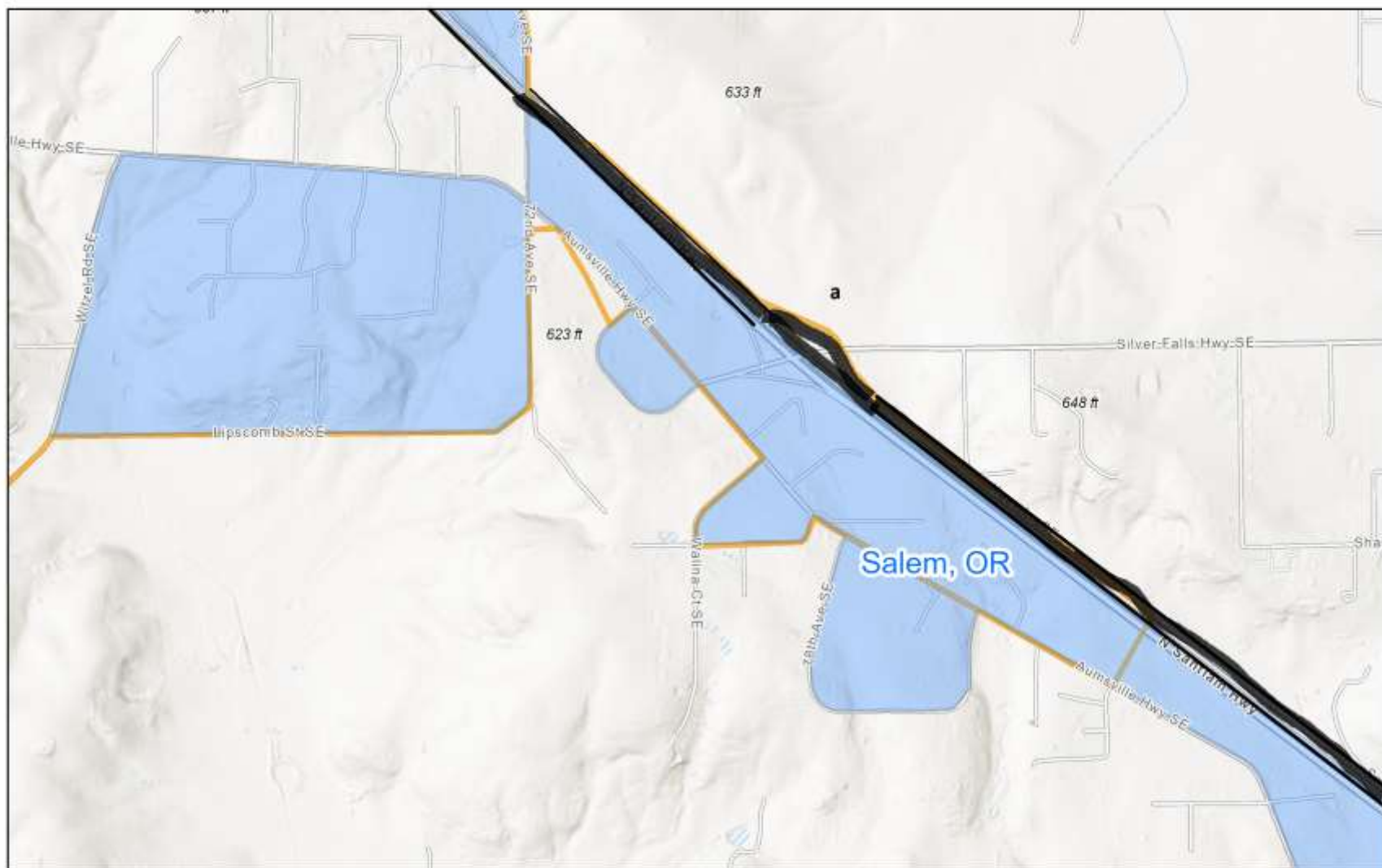
Oregon Urban Growth Boundaries (UGB)



Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management.

3

3 - Silver Falls Hwy

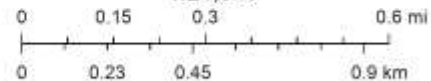


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2020 Census FAUB

 Current Metropolitan Planning Areas (MPA)

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Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, Bureau of Land Management.

4

4 - OR 22E - Jordan St Ganon St Harpole St



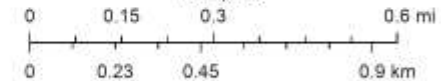
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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

Current Metropolitan Planning Areas (MPA)

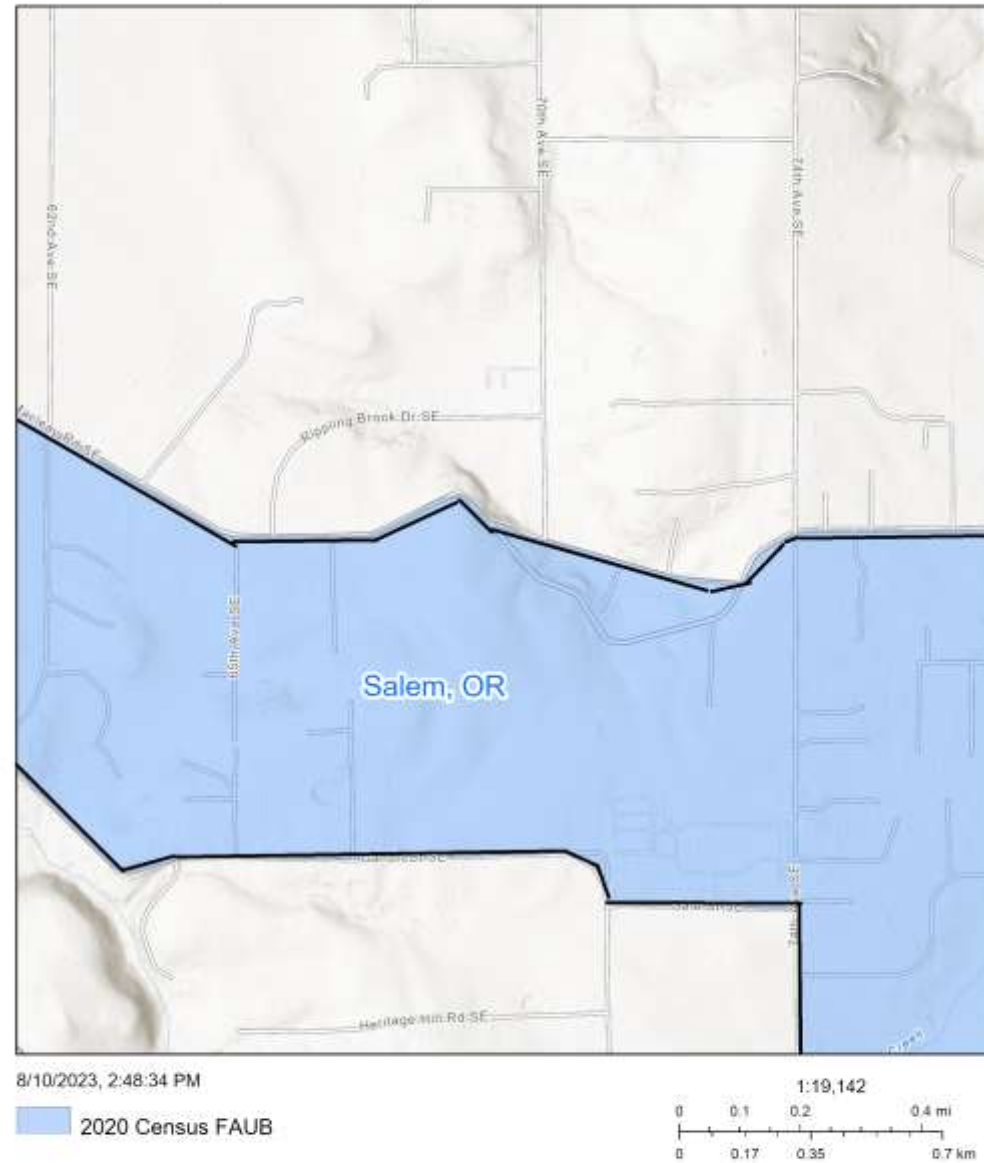
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Esri, NASA, NGA, USGS, FEMA, Oregon Metro, Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc.

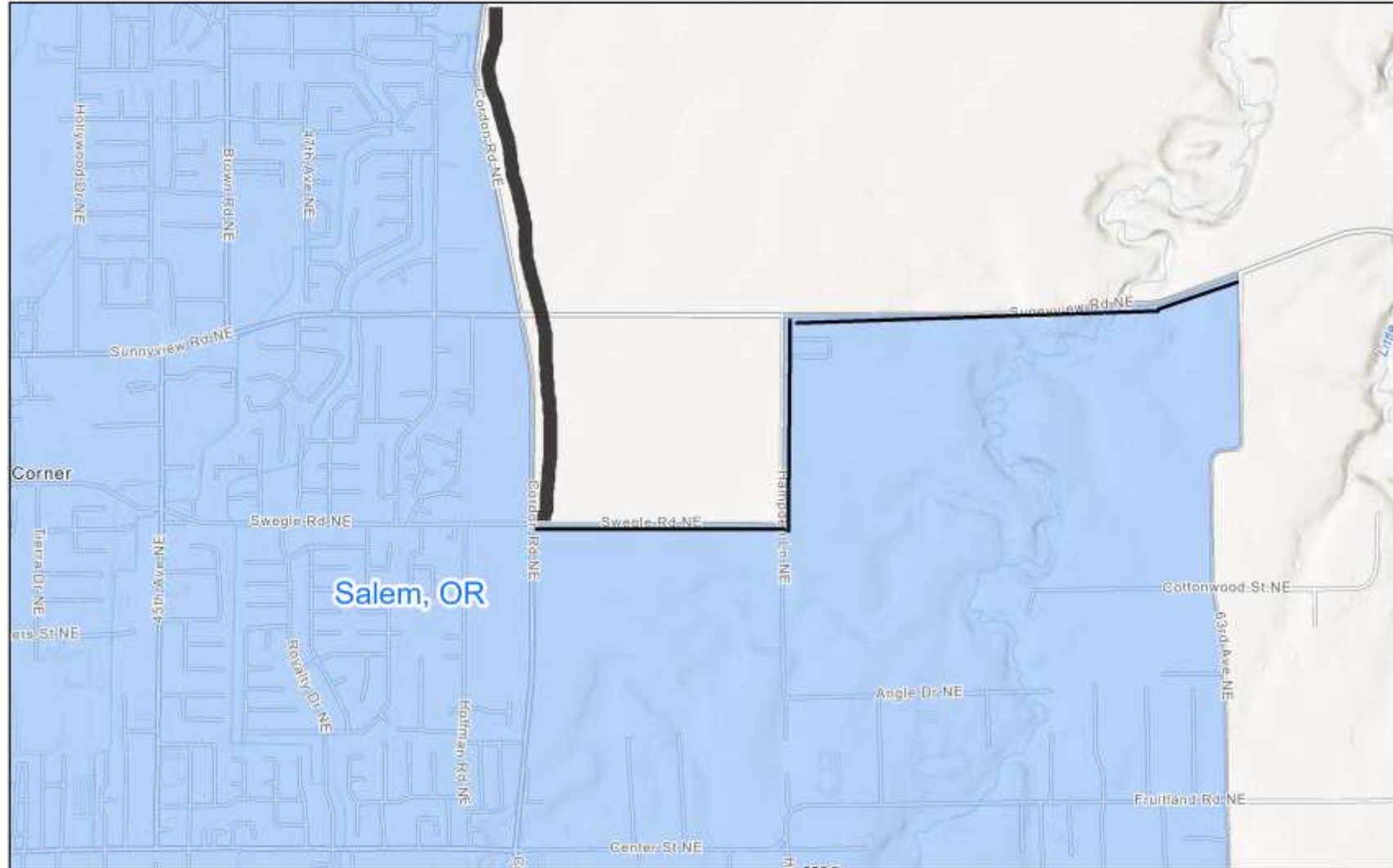
5b

Map 5b - Macleay Rd SE and Dunsmere St SE



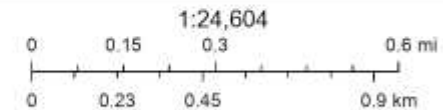
6

6 - Cordon Sunnyview Swegle Hampden



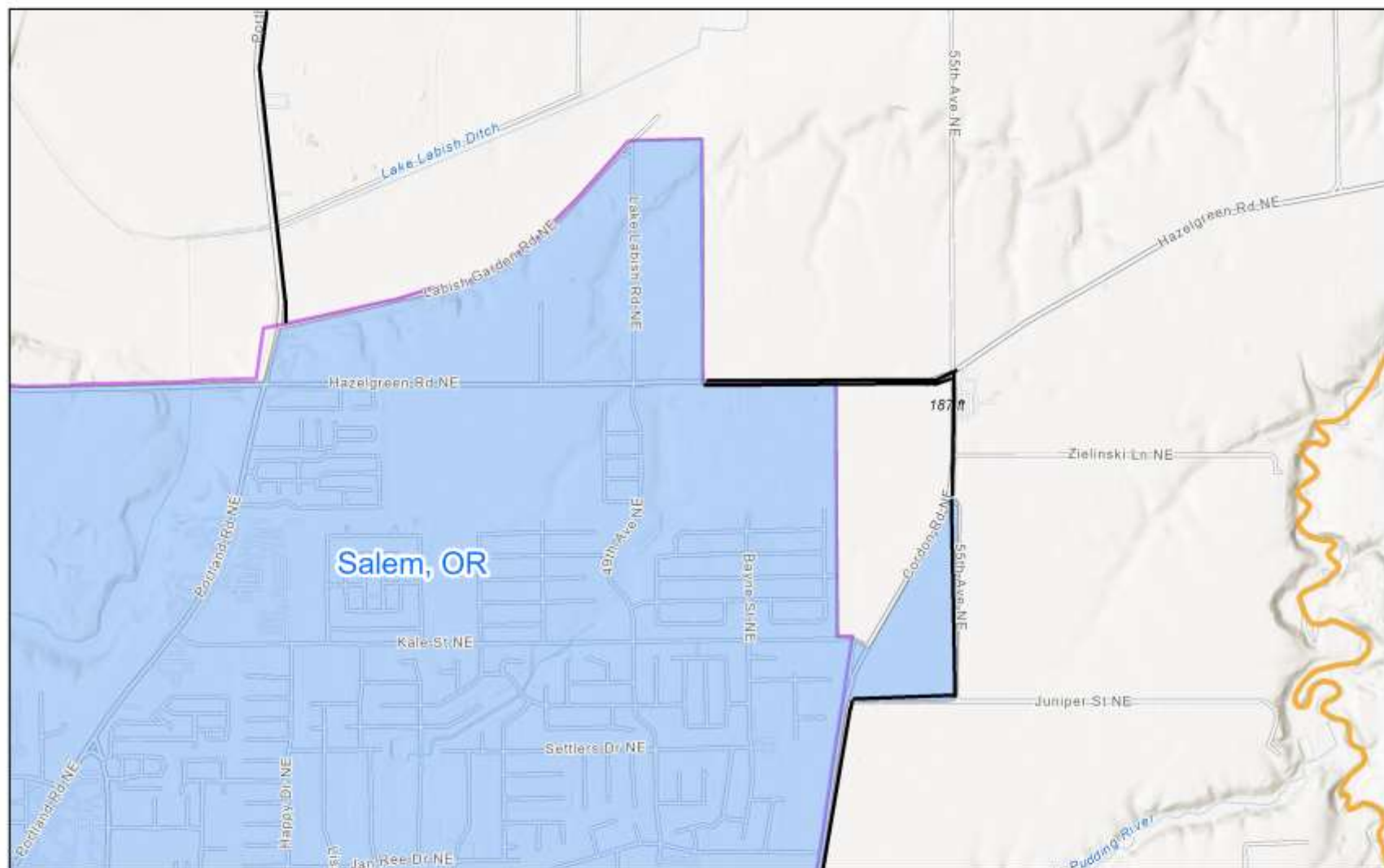
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2020 Census FAUB



City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon
GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA

7 - Cordon Hazelgreen 55th



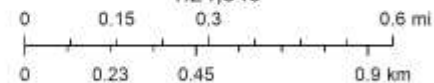
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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

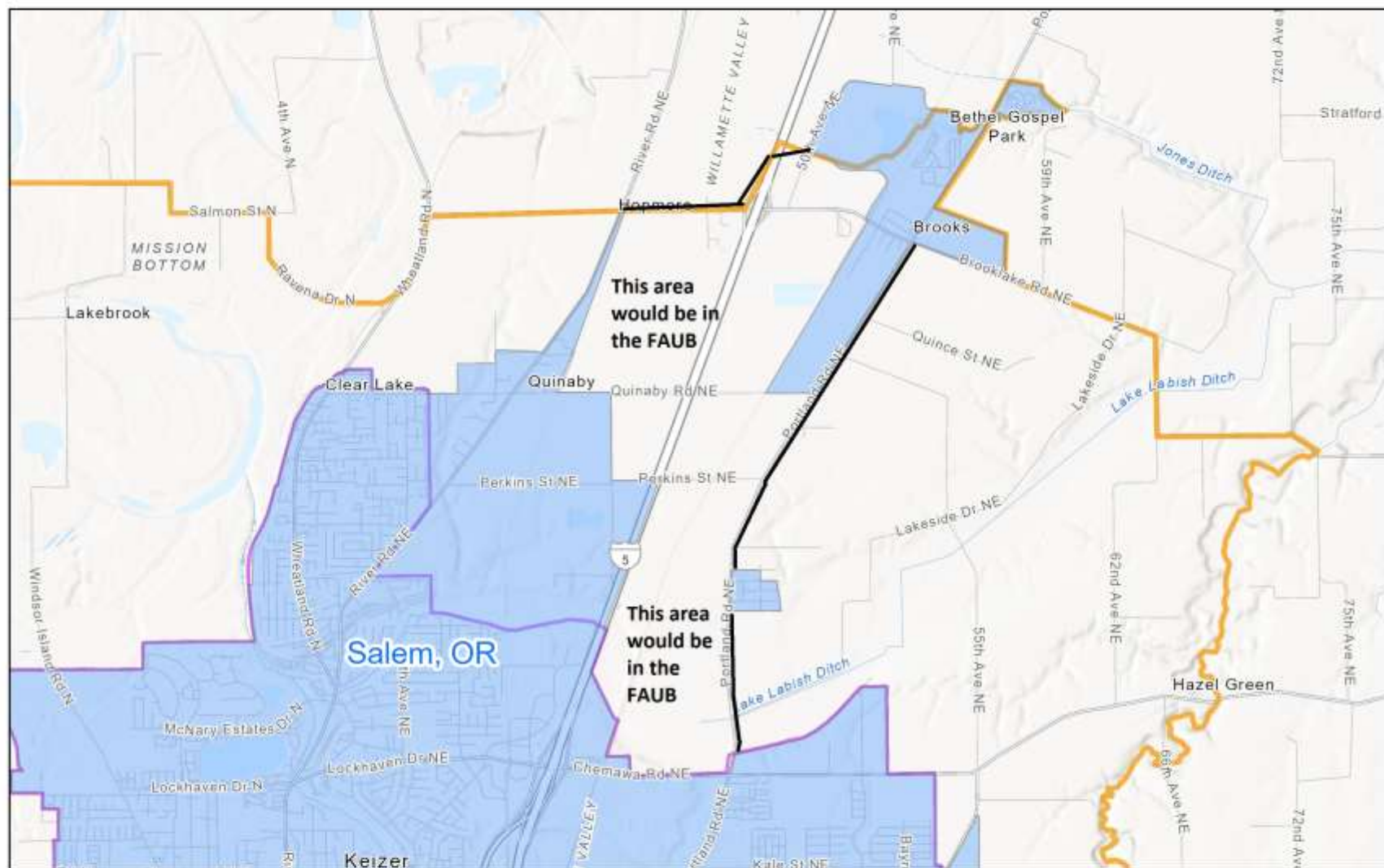
Current Metropolitan Planning Areas (MPA)

1:24,549



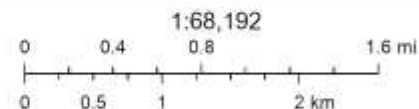
City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon
GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA

8 - Keizer to Brooks



8/9/2023, 9:26:21 AM

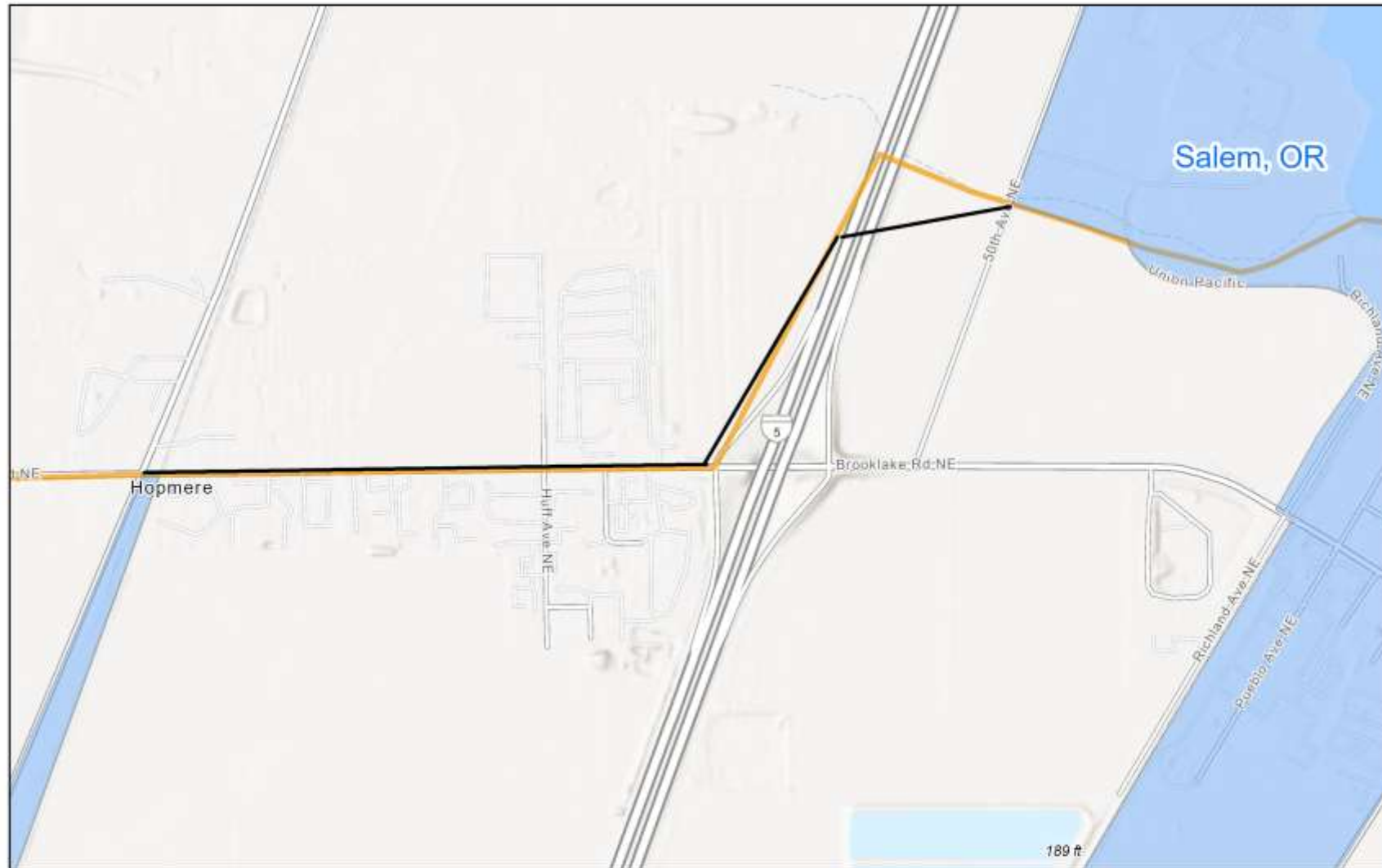
- 2020 Census FAUB
- Current Metropolitan Planning Areas (MPA)
- Oregon Urban Growth Boundaries (UGB)



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8-2

8-2 - Brooks to Hopmere



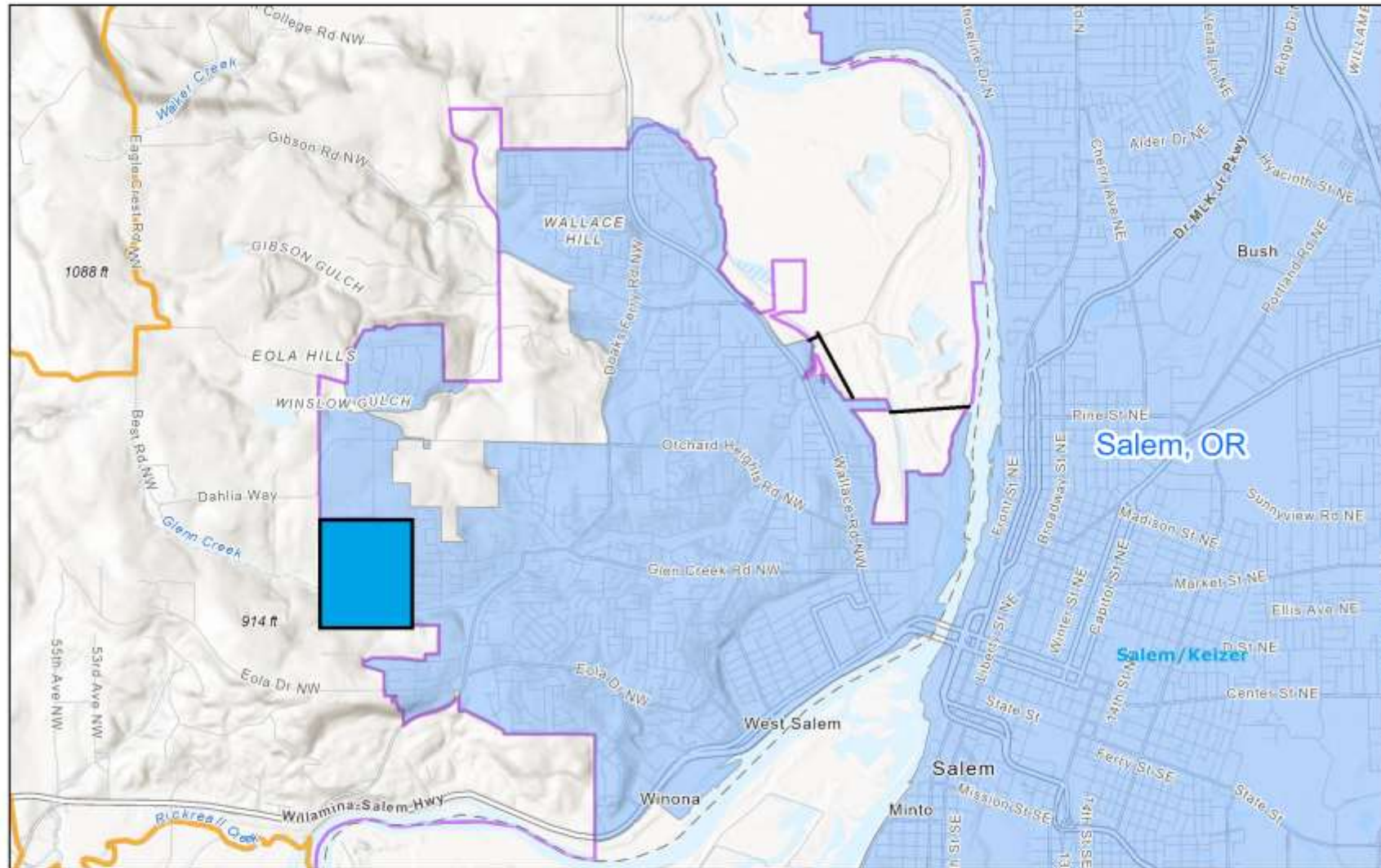
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2020 Census FAUB

Current Metropolitan Planning Areas (MPA)

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0 0.13 0.25 0.5 km
Esri, NASA, NGA, USGS, FEMA, Esri Community Maps Contributors,
Oregon Metro, Oregon State Parks, State of Oregon GEO, Esri, HERE

9 - Salem western UGB

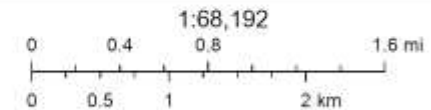


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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

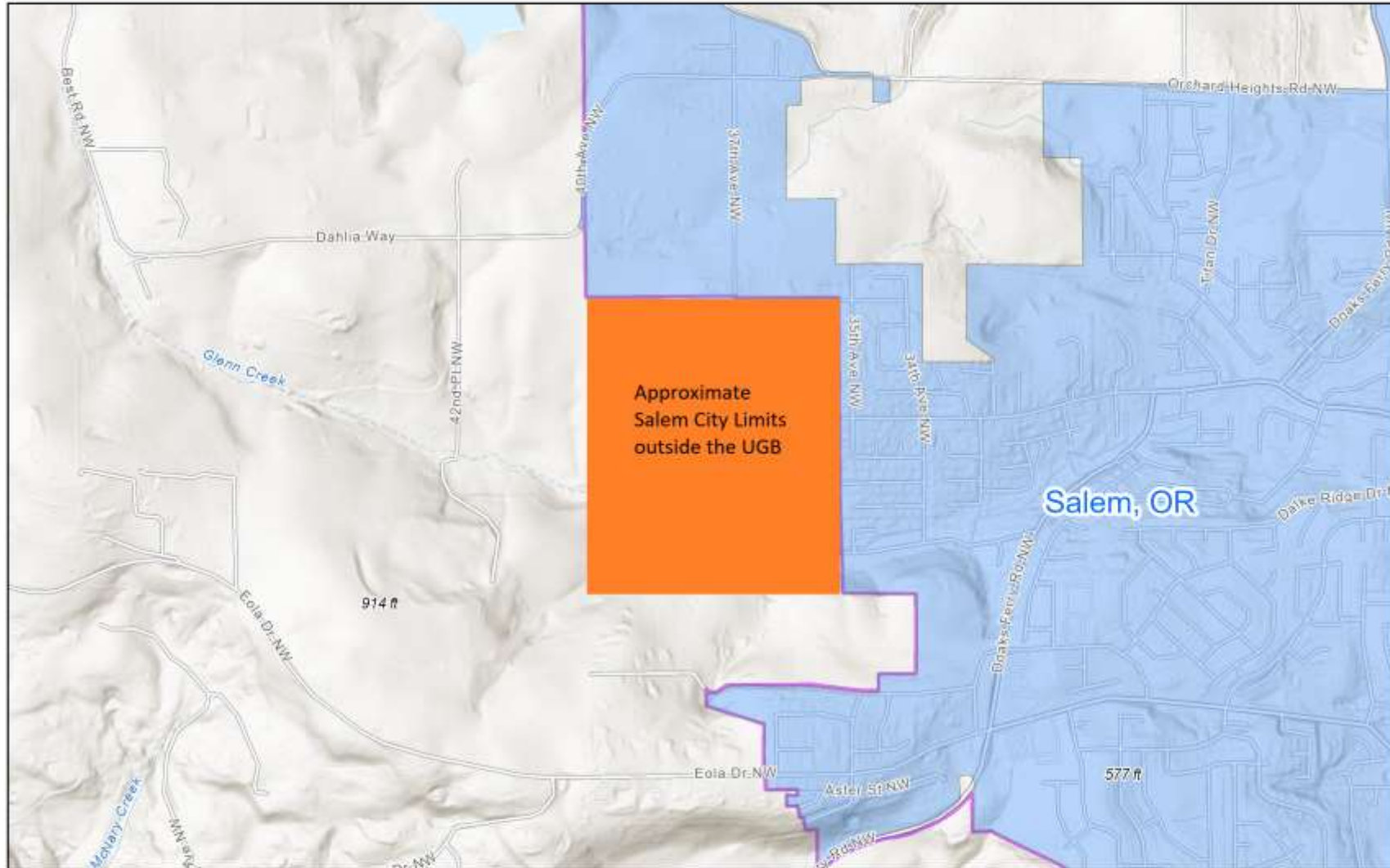
Current Metropolitan Planning Areas (MPA)



Esri, NASA, NGA, USGS, City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph.

9-2 Salem City Limits

9-2 - Salem City Limits area



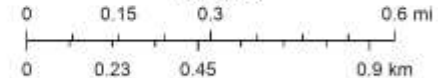
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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

Current Metropolitan Planning Areas (MPA)

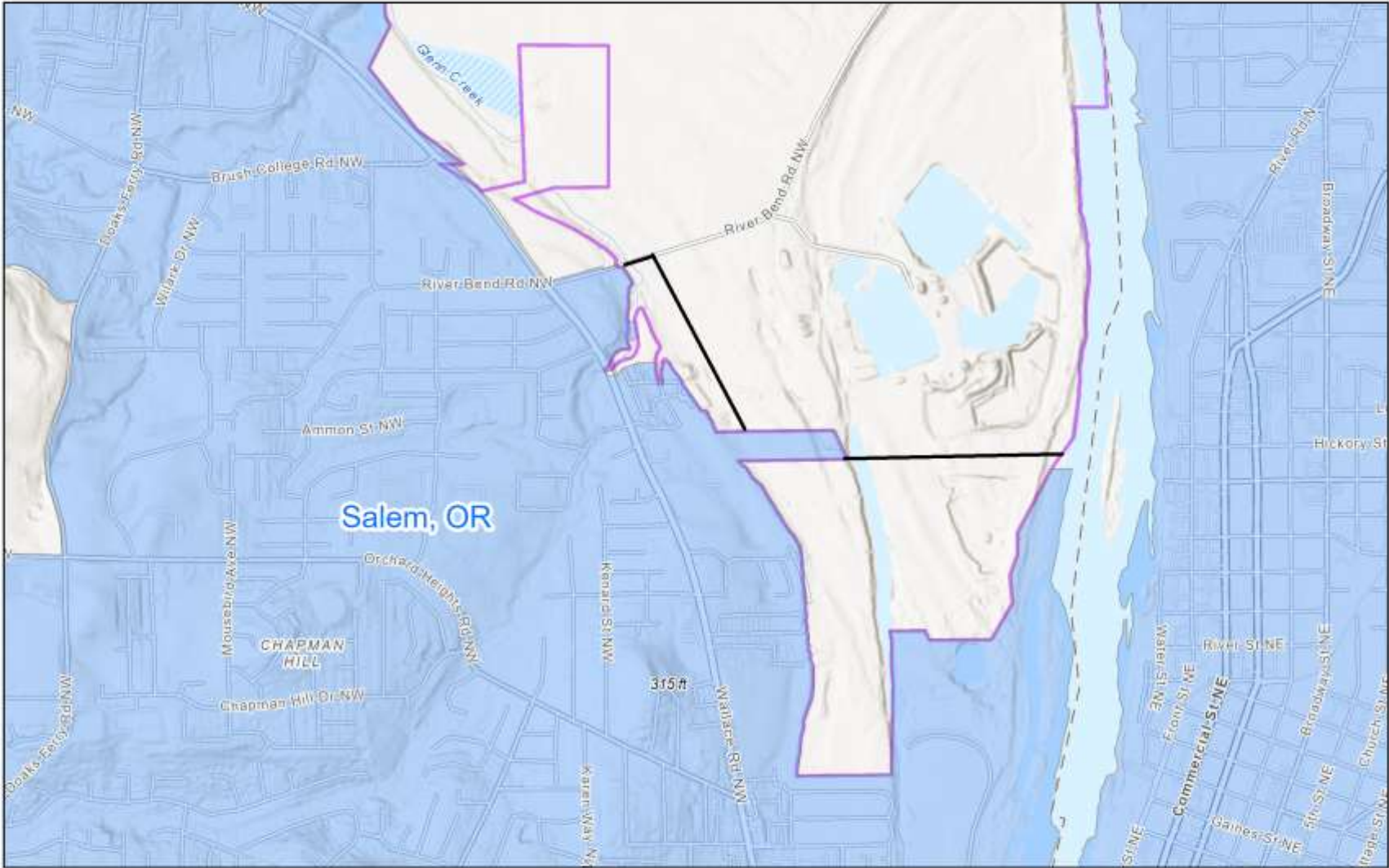
1:24,549



City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon
GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA

9-3 Marine Dr

9-3 - Marine Dr Riverbend Rd



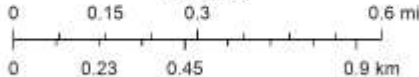
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2020 Census FAUB

Current Metropolitan Planning Areas (MPA)

Oregon Urban Growth Boundaries (UGB)

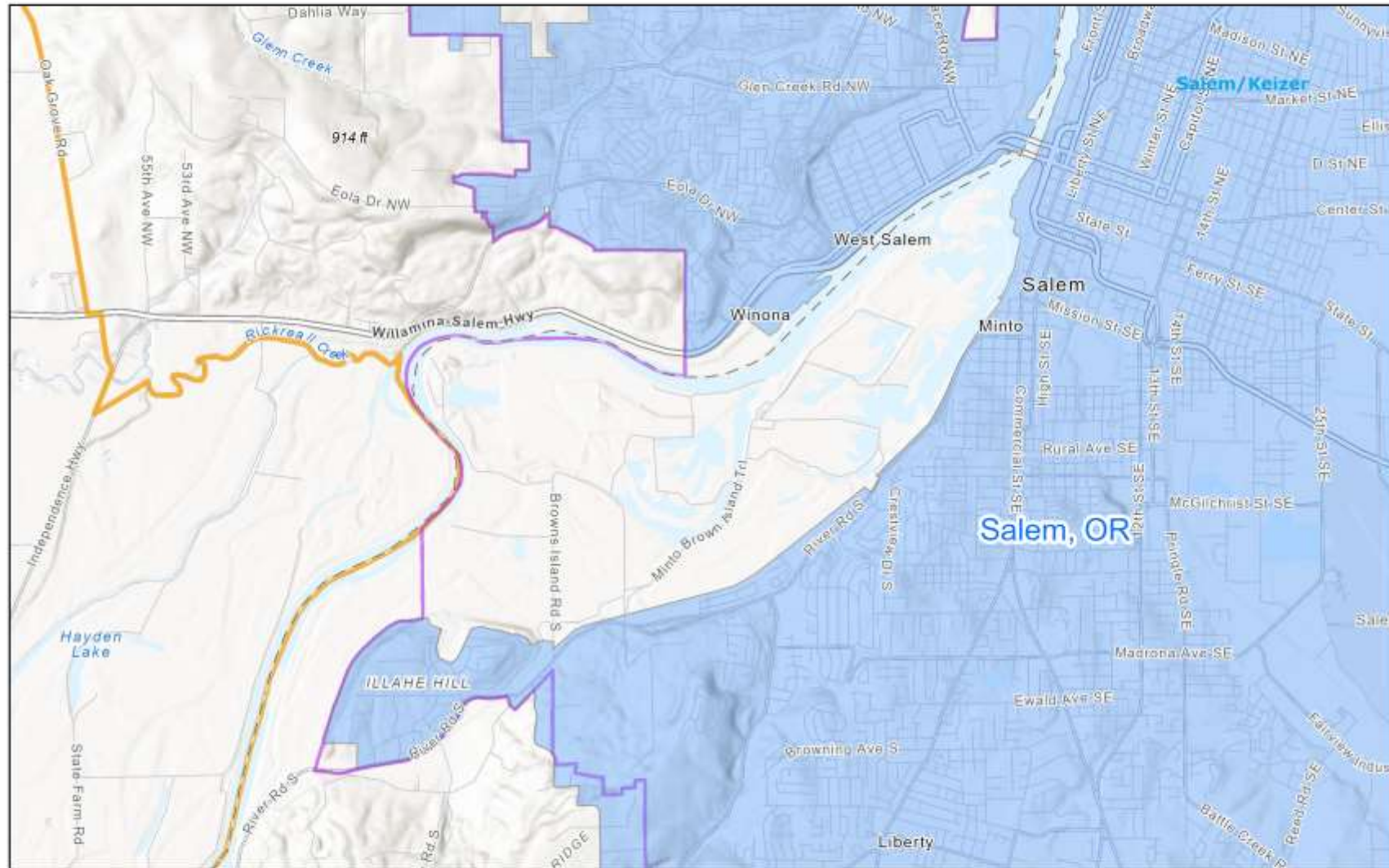
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City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon
GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA

10

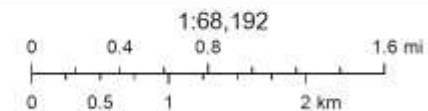
10 - Salem Minto Brown Island and SW



8/9/2023, 9:35:11 AM

- 2020 Census FAUB
- Oregon Urban Growth Boundaries (UGB)

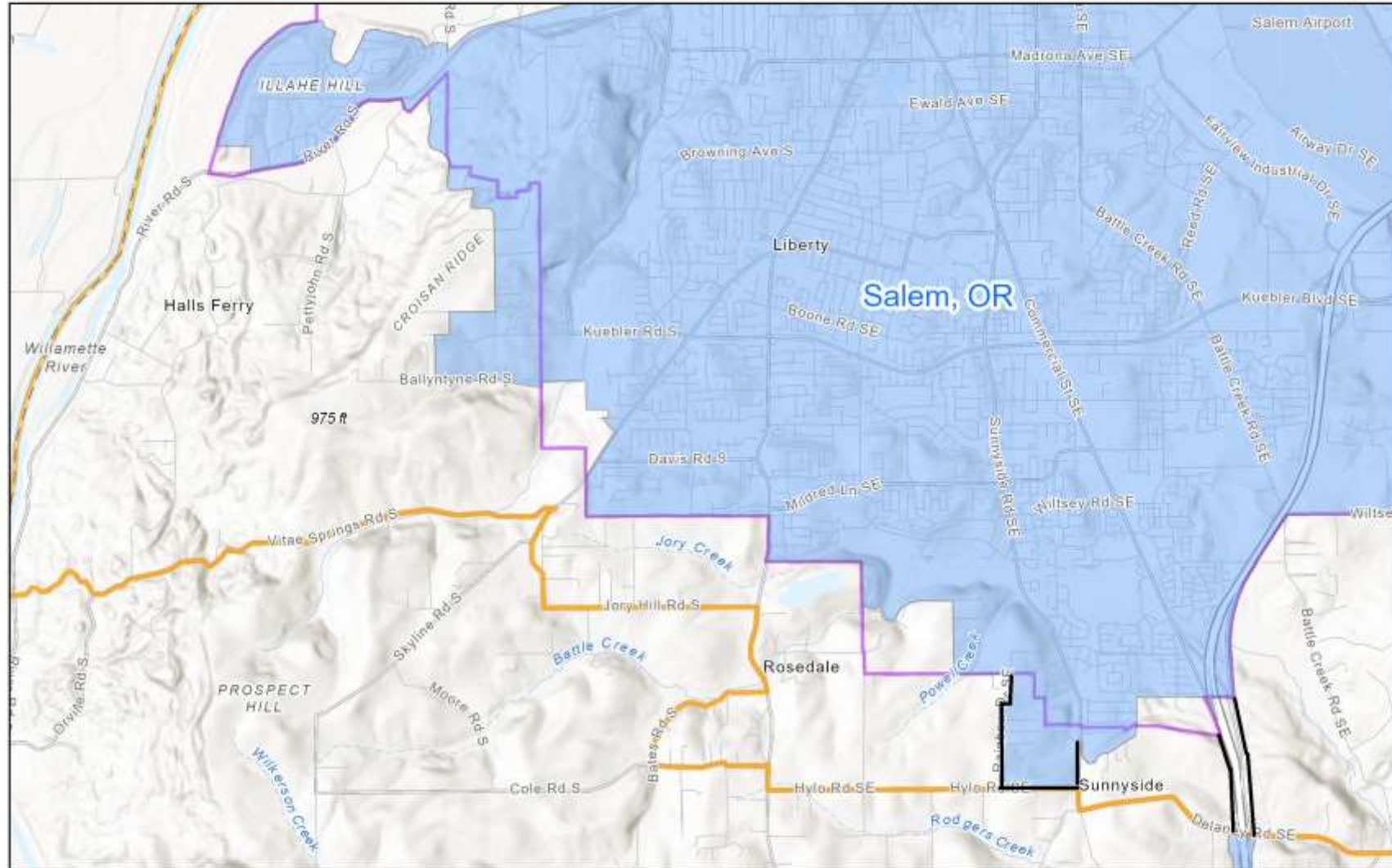
■ Current Metropolitan Planning Areas (MPA)



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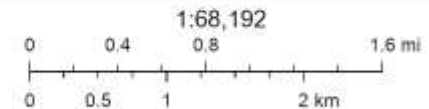
11

11 - Salem South and West of I-5



8/9/2023, 9:37:40 AM

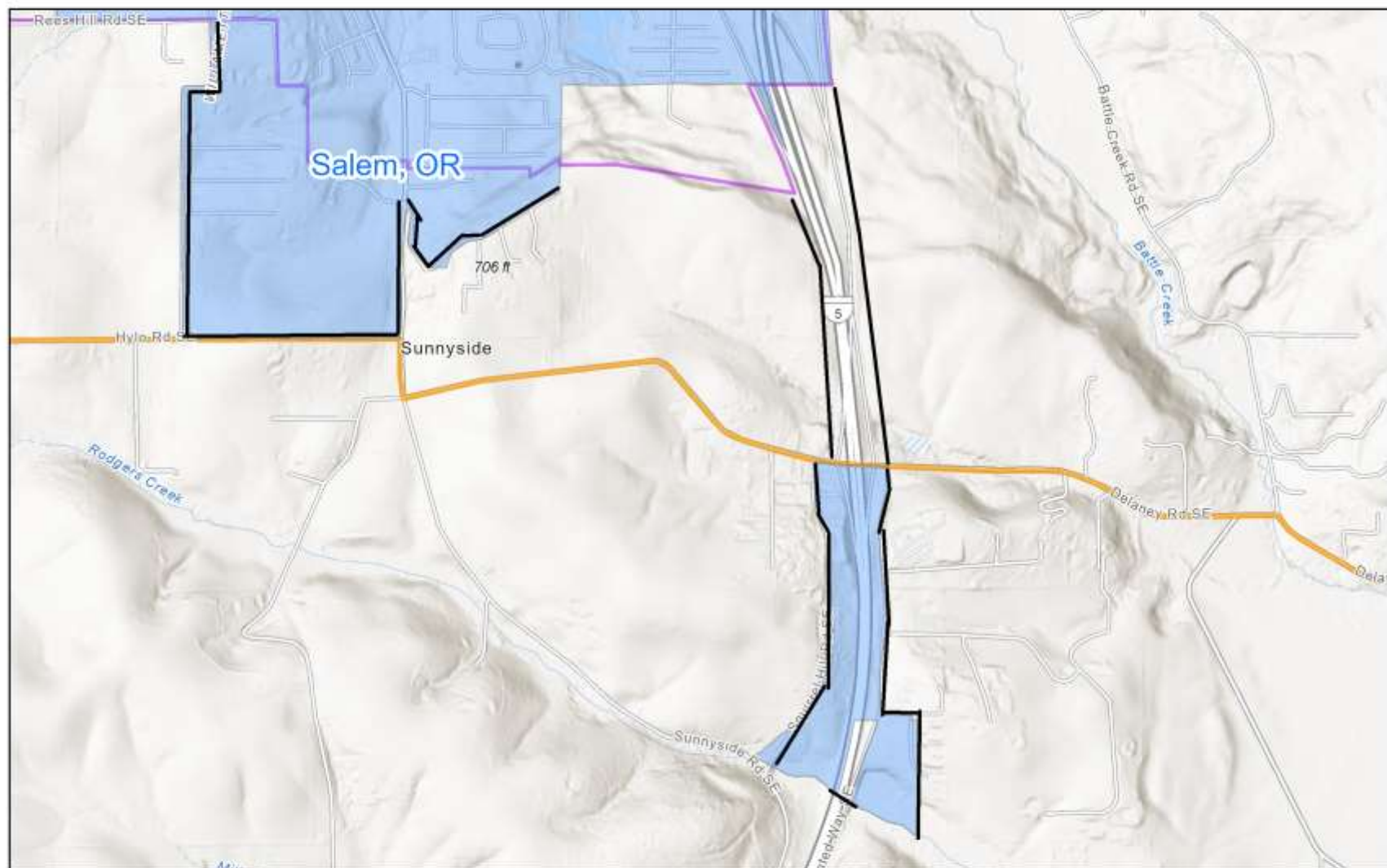
-  2020 Census FAUB
-  Current Metropolitan Planning Areas (MPA)
-  Oregon Urban Growth Boundaries (UGB)



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12

12 - South of Delaney

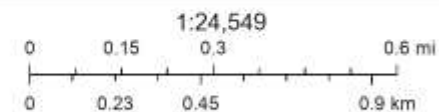


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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

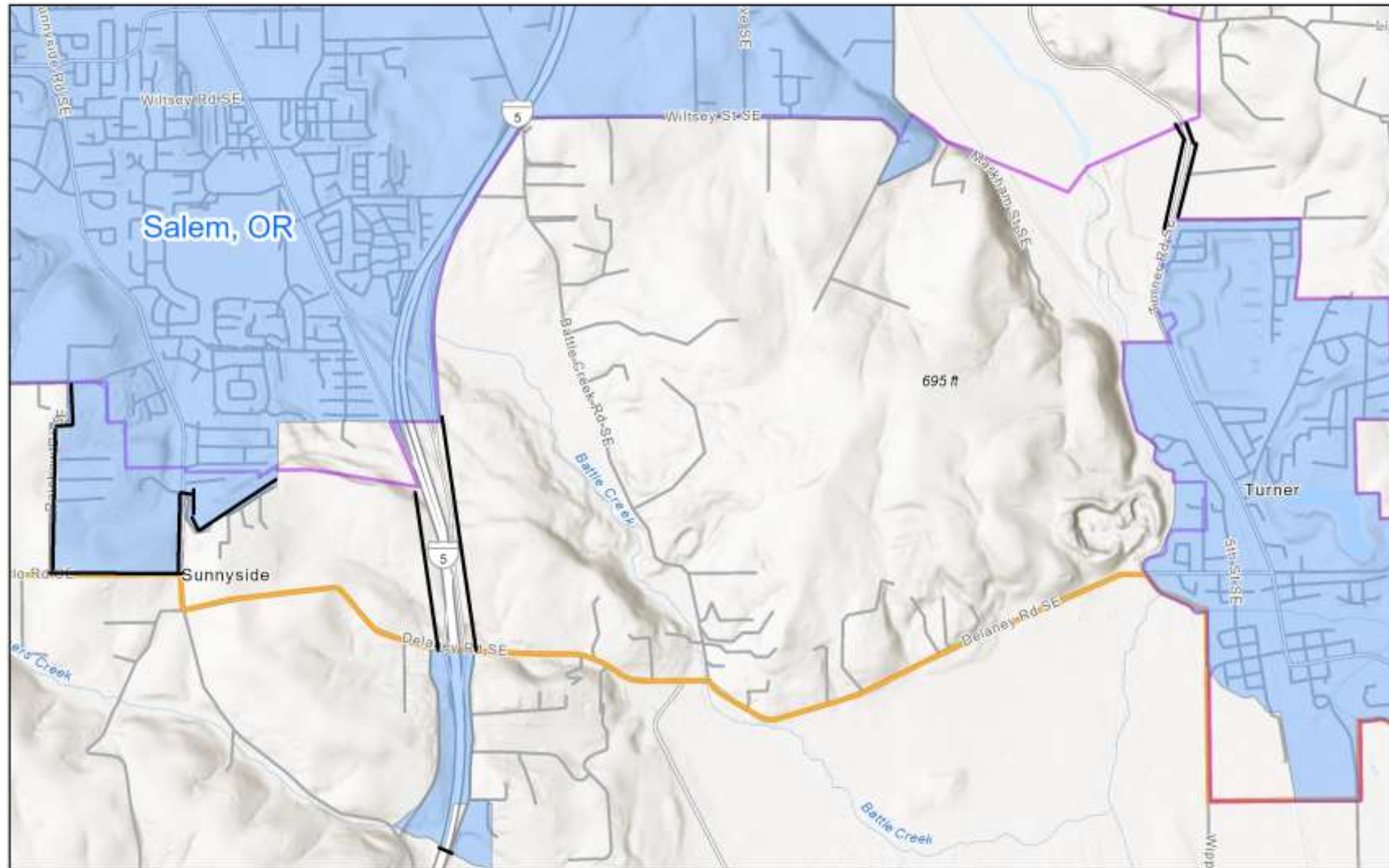
Current Metropolitan Planning Areas (MPA)



Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management.

13

13 - East of I-5 to Turner



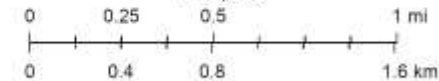
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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

Current Metropolitan Planning Areas (MPA)

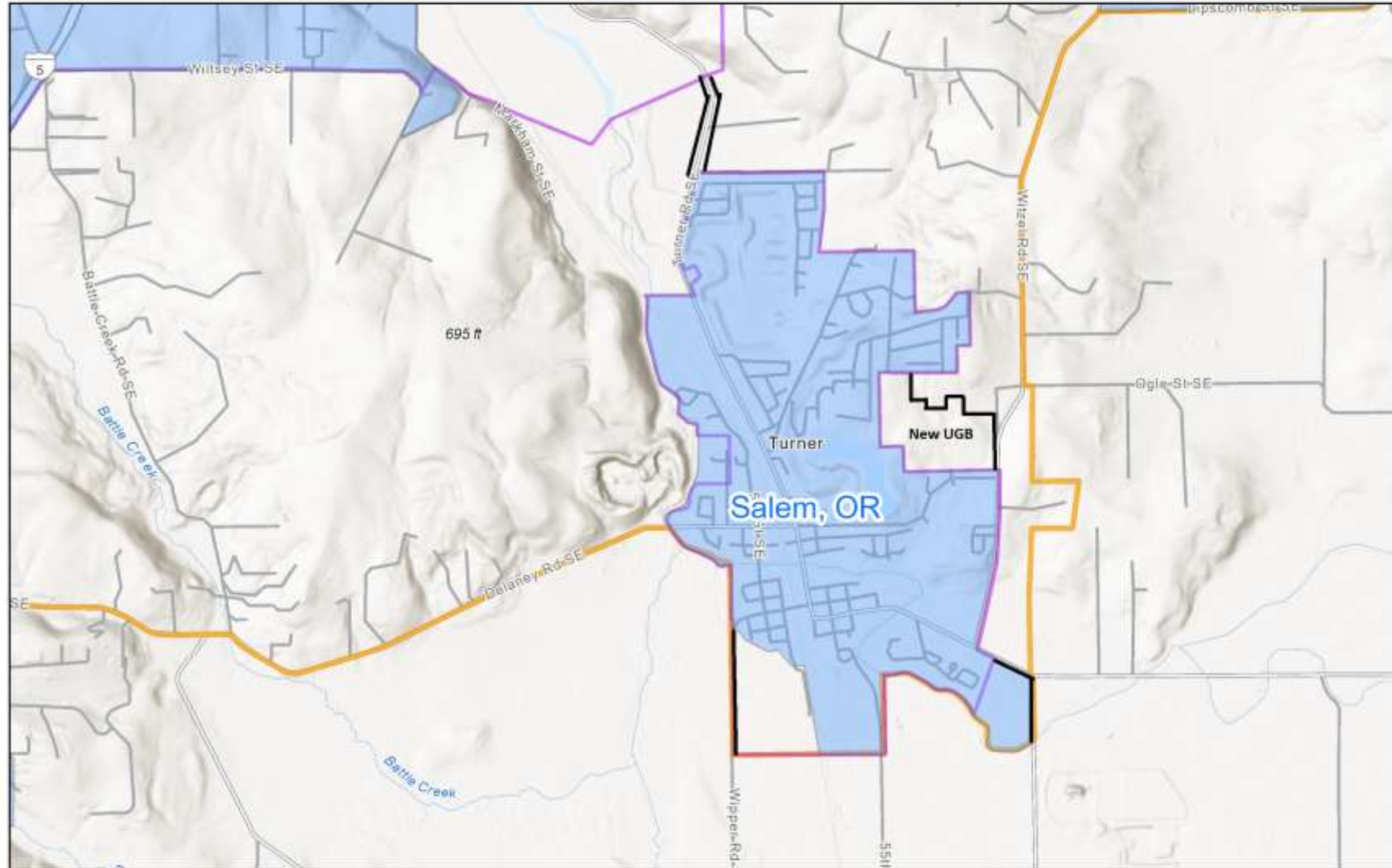
1:40,915



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14

14 - Turner



8/9/2023, 12:59:30 PM

2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

Current Metropolitan Planning Areas (MPA)

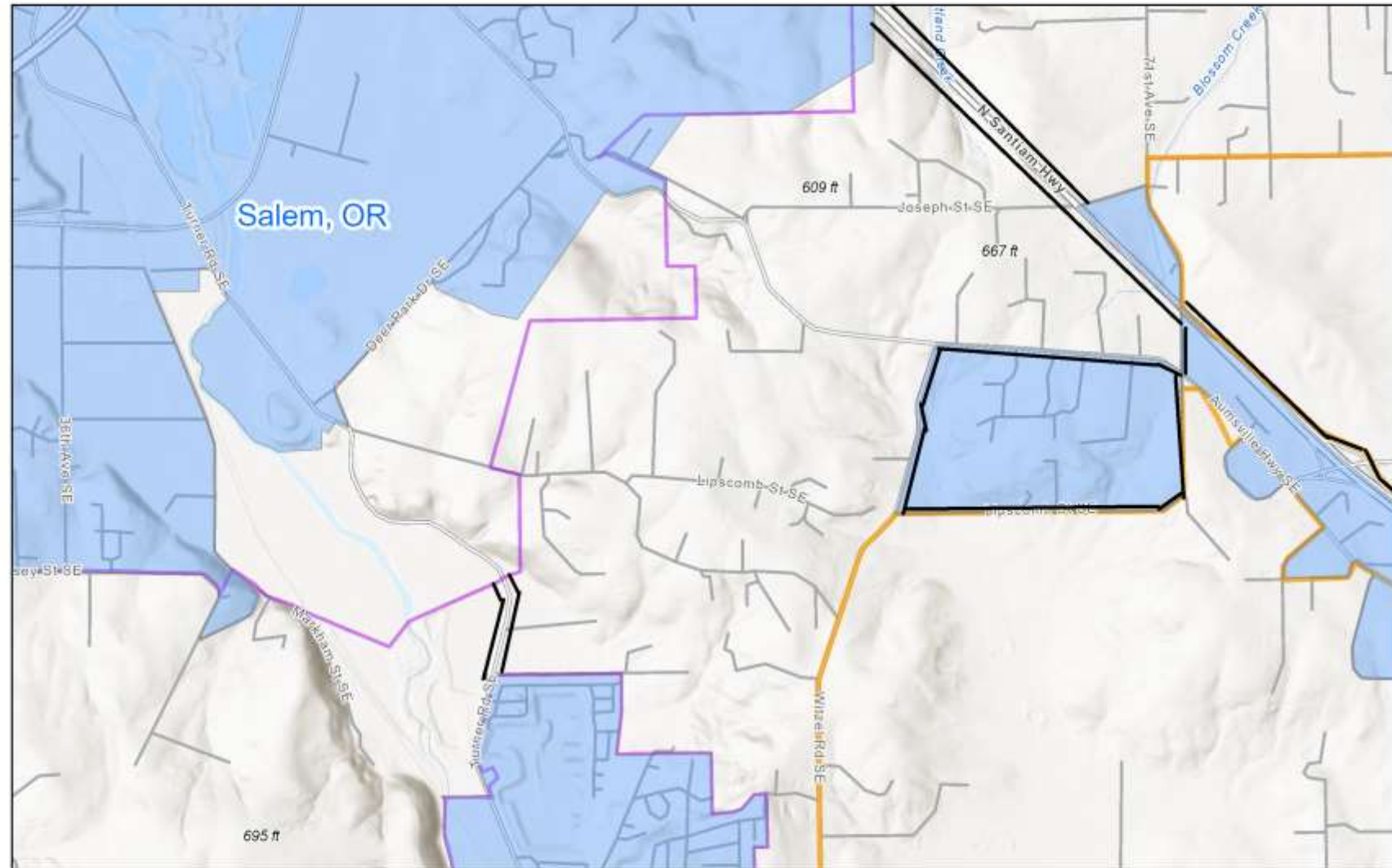
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0 0.25 0.5 1 mi
0 0.4 0.8 1.6 km

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15

15 - Southeast of Salem

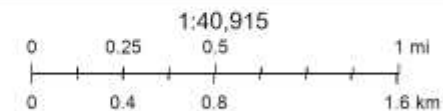


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2020 Census FAUB

Oregon Urban Growth Boundaries (UGB)

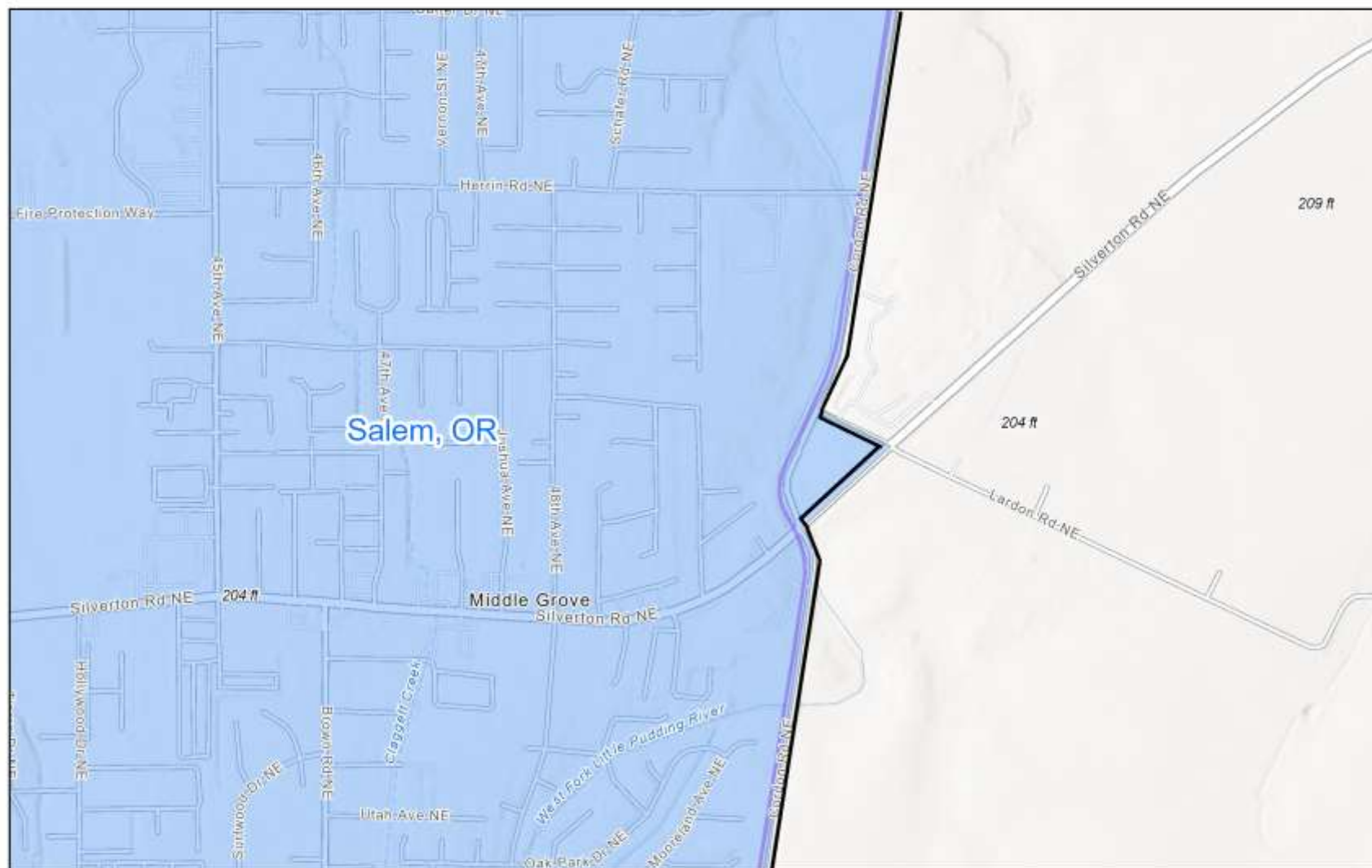
Current Metropolitan Planning Areas (MPA)



Esri, NASA, NGA, USGS, City of Salem, Oregon, Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc.

16

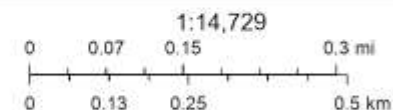
16 - Cordon Silverton Lardon



8/14/2023, 10:53:53 AM

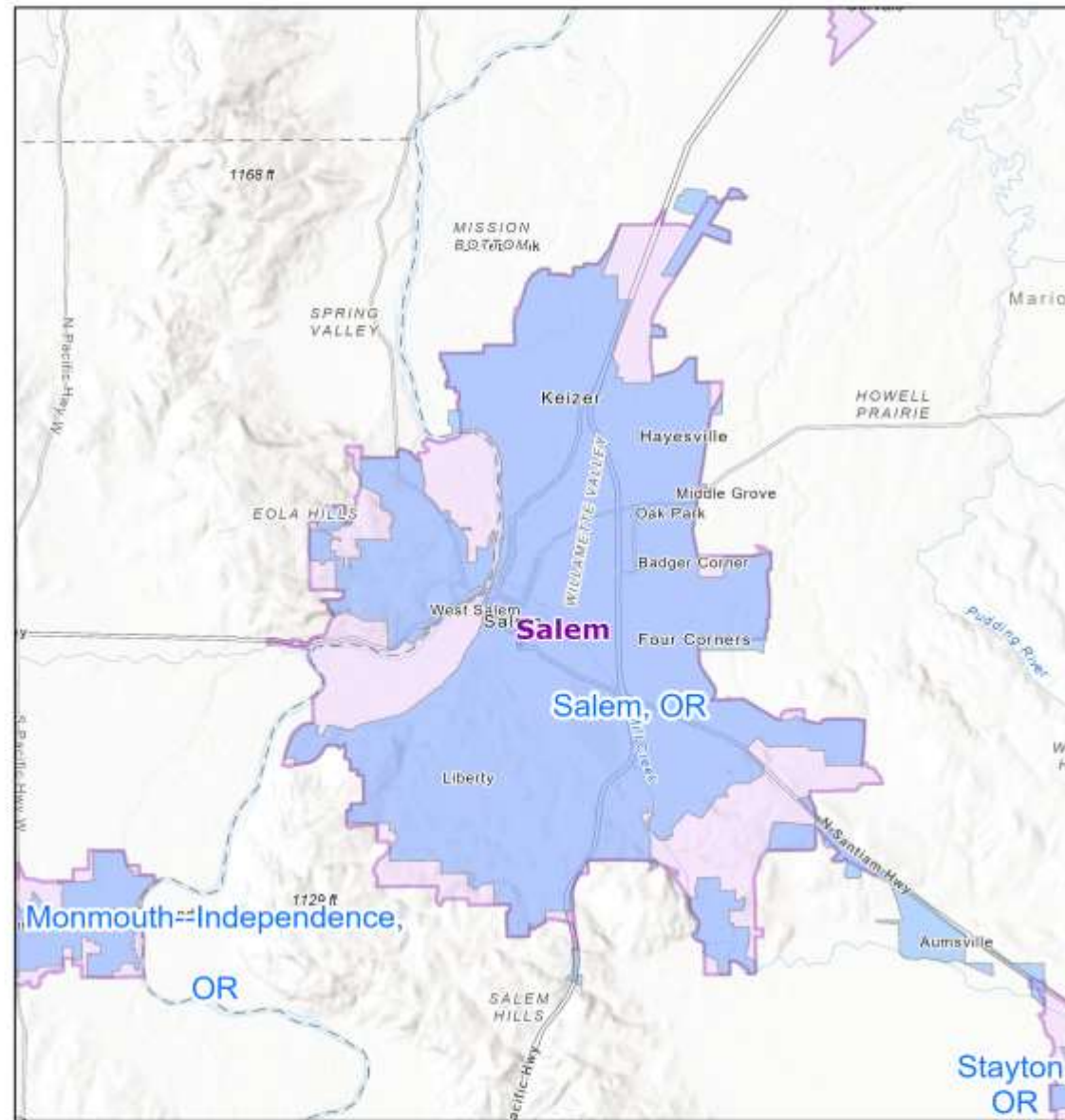
-  2020 Census FAUB
-  Oregon Urban Growth Boundaries (UGB)

 Current Metropolitan Planning Areas (MPA)



Esri, NASA, NGA, USGS, FEMA, Esri Community Maps Contributors, City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon GEO.

Map A - 2010 FAUB & 2020 UA



8/10/2023, 1:26:11 PM

2020 Census FAUB
2010 FAUB

1:246,162
0 1.5 3 6 mi
0 2.25 4.5 9 km

Agenda Item F

MPO Composition and Cooperative Agreement

SKATS Policy Committee

August 22, 2023

Action Requested:

Follow up questions about the topics in the memo. Decide what the Policy Committee wants to do as a next step or follow-up to this topic.

Memorandum

Date: August 14, 2023
To: SKATS Policy Committee (PC) Members
From: Mike Jaffe, Transportation Planning Dire
Re: **SKATS MPO Structure: Questions and Answers**

Background:

As part of the 2020 Census, the Salem Urban Area (formerly referred as the Salem Urbanized Area) was expanded to include the city of Aumsville. The following Questions and Answers are related to the process of incorporating Aumsville into the SKATS MPO boundary and adding an Aumsville representative to the SKATS Policy Committee. In addition:

- This memo does not cover questions regarding modifying the number of representatives/seats/votes per SKATS Policy Committee member.
- The second half of this memo includes information researched by staff about school districts and tribal governments as members of an MPO.

Q1. What are the primary actions to take as a result of the 2020 Census and expansion of the Salem urban area to include Aumsville?

Answer: There are two distinct actions:

1. The federal aid urban boundaries (**FAUB**) and SKATS' Metropolitan Planning Area (**MPA**) must be updated to include Aumsville and other changes. See question #2 about deadlines for these boundary submittals.
2. Determine the options for adding Aumsville to the SKATS MPO Policy Committee. **There is no deadline for adding Aumsville to the Policy Committee. The Policy Committee can take as much time as needed.**

Q2. What is the difference between Federal aid urban boundaries (FAUB) and Metropolitan Planning Area (MPA) boundaries, and do they have different timelines for when they must be adopted?

Answer:

Federal urban aid boundaries (FAUBs) are established for several reasons but for transportation the main purpose is to designate the classification of roads that are inside the FAUB as “urban” and roads outside the FAUB as “rural”. **Due Date:** FAUBs are required to be submitted to states by September 1, 2023, and they pass them on to FHWA for final approval by the end of the year.

Metropolitan Planning Area (MPA) boundaries federal requirements are as follows (23 CFR [450.312](#)):

- *At a minimum, the MPA boundaries shall encompass the entire existing urbanized area (as defined by the Bureau of the Census) plus the contiguous area expected to become urbanized within a 20-year forecast period for the metropolitan transportation plan.*
- *The MPO (in cooperation with the State and public transportation operator(s)) shall review the MPA boundaries after each Census to determine if existing MPA boundaries meet the minimum statutory requirements for new and updated urbanized area(s), and shall adjust them as necessary. As appropriate, additional adjustments should be made to reflect the most comprehensive boundary to foster an effective planning process that ensures connectivity between modes, improves access to modal systems, and promotes efficient overall transportation investment strategies.*
- *Following MPA boundary approval by the MPO and the Governor, the MPA boundary descriptions shall be provided for informational purposes to the FHWA and the FTA.*
- *The MPA boundaries of existing MPOs should be updated no later than the next scheduled MTP update after October 1, 2023 (which for SKATS would be May 2027), or within 4 years of the designation of the 2020 urbanized area boundary (i.e., December 29, 2026), whichever occurs first¹*

¹ https://www.fhwa.dot.gov/planning/census_issues/urbanized_areas_and_mpo_tma/fag/page04.cfm

Due Date: The SKATS MPA boundary is not due until December 29, 2026, however staff will likely complete this work over the next 3-6 months.²

Q3. Does the SKATS Cooperative Agreement need to be amended in order to add the City of Aumsville to the SKATS Policy Committee?

Answer: While it's not a requirement that every general-purpose local government is included in a Cooperative Agreement, typical practice is that these agreements (with a few exceptions) include all the general-purpose local governments within the MPO.

Addition details:

1. According to federal regulations (23 CFR 450.310), MPO designation is made by agreement *"between the Governor and the general-purpose local governments that together represent at least 75 percent of the affected population...or in accordance with procedures established by applicable State or local law."*³
2. Based on the "at least 75 percent" provision of federal law and regulations, MPOs aren't required to have every general-purpose local government within the MPO planning area be included as signatories in a **Cooperative Agreement (CA)**⁴. However, the agreements (except for Portland Metro's) reviewed by SKATS staff show that typically all general-purpose local government within an MPO boundary are included as signatories to the agreement and most are included on their MPO Boards, although some may share a "rotating seat."
3. Of the four Oregon MPO agreements that staff has reviewed⁵, all the local general-purpose governments are signatories to the agreement designating the MPO and all local general-purpose governments are voting members on their Boards.
4. The populations of four largest jurisdictions in SKATS (Salem, Keizer, and Marion and Polk counties within the SKATS planning area) comprise 99% of the SKATS planning area population. Turner's population is 1 percent of the SKATS area

² After the 2010 Census urban areas were listed in the federal register in March 2012, it took Portland Metro over two years to submitting its MPA boundary to state and federal agencies. (See Metro's self-certification)

³ 23 CFR 450.310 (b)

⁴ MPOs use different names for these agreements. SKATS calls it a "Cooperative Agreement", Bend uses "Intergovernmental Cooperative Agreement", Washington MPOs use "Interlocal Agreement"

⁵ Agreements for the Albany, Corvallis, Bend, and Middle Rogue (Grants Pass) MPOs. Agreements for Central Lane and Rogue Valley were not available, but we do have their MPO Bylaws.

population. However, there is no restriction to having additional general-purpose local governments (above the 75% threshold) within the MPO be signatories to the CA. SKATS set the precedent of adding the city of Tuner to the SKATS CA (in 2003) when the Salem urbanized area expanded to include Turner after the 2000 Census

Q4. Instead of adding Aumsville to the SKATS Cooperative Agreement, could Aumsville (or other representatives) be added to the SKATS Policy Committee by amending only the SKATS Bylaws?

Answer: MPOs can use their bylaws to specify the membership of an MPO Policy Board, and the list of members can include representatives beyond those that signed the Cooperative Agreement. This might include smaller cities that are not signatories to the Cooperative Agreement, representatives of other agencies that operate major modes of transportation (e.g., airport authorities, ports), major employers, etc. However, “a substantial change on proportions of voting members” or “a substantial change in decision-making authority or responsibility of the MPO, or in decision-making procedures established under MPO by-laws” would require a redesignation of the MPO. Another issue is having the CA and bylaws be inconsistent with each other if Aumsville is only added as voting member in the Bylaws.

Additional details:

1. Federal regulations specify that “*Designation or selection of official or representatives [under paragraph (d)(1) of this section] shall be determined according to the bylaws or enabling statute of the organization.*”⁶
2. Designating MPO Board members via their bylaws provides MPOs the flexibility to add other representatives (beyond the signatories of the CA) to a MPO Policy Board. It also allows the MPO to modify their membership without having to amend the CA or the MPO (potentially) needing to be redesignated by the Governor⁷, subject to other federal regulations. As an example, the CA of a large MPO could specify that seats on the MPO Board rotate among a subset of local governments (such as the smaller cities in the MPO). The Bylaws can then specify which cities are included in the “small city seat rotation”, how frequently the position is rotated, etc. The Spokane MPO has a rotating seat currently shared by five small towns. Metro’s transportation board (the 17 member JPACT) includes representatives from one

⁶ 23 CFR 450.310 (d) (3) (i)

⁷ Redesignation is subject to regulations in 23 CFR 450.310

large city and one smaller city per county⁸ and also has members from Port of Portland, Department of Environmental Quality, and three members from State of Washington.

3. Bylaws and/or Cooperative Agreements also allows MPOs to specify representatives that are not from general purpose local governments. The Spokane MPO's Interlocal Agreement includes a seat for the Spokane International Airport Board, a representative of a major employer, qualifying Tribal Governments, and a representative of the rail industry. A 2017 FHWA survey⁹ of 279 MPOs found that MPO Policy Boards include representatives from a variety of agencies (toll authorities, school boards, aviation, or seaport authority, etc.) as well as colleges or universities, private sector representative, and tribal governments¹⁰.
4. Adding Aumsville to the SKATS Policy Committee by adding them to the CA and/or the Bylaws - as long as there is not a substantial change in the proportion of voting members or a substantial change to the decision-making authority, responsibility or procedures¹¹ - would not require an official redesignation of the MPO by the Governor. 23 CFR 450.310 (l)(2) says this about changes not requiring a redesignation: *"Adding members to the MPO that represent new units of general-purpose local government resulting from the expansion of the metropolitan planning area."*
5. Returning to the original question, while it may be possible to add a smaller city like Aumsville to the SKATS Policy Committee by only amending the SKATS Policy Committee Bylaws¹² and not updating the SKATS Cooperative Agreement, that is probably not the correct way to do it, for these reasons:
 - The CAs from other small and medium size MPOs that staff reviewed include all the general purposed governments in the MPO area as signatories.

⁸ For each county, one city representative serves as the member and the other as the alternate member. For example, the current JPACT has a seat for "the cities of Washington County", and the city member is currently the Mayor of Hillsboro, and the alternate is the Mayor of Cornelias. But there is only one vote allowed from the "Washington city seat".

⁹ MPO Staffing and Organizational Structures, USDOT/FHWA, October 2017

¹⁰ See bar chart in response to Question 8 of this memo.

¹¹ 23 CFR 450.310, section (j) specify the "substantial changes" that trigger a redesignation.

¹² It should be noted that amending the Cooperative Agreement requires signatures of all the required parties, while amendment to the Bylaws can occur "at any regular meeting of the SKATS Policy Committee, provided that written notice of, and the proposed amendment is mailed to each member of the committee not less than five days prior to such meeting."

- SKATS set the precedent in 2003 when the SKATS CA was amended, adding city of Turner as a signatory and a voting member.
- The SKATS CA lists its voting membership. If the list of voting members in the CA is different than the list of voting members in the Bylaws, this contradiction might raise some issues in the future.

Q5. What other information should the Policy Committee consider when deciding about adding Aumsville to the Cooperative Agreement as a voting member?

Answer: In general, adding Aumsville as a voting member to the Cooperative Agreement could make unanimous votes a little more difficult. There is a process for referring the MTP or TIP to the governing bodies of five SKATS members (i.e., Marion, Polk, Salem, Keizer, and the Transit District). The details below also describe who is a signatory to the current CA.

Additional details:

1. Section E of the Cooperative Agreement (CA) describes the SKATS Policy Committee process for adopting the Transportation Plan (MTP) and Transportation Improvement Plan (TIP). In general, if there is a meeting to adopt these plans and there is a unanimous vote of the members in attendance in favor of adoption, then the document (MTP or TIP) is adopted. Over the years, the SKATS Policy Committee has been able to adopt its Transportation Plans and Transportation Improvement Programs with a unanimous vote of the Policy Committee, per Sections E and F of the Cooperative Agreement .
2. In cases of a non-unanimous vote to adopt a plan, there is a secondary process described in Section E.2 of the CA, although in staff's memory this process hasn't been needed. The secondary process for adoption includes referral of the MTP or TIP and endorsement by the **governing bodies of Marion, Polk, Salem, Keizer, and the Transit District**, and all five jurisdictions/agencies must endorse the Plan or TIP for it to be considered adopted.¹³ It should be noted that for this secondary process, the city of Turner and the School District and ODOT are not part of the referral/endorsement process. Should the city Aumsville be included in the CA, it is likely that they would also not be included in this secondary process unless changes are made to the CA.
3. The 1987 SKATS CA was signed by **Salem, Keizer, Marion, and Polk counties** (the general-purpose local governments representing at least 75 percent of the affected

¹³ If all five jurisdictions don't endorse, then the five jurisdictions shall develop a "mutually acceptable proposal" that goes through the adoption process. The Cooperative Agreement includes a flowchart to illustrate this process.

population). Other signatories to the CA are **ODOT** and **Salem Area Transit District** (which are not general-purpose local governments) and both are voting members. The **“School District 24J Board”** is included as voting member but they are not a signatory of the CA. MWVCOG was a signatory as the administrative agent, but MWVCOG is not a voting member. (total signatories = 7) (total voting members = 7)

4. In 2003, the SKATS Cooperative Agreement was amended to add **Turner** as a voting member of the MPO Policy Committee and Tuner was added as a signatory. (total signatories = 8) (total voting members = 8). The SKATS Bylaws (also amended in 2003) repeats the list of voting members.

Q6. Why is the Salem Kiezer School District a voting member of the SKATS Policy Committee but not a signatory to the current SKATS Cooperative Agreement?

Answer: When the current 1987 Cooperative Agreement went to the Governor, the school district wasn’t required to be a signatory because they are not a general-purpose government and also not involved in the continuing, comprehensive, and cooperative” (“3C”) transportation planning process of general-purpose governments (cities and counties). However, since the School district had been included on the area’s transportation coordinating committees since 1972, they were kept as a voting member.

Additional details:

Staff reviewed a file of documents from the 1970s and 1980s to create a summary (below) of Salem area cooperative planning agreements over the years, with a focus of how the Salem School District 24J was included in successive transportation planning agreements for the Salem area.

- In 1970, an agreement was signed by MWVCOG, ODOT, City of Salem, Marion County and Polk County to provide a Coordinating Committee for “ a cooperative, continuing transportation study for the Salem Area.”
- By 1972, the COG’s Coordinating Committee - which consisted of the full membership of the MWVCOG (27 members) - was considered “somewhat unwieldy and time consuming for a majority of the MWVCOG members”. As a remedy, in 1972 the COG Board and Coordinating Committee by a Joint Resolution established the “*Salem Area Transportation Study (SATS) Coordinating Committee*”. SATS initially had 8 members, including one member from the **Salem School District 24J**, and all members were designated as full voting members.

- In 1974, Governor McCall designated the MWVCOG as the metropolitan planning agency to carry out the federal transportation planning provisions. Federal funding was provided to MWVCOG, Lane COG, and the Columbia Region Association of Governments.
- 1977 – Memo stating that the 1972 resolution establishing SATS was in need of review.
- 1980 Cooperative Agreement. Recognizes that the MWVCOG Board of Directors is the designated Metropolitan Planning Organization. Refers to Marion County, Polk County, **Salem School District 24J**, Salem Area Transit District, and ODOT as the “principal governing jurisdictions of this area”. The parties of the Cooperative Agreement agree to continue the cooperative transportation program. Signatories of the 1980 Cooperative Agreement were: ODOT, City of Salem, Marion County, Polk County, and the Salem Area Transit District. This 1980 agreement did not directly specify “voting members”. **Salem School District 24J was not a signatory to this agreement, most likely because the School District is not involved directly in the “continuing, comprehensive, and cooperative” (“3C”) transportation planning process like the COG, ODOT, city of Salem, and the two counties. However, as a member of SATS since 1972, the School District was kept on the MPO Board.**
- 1983 update to Federal Regulations Section 450 notes that “Designation of a metropolitan planning organization shall be made by agreement among the units of general-purpose local government and the governor.” Note: school districts are not considered “general purpose local governments.”
- The 1984 Bylaws for SATS listed eight voting members (including the **Salem School District 24J**) and two non-voting members.
- 1987 SATS memo (Subject: Restructuring of the SATS Process) included this proposal that was universally supported by the SATS Coordinating Committee and the MWVCOG staff.
 - Designate the MWVCOG as the Administrative Agent
 - Create a seven-member Salem/Keizer Area Transportation (SKATS) Policy Committee to replace the SATS Coordinating Committee (note: includes one member from **Salem School District 24J**)
 - Define a streamlined process to adopting the Transportation Plan and Transportation Improvement Program (TIP)
 - Recommending having the SKATS Policy Committee designated as the MPO.

- 1987 Cooperative Agreement , which on page 1 says “ Whereas STATE, COG, SALEM, KEIZER, MARION, POLK and TRANSIT DISTRICT participate in the 3C process in the Salem/Keizer Metropolitan area”. All of the above parties are signatories. The **School District** is not a signatory but is listed as a voting member.
- May 1987 letter from Governor Goldschmidt that concurring with the designation of the Salem-Keizer Area Transportation Study Policy Committee as the new MPO for the area. Funds will be provided through the MWVCOG.
- 2003 – Cooperative Agreement amended to add Turner as a voting member. **School District** remains a voting member but not a signatory.
- 2014: Moving Ahead for Progress in the 21st Century Act (MAP-21) modified federal regulations by required representation by **providers of public transportation** in each metropolitan planning organization (MPO) that serves a transportation management area (TMA) no later than October 1, 2014¹⁴. FHWA guidance for implementing this MAP-21 change was silent about including school districts on MPO boards. Current regulations say an MPO shall include “officials of public agencies that administer or operate major modes of transportation in the metropolitan area, including representation by provides of public transportation”

In summary, the School District is not required to be a signatory to the Cooperative Agreement because it is not a general-purpose government and --while it does provide transportation services for students -- the School District is not a provider of public transportation¹⁵. The School district remains on the Policy Committee due to its long history of being on the COG, SATS, and SKATS Policy Committees for the last 50 years.

Q7. Should the Cascade School District also be included in SKATS?

Answer: The Salem-Keizer School 24J District has been a member of a Salem area transportation committee since 1972. However, including school districts on MPO boards is rare in the U.S. overall. A 2017 survey¹⁶ on the composition of MPO Boards found that only 3%

¹⁴ [Policy Guidance on Metropolitan Planning Organization \(MPO\) Representation](#), FHWA & FTA, 6/2/2014 An MPO area with a population over 200,000 is a TMA.

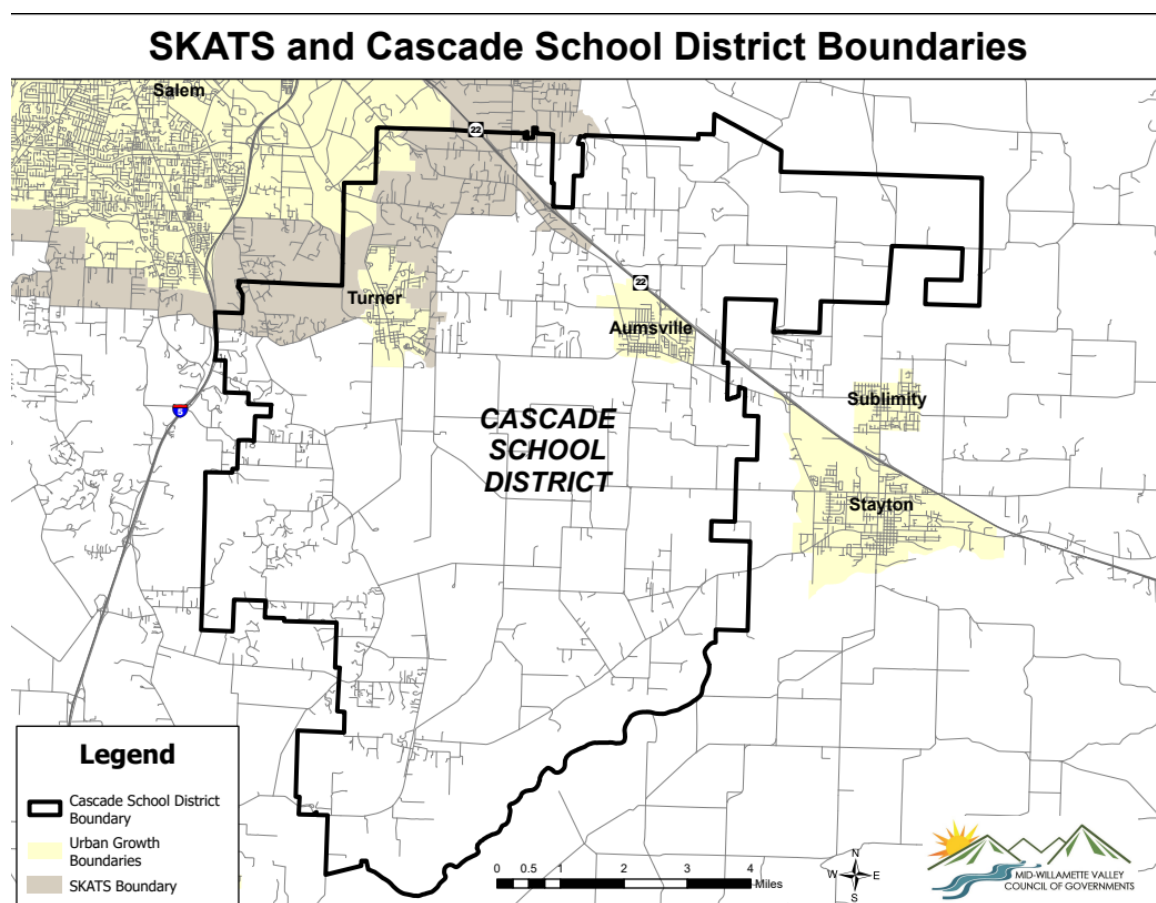
¹⁵ From [FTA's Interpretations of Definitions](#): Public transportation service means the operation of a vehicle that provides general or special service to the public on a regular and continuing basis consistent with 49 U.S.C. Chapter 53. “Public transportation [service]” has replaced the obsolete term, “mass transportation [service]. The FTA has interpreted this term to include any transportation service provided using vehicles purchased with FTA capital assistance.

¹⁶ MPO Staffing and Organizational Structures, USDOT/FHWA, October 2017 (see table 2-5)

of MPO Policy Boards include a seat for a school district. None of the other Oregon MPOs include a school district representative on their Boards. In the Central Lane MPO area there are three school districts (Eugene, Springfield, and Bethel), however there is not a school district representative on either the MPO Policy Board or the staff-level MPO technical committee.

In addition, there is only a small overlap between the Cascade School District and the current SKATS planning boundary. See that **attached** map. The SKATS boundary is currently being revised to include the city of Aumsville and some adjoining areas. There are other areas of the SKATS boundary that will likely be expanded or reduced when that work is completed.

If the Cascade School district was added to SKATS Policy Committee, it could be added as a non-voting member and that probably would not require that the MPO be redesignated by the Governor; we would need some legal review if this was being considered.



Q8. Can Tribal Governments be members of an MPO?

1. A 2017 survey¹⁷ on the composition of MPO Boards found that 4% of MPO Policy Boards include a seat for a tribal government. From the report: “There are isolated examples of school boards, **tribal governments**, colleges or universities, private sector representatives, and military installations serving on MPO boards.”

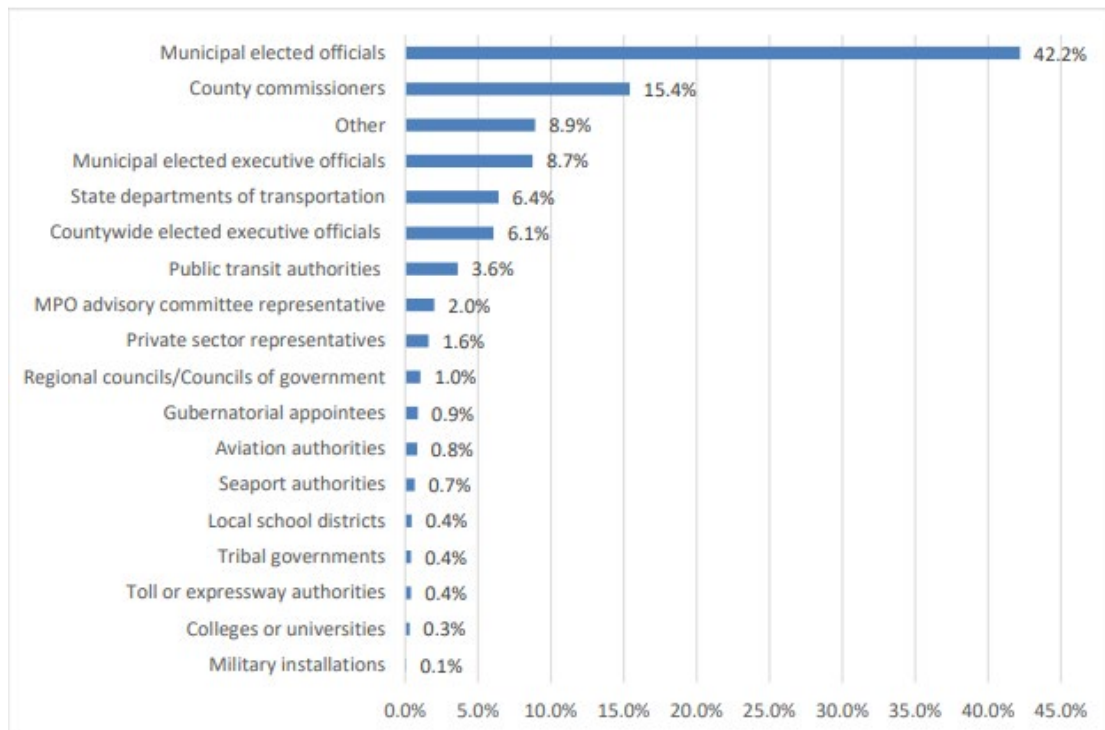


Figure 2-2 Aggregate Percent of All Reporting MPO Board Seats

2. The federal statutes and regulations don't directly address the connection between MPO Boards and Tribal Governments. However, federal regulations (450.301 (3)) say that the designation or selection of officials or representatives shall be determined by the MPO "...according to the Bylaws or enabling statute of the organization", which gives MPOs additional latitude beyond the federal requirements for Board composition specified in other parts of 450.310.
3. Washington State has statutes¹⁸ that proscribe the establishment of regional transportation planning organizations (RTPO) throughout the state¹⁹. Washington

¹⁷ MPO Staffing and Organizational Structures, USDOT/FHWA, October 2017 (see table 2-2)

¹⁸ 47.80 RCW – Regional Transportation Planning Organizations

appropriates state funds to RTPOs. A change to their statute in 2019 says that in order for RTPOs to be eligible for these state funds, RTPOs “must provide a reasonable opportunity for voting membership to federally recognized tribes that hold reservation or trust lands within the planning area of the regional transportation planning organization.”²⁰

4. Staff contacted the Spokane’s RTPO, who said there are trust lands of the two tribal members (Kalispel Tribe and Spokane Tribe) but no population of the tribes inside the RTPO. The two tribes were each added as voting members²¹ to the RTPO in 2021 and 2022. The tribes are not included in the interlocal agreement signed by the other agencies in the RTPO, but are invited by separate memorandum of agreements (MOA).
5. SKATS does consultation with the tribal governments as per the ***“SKATS Consultation Process for use During the Development of the SKATS RTSP and TIP”***, adopted by the SKATS Policy Committee on December 12, 2017, and Revised: May 25, 2021
6. Additional research and legal review may be needed on this topic.

¹⁹ RTPOs must encompass at least one complete county. In urbanized areas, the regional transportation planning organization is the same as the MPO designated for federal transportation planning purposes

²⁰ RCW 47.80.050 (2)

²¹ See Interlocal Agreement for the Spokane Regional Transportation Council, signed by parties in 2021.

Agenda Item G

TIP Modifications

SKATS Policy Committee

August 22, 2023

Action Requested:

Informational Item

	2021-2026 SKATS TIP Modifications (Since July 2023)									
	Date	Key Number	Project Name	Project Sponsor	MTIP Modification Number	Total Project Cost Before	Total Project Cost After	CMAQ-U, STBG-U, TAP-U, CRP Funds Before	CMAQ-U, STBG-U, TAP-U, CRP Funds After	Description of Modification
1	7/19/2023	19929	I-5: Kuebler Blvd to Delaney Rd widening	ODOT	23-AA21	\$50,460,436	\$50,460,436	\$0	\$0	Cancel Utility Relocation phase and transfer the funds to the Construction phase
2	7/25/2023	21238	Mill Street SE rail crossing (Salem)	ODOT	23-19	\$1,420,000	\$0	\$0	\$0	Cancel project due to Union Pacific railroad imposing new annual maintenance fee on updated rail crossings and scope expansion.
3	8/15/2023	20738	Hilfiker Ln SE at Commercial St SE (Salem)	Salem	23-AA22	\$3,386,629	\$4,696,589	\$2,427,546	\$2,427,546	Add \$1,309,960 of City local funds to the CN phase of the project.
4	8/4/2023	22478	Transit Urban (5307) Formula Capital 2018 SKT	SAMTD	23-AA23	\$289,908	\$289,908	\$0	\$0	Slip project to 2023. Update description to include more project details including note about electric vehicle charging equipment.
5	8/4/2023	22479	Transit Urban (5307) Formula Capital 2019 SKT	SAMTD	23-AA24	\$2,166,541	\$2,166,541	\$0	\$0	Slip project to obligate in 2024
6	8/9/2023	22046	Oregon Transportation Network - SAMTD FFY23	ODOT Transit	23-AA25	\$1,188,378	\$1,188,378	\$0	\$0	Slip project to obligate in 2024

From: [Michael De Blasi](#)
To: [Steve Dobrinich](#)
Subject: RE: Hilfiker Ln SE at Commercial St SE (Salem) Key # 20738
Date: Wednesday, August 9, 2023 10:13:39 AM

Steve,
Thank you for the offer but I am not available for that.

[Sent from Yahoo Mail on Android](#)

On Wed, Aug 9, 2023 at 9:21, Steve Dobrinich
<SDobrinich@mwvcog.org> wrote:

I should have mentioned, if you wish to speak on this to the Policy Committee directly, their next meeting is scheduled for noon on Tuesday August 22. Meeting location and zoom info can be found through the link below. The meeting packet will be posted to our website a week before the meeting.

<https://www.mwvcog.org/policy-committee/meeting/skats-policy-committee-monthly-meeting-1>

-Steve

From: Steve Dobrinich
Sent: Wednesday, August 9, 2023 9:10 AM
To: Michael De Blasi <michaeldeblasi@yahoo.com>
Subject: RE: Hilfiker Ln SE at Commercial St SE (Salem) Key # 20738

Hi Michael-

Thanks for the message. I will put your comments in the meeting packet to share with the SKATS Policy Committee when we report on the amendment later this month.

-Steve

Steve Dobrinich

Transportation Planner

Salem-Keizer Area Transportation Study (SKATS)

Mid-Willamette Valley Council of Governments

503-540-1615

sdobrinich@mwvcog.org

From: Michael De Blasi <michaeldeblasi@yahoo.com>
Sent: Tuesday, August 8, 2023 6:15 PM
To: Steve Dobrinich <SDobrinich@mwvcog.org>
Subject: Hilfiker Ln SE at Commercial St SE (Salem) Key # 20738

External: Please report suspicious email
to security@wesd.org

My comment for this project is not specifically about the amendment, it is about the design.

Stop making it easier for cars to travel. Every time you do that, you are encouraging car travel (induced demand), discouraging alternative travel option (suppressed demand), make our streets less safe, put pressure to make more space to accommodate cars and add more pollution increasing climate change effects.

Salem will never get better if you keep making it easier to drive a personal vehicle.

~-----~