

MATSU VALLEY PLANNING (MVP) FOR

TRANSPORTATION

Federal Fiscal Year

2023 - 2024

Unified Planning Work Program (UPWP)



Approved
01.25.2023

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Purpose of the UPWP

The Unified Planning Work Program (UPWP) for Matsu Valley Planning for Transportation (MVP) outlines the Metropolitan Planning Organization's (MPO) transportation planning activities. It is a planning document that identifies and describes the MPO's budget, planning activities, studies, and technical support expected to be undertaken in a two-year period (23 CFR 450.104). The purpose of the UPWP is to ensure that a continuing, cooperative, and comprehensive (3C) approach to transportation planning is maintained and coordinated between the MPO, Alaska Department of Transportation & Public Facilities (DOT&PF), Matanuska-Susitna Borough (Borough), the Cities of Palmer and Wasilla, and other jurisdictions. It is a statement of work identifying the planning priorities and activities to be carried out within a metropolitan planning area (MPA). At a minimum, a UPWP includes a description of the planning work and resulting products, deadlines, who will perform the work, time frames for completing the work, and the source of funds.

The UPWP is required for the MPO to receive metropolitan planning funds from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) through the DOT&PF. It is a fiscally constrained document based on the amount of programmed planning grants and match contributions and may be revised as needed after adoption by Administrative Modification or Amendment. Fiscal constraint in long-range transportation planning is intended to ensure plans are based on a reasonable expectation of sufficient revenues to support the costs of maintaining the existing metropolitan area transportation system and any planned expansion of the system over at least a 20-year time frame.

In addition to the UPWP, the MPO must develop and implement the following plans as part of the transportation planning process (23 USC 134 & 23 CFR 450):

- **Metropolitan Transportation Plan (MTP)** – a multimodal transportation plan that addresses a 20- year planning horizon that the MPO develops, adopts, and updates every four years.
- **Transportation Improvement Program (TIP)** – a prioritized listing/program of transportation projects covering a four-year period that is developed, adopted, and implemented by the MPO in coordination with the MTP.
- **Public Participation Plan (PPP)** – a guiding document that outlines the goals, strategies, and implementation plan for public involvement in the development of MPO plans, programs, and policies, including the MTP and TIP.

With the prior approval of the DOT&PF, Federal Highways Administration (FHWA), and Federal Transit Administration (FTA), an area not designated as a Transportation Management Area (TMA) may prepare a simplified statement of work in cooperation with the DOT&PF and the public transportation operator(s) in place of a UPWP. The simplified statement of work must include a description of the major activities to be performed during the next one- or two-year period, who will perform the work, the resulting products, and a summary of the total amounts and sources of federal and matching funds. If a simplified statement of work is used, it may be submitted as part of the DOT&PF's planning work program, per 23 CFR 420. The MPO may elect to use a simplified

statement of work in the future with direction from and using the desired format as proposed by the DOT&PF. A newly designated MPO does not need to develop an MTP or TIP within the first 12 months. However, the initial MPO work plan should include tasks and a schedule to develop a TIP and MTP (23 CFR 450.308). Administrative requirements for UPWPs and simplified statements of work are contained in 23 CFR 420 and FTA Circular C8100, as amended (Program Guidance for Metropolitan Planning and State Planning and Research Program Grants). This is the initial official UPWP for MVP as designation as an urbanized area is expected to occur in December 2022 and designation by the Governor as the MPO of the Matsu Valley urbanized area is anticipated to occur within one year.

MVP has utilized the UPWP process to outline the pre-MPO planning activities for Federal Fiscal Year (FFY) 2020 -2022.

MPO Formation

All Urbanized Areas over 50,000 in population must have an MPO to carry out a 3C transportation planning process, as stipulated in the Federal Highway Act of 1962. In mid-2022, the U.S. Census Bureau will publish a Federal Register notice announcing the qualifying urban areas based on the results of the 2020 Decennial Census and release TIGER/line geographic shapefiles on their website. New for the 2020 Census, an urban area will comprise a densely developed core of census blocks that meet minimum housing density requirements, along with adjacent territory containing non-residential urban land uses as well as other lower density territory included to link outlying densely settled territory with the densely settled core. Three housing unit densities are used in the delineation – 425 housing units per square mile (HPSM) to identify the initial core of urban block agglomerations and the cores of noncontiguous peripheral urban territory; 200 HPSM to expand the urban block agglomerations into less dense, but structurally connected portions of urban areas; and 1,275 HPSM to identify the presence of higher-density territory representing the urban nucleus.¹ In the fall of 2022, the United States Department of Transportation will publish a Federal Register Notice designating Transportation Management Areas (TMAs) for urban areas with populations more than 200,000, as determined by the Census Bureau and the results of the 2020 Decennial Census.²

Designation of a new MPO consists of a formal agreement between the Governor and units of general-purpose local government that together represent at least 75 percent of the population to be included in the MPA. The agreement should, at minimum, **identify the membership structure of the policy board and establish the metropolitan planning area (MPA) boundaries** (23 USC 134 (b) and 49 USC 5303 (c)). An MPO must represent each UZA listed in the relevant Federal Register notice within 12 months of the official Census Bureau listing. A draft operating agreement is available. The MVP is currently waiting for the urbanized area designation and will then go through

¹ Federal Register/Vol. 87, No. 57/Thursday, March 24, 2022, Department of Commerce, Census Bureau, Docket Number 220228-0062, *Urban Area Criteria for the 2020 Census – Final Criteria*, Page 16711

² U.S. Department of Transportation, Federal Highway Administration, Census Issues, referenced 05.03.2022, https://www.fhwa.gov/planning/census_issues/urbanized_areas_and_mpos_tma/schedule

the process of developing the MPA boundaries.

MVP has utilized a Pre-MPO Steering Committee and Policy Board in its decision-making process before designation as an MPO. The Pre-MPO Steering Committee (Steering Committee) represents general-purpose local governments that together represent at least 75 percent of the expected affected population including the largest incorporated city, based on population, as named by the Bureau of the Census. Also on the Steering Committee, is a representative of a provider of public transportation (Valley Transit), State of Alaska Department of Transportation and Public Facilities (DOT&PF), the Alaska Department of Environmental Conservation (DEC), the Alaska Railroad (ARRC), the City of Wasilla, the City of Palmer, the Borough, the Borough Transportation Advisory Board, the Native Village of Knik, Chickaloon Native Village, Mat-Su Trails and Parks Foundation, Mat-Su Health Foundation, and members of peer MPOs in Anchorage and Fairbanks.

The Pre-MPO Policy Board is made up of representatives from the Borough, State of Alaska Department of Transportation and Public Facilities, the City of Wasilla, the City of Palmer, Knik Tribe, Valley Transit, Chickaloon Native Village, and Mat-Su Trails and Parks Foundation as multimodal advocates. The Steering Committee meets monthly and makes recommendations to the Pre-MPO Policy Board, who is making decisions on behalf of the stakeholders within the likely urbanized area of the Borough.

MPO Structure

The MPO structure has been discussed at length by the Pre-MPO Steering Committee and Policy Board. The Policy Board recommended, in March 2022, that the MPO form an independent 501(c)3 organization. The Pre-MPO Policy Board also recommended, in April 2022, that MVP use the 2019 Department of Labor forecast in projecting the population of the MPA out twenty years. The final members of the official Policy Board to be named in the Operating Agreement will be decided during the boundary development discussion. The Infrastructure Investment and Jobs Act (IIJA) of November 2021 requires, under Section 11201, Transportation Planning, that when designating MPO officials or representatives for the first time, subject to the bylaws or enabling statute of the MPO, the MPO shall consider the equitable and proportional representation of the population of the MPA. MVP should consider incorporating a population-based vote share into its initial bylaws. This is not a mandatory requirement for small MPOs but this discussion could be initiated when selecting Policy Board member structure, dues and defining the voting members of the board.

MPA Boundary

The MPA boundary must be examined by the MPO, in cooperation with the State and public transportation operator(s) to determine if MPA boundaries meet the minimum statutory requirements for new urbanized areas and shall adjust them, as necessary. The MPA boundaries shall encompass the entire 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. 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 the MPA boundary approval by the MPO and the Governor, the MPA boundary descriptions (in GIS format) shall be provided to the FHWA and the FTA for informational purposes. A GIS file format is a standard of encoding geographical information into a computer file used for mapping and map analysis.

Under the review and guidance of the Steering Committee, a Boundary Development Strategy was developed and approved by the Policy Board in October 2021. The boundary development task is being conducted by the Borough Planning and GIS team with assistance from subject matter experts in areas such as forecasting, real estate and several planning specialties. The GIS team has the ability to overlay various assumptions regarding population, growth forecasting, housing forecasts, building restrictions, wetlands and the like over the urbanized area boundary to predict where growth may occur. This effort began in early 2022 and started with determining the population forecast to be used in the next 20 years and reexamining the developable and undevelopable lands within the Borough. The latest information from the U.S. Census is that the list of urbanized areas will not be released until December 2022, delayed from April 2022. Thus, it is expected that the MPA boundary will be set in early 2023, and from there, the Operating Agreement and Bylaws can be re-worked and sent to all involved agencies for resolutions of support.

Operation of the MPO

The Policy Board desired to hire an interim Project Manager to steer the MPO and complete all necessary documents to become an MPO in good standing. Unfortunately, the Borough was not successful in hiring a Project Manager, so the consulting team will continue to assist in this effort being led by the MSB Planning Manager. In 2021, the following were approved by the Pre-MPO Policy Board:

- Name of the MPO: Matsu Valley Planning for Transportation (MVP)
- 2022 UPWP
- Pre-MPO Policy Board and Steering Committee Mission and Tasks
- Boundary Development Strategy
- Public Participation Plan (PPP) and the 2022 Addendum

The PPP will be consulted and followed as the team finalizes the following:

- Update the Metropolitan Transportation Plan (MTP) scope of work to include new requirements under the Infrastructure Investment and Jobs Act (IIJA)
- 2023 – 2024 UPWP
- Updates to Intergovernmental Operating Agreement & Memorandum of Understanding for Transportation Planning in the Mat-Su Metropolitan Planning Area (Operating Agreement with boundary map)
- MVP Bylaws
- MVP Policy and Procedures
- Development of the legal entity of the MPO

- Grandfather agreements with the DOT&PF regarding current Community Transportation Program (CTP) projects in the Statewide Improvement Program (STIP)

Federal Planning Factors and Performance-Based Planning: The Fixing America’s Surface Transportation (FAST) Act was signed into law on December 4, 2015. In 23 CFR 450.306, it states that the metropolitan planning process shall be continuous, cooperative, and comprehensive, and provide for consideration and implementation of projects, strategies, and services that will address the following factors:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency
2. Increase the safety of the transportation system for motorized and non-motorized users
3. Increase the security of the transportation system for motorized and non-motorized users
4. Increase the accessibility and mobility of people and freight
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight
7. Promote efficient system management and operation
8. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation
9. Enhance travel and tourism
10. Emphasize the preservation of the existing transportation system

In addition to the planning factors noted above, previous legislation (Moving Ahead for Progress in the 21st Century Act [MAP-21]) required that state Departments of Transportation (DOTs) and MPOs conduct performance-based planning by tracking performance measures and setting data-driven targets to improve those measures.

Performance-based planning ensures the efficient investment of federal transportation funds by increasing accountability of local agencies receiving the funds, prioritizing transparency to the public, and providing insight for better investment decisions that focus on key outcomes which relate to the seven national goals of:

1. Improving Safety
2. Maintaining Infrastructure Condition
3. Reducing Traffic Congestion
4. Improving System Reliability
5. Improving Freight Movement & Supporting Regional Economic Development
6. Protecting the Environment
7. Reducing Delays in Project Delivery

The current Borough LRTP 2035 addresses the planning factors above and addresses performance-based planning. This LRTP provides a good base to develop the MTP which will likely encompass a much smaller area than the entire Mat-Su Borough, which is over 25,000 square miles. See Table 1 for more information.

The current Borough Long-Range Transportation Plan (LRTP 2035) addresses the planning factors above and addresses performance-based planning. This LRTP provides a good base to develop the MTP which will likely encompass a much smaller area than the entire Mat-Su Borough, which is over 25,000 square miles. See Table 1 for more information. Regional priorities identified in the 2035 LRTP include improving congestion, safety, accessibility, and mobility. The LRTP is a fiscally constrained document that set priorities for both ADOT&PF and the MSB to be completed by 2035. Funded ADOT&PF projects of regional significance include upgrades to, the Glenn Highway, Parks Highway, Knik Goose Bay Road, and Seward Meridian Parkway. The MSB has funded and constructed the majority of its priority list, including projects such as, Hemmer Road Extension and South Trunk Road Extension. The MSB is currently developing an amendment to the LRTP that will include a new list of regionally significant projects, scoring criteria, a chapter on Bike and Pedestrian infrastructure needs, and a new chapter on Public Transit. This update should be completed by October 2023.

Table 1 FFY2022 UPWP Work Tasks & National Performance Goals

FFY2021 Work Tasks	Safety	Infrastructure Condition	Congestion Reduction	System Reliability	Freight Movement and Economic Vitality	Environmental Sustainability	Reduce Project Delivery Delays
100 Plans & Programs							
100(A) Metropolitan Transportation Plan	X	X	X	X	X	X	X
100(B) Update and Execution of the PPP	X	X	X	X	X	X	X
100(C) Transportation Improvement Program	X	X	X	X	X	X	X
100(D) UPWP	X	X	X	X	X	X	X
100(E) Support Services	X	X	X	X	X	X	X
100(F) Administration	X			X			X
200 Borough Public Transit System Planning							
200 Public Transit System Planning	X		X	X		X	X
300 Contingency Projects							
300(A) Active Transportation Plan	X	X	X	X	X	X	X

Task 100 MPO Planning Process

Task 100(A) Metropolitan Transportation Plan

The MTP is the official multimodal transportation plan addressing no less than a 20-year planning horizon that the MPO develops, adopts, and updates through the metropolitan transportation planning process. The MPO will develop its first MTP using the 2017 MSB LRTP 2035 as its base. The MTP is not due within 12 months of being designated as an urbanized area but must be planned for within the UPWP. The UPWP will provide the work plan that will include the tasks and a schedule to complete the MTP. It must be updated every five years. The MTP planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon as of the effective date. The MPO shall consider factors described in CFR 450.306 as the factors relate to a minimum 20-year forecast period.



The MTP effort will involve the following:

TransCad Modeling: The development of the MTP will require updates to the TransCad Travel Model currently being managed and updated by the DOT&PF or the creation of a new model. This will be necessary to model the proposed projects to be included in the MTP and to perform any requested scenario planning analyses. Borough staff will provide a demographic analysis to update and recalibrate the travel demand model for existing and future conditions, travel patterns, and utilization of the transportation network with updated population, employment, and household data using the latest planning assumptions. Coordination on the horizon year of the MTP should occur between the MPO, DOT&PF and AMATS.

Development of the MTP: The planned schedule is to release an RFP for consulting services in late 2023 to develop the MTP. The DOT, or its consultants, will provide for all required and desired TransCad modeling. The plan will focus on the MPA boundary and address all transportation planning within those boundaries, regardless of ownership. In updating the transportation plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The update will include the collection of traffic data, analysis of the transportation network, evaluation of land use and supporting transportation scenarios for travel demand model forecasts, and outreach to local agencies and the public to confirm project needs outlined in the 2035 MSB LRTP and new project needs not yet identified. The Public Participation Plan will define the minimum public involvement efforts, but the efforts may be more robust. The draft MTP will be released for public comment, and after the resolution of public comments, the final MTP will then be presented to the Technical Committee and Policy Board for

consideration of adoption. Following adoption, the final MTP will be transmitted to FHWA and FTA for approval.

The FAST Act supplemented the MAP-21 legislation by establishing timelines for state DOTs and MPOs to comply with the requirements of MAP-21. State DOTs are required to establish statewide targets and MPOs have the option to support the statewide targets or adopt their own. The MPO will need to develop a Memorandum of Understanding between the DOT&PF, AMATS, and FAST Planning to cooperatively support a performance-based approach to the metropolitan transportation planning and programming process and to develop and share information related to transportation performance data. The table on the following page shows how UPWP work tasks relate to these seven national performance goals.

The IIJA was signed into law in November 2021. New considerations for the metropolitan transportation planning process include:

- Dedicated funding to build out electric vehicle charging systems and expand current programs eligibility to support climate mitigation activities and emphasize resiliency to natural disasters
- Complete Streets standards and policies
- Many competitive grant opportunities outside of the program funds such as grants to support local initiatives to prevent deaths and serious injuries on roads, demonstration projects focused on community technologies and systems to improve transportation efficiency and safety, and rail crossing elimination programs (list not inclusive)

Advanced Project Definition and Financial Estimates: The MTP must be fiscally constrained. The DOT&PF will provide Scope, Schedule, and Estimate (SSEs) for all projects included in the MTP. This will be an ongoing project as estimates may need to be updated as new projects are nominated. The SSEs are completed by DOT&PF staff at the MPO's request when projects are nominated by local agencies, DOT&PF, and the public for funding and inclusion in the MTP. The local agencies may be able to reach an agreement with the State to participate in the development of SSEs, but the work must be done under the federal project development regulations.

The DOT&PF will also assist in the development of financial projections for funding anticipated to be received by the MPO for the period covered by the MTP. This will include all reasonably expected funding sources. This will be provided by the DOT&PF in-kind.

Development of a Complete Streets Policy: Section 11206 of the IIJA outlines the federal definition of a Complete Street and establishes that MPOs must adopt a complete streets policy and incorporate the application of said policy into the development of its transportation plan to receive federally apportioned funds. This work can be done concurrently with the development of the MTP by the MTP consultant team. The term "Complete Street" standards or policies means standards or policies that ensure the safe and adequate accommodation of all users of the transportation system, including pedestrians, bicyclists, public transportation users, children, older individuals, individuals with disabilities, motorists, and freight vehicles (see IIJA, Section 11206(a)). Not less than 2.5 percent of the amounts made available to the MPO under section 23 USC 104(d) shall be used for complete

streets activities. Any project developed with federally apportioned funds must use the federal guidelines in the design and construction of capital projects, not regional or local standards. The capital projects must be developed using the Design and Construction Standards found at <https://dot.alaska.gov/stwddes/dcsaboutus/>.

Completion Date: July 31, 2025

Responsible Party: Pre-MPO Staff, Borough Staff, Consultant(s), MPO Executive Director and DOT&PF

Resulting Product: Metropolitan Transportation Plan and associated Travel Model

Task 100(B) Update and Execution of the Public Participation Plan (PPP) and Title VI Implementation Plan

Before the development of the MTP, the PPP should be updated to reflect the planned public involvement for the MTP. The PPP will be updated by the MTP consulting team relevant to how the MTP will be developed and the public involvement process that will be utilized. The use of social media will be incorporated into the PPP as well as any web-based interactive techniques.

The PPP will also assist in outlining the proper public involvement necessary for the development and operation of the MPO. The Project Manager and, subsequently, the MPO Executive Director will implement the Public Participation Plan (PPP). Staff will be responsible for:

- Maintaining the MVP website complete with staff and committee member contact information, operating documents, plans and policies, meeting calendar, meeting agendas, meeting packets and minutes, calendar, project information, and a method for interaction with the public such as a comment form
- Hosting all MPO meetings in an accessible manner with proper public notice
- Preparing all meeting materials
- Providing public comment periods, open house events, workshops, surveys, interactive maps, and other opportunities for the public to be involved in the transportation planning process
- Maintaining a presence on social media (Facebook, Instagram, Twitter, and LinkedIn) to provide additional opportunities for the general public to engage in the transportation planning process
- Hosting local events that introduce the public to the MPO
- Advertising all meetings, events, and public comment opportunities in the newspaper, on the website and social media accounts, local bulletin boards, radio, television, and the Alaska DOT&PF public notice website
- Development and execution of the ***Title VI Implementation Plan***: Once recognized as the MPO through an *Inter-Governmental Operating Agreement and Memorandum of Understanding for Transportation Planning*, the MPO has the responsibility to ensure, for all people, that its programs, plans, and policies are carried out in a manner that is not discriminatory, regardless of race, color, national origin, or sex (gender). Title VI of the Civil Rights Act of 1964, as amended, prohibits discrimination based upon race, color, and national origin. Specifically, 42 USC 2000d states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.” *The Federal Aid Highway Act of 1973 (23 USC 324), and related federal regulations (23 CFR 200.5 (p))*,

prohibit discrimination on the basis of sex (gender).

Later Executive Orders placed further emphasis on the Title VI protections of race and national origin, added low-income populations to the list of protected groups, and clarified that minority and limited English proficient populations are included under national origin. The Civil Rights Restoration Act of 1987 broadened the scope of Title VI coverage by expanding the definition of the terms “programs or activities” to include all programs or activities of Federal Aid recipients, sub-recipients, and contractors, whether such programs and activities are federally assisted or not (Public Law 100259 [S.557], March 22, 1988).

Together these requirements form the legal basis for the Federal Highway Administration (FHWA) Title VI Program. According to 49 CFR 21.7 (b), recipients of federal financial assistance are required to provide for such methods of administration, as determined by the Secretary of Transportation, for a program to give a reasonable guarantee that it, and other participants under the program including contractors and subcontractors, will comply with all requirements imposed or pursuant to Title VI related federal regulations. The guidance provided by FHWA, Public Funds for Public Benefit: Subrecipient’s Guide to Implement Title VI, outlines additional information to be addressed in a Title VI Nondiscrimination Plan.

The State of Alaska has long recognized the importance of ensuring non-discrimination in how they conduct business and provide services to the public. This Title VI Non-Discrimination Implementation Plan will document a process specifically for ensuring non-discrimination by the MPO and should be consistent with non-discrimination policies of both the DOT&PF and FHWA Title VI requirements.

The Title VI Plan is integral to the PPP and provides specific goals, objectives, and strategies for reaching low-income, minority, and Limited English Proficiency populations to help mitigate barriers to public participation in the transportation planning process. As a Federal Aid recipient, the MPO has the responsibility to ensure that its programs, plans, and policies are carried out in a manner that is not discriminatory, regardless of race, color, national origin, or sex (gender) in accordance with Title VI of the Civil Rights Act of 1964, as amended. Measures to include are listed but are not limited to:

- Hosting all meetings open to the public and broad advertising of meetings, events, and public comment opportunities
- Opportunities in accordance with the PPP to reach different demographics of the population
- Holding meetings in a location familiar and comfortable to the public, accessible by non-motorized travel and transit, and in ADA-accessible buildings
- Providing contact information on all public notices and advertisements for individuals to request special accommodations for translation (language barriers) and hearing and sight impairments
- Preparing Title VI Reports for the DOT&PF Civil Rights Office for every meeting and event held open to the public and public comment periods
- Advertisement of Title VI complaint procedures and complaint form for any person who believes they have been excluded from or denied the benefits of, or subjected to discrimination based on race, color, national origin, or sex (gender) under any MPO plan, program, or activity
- Annual participation by all MPO staff in Title VI training

Completion Date: July 30, 2023

Responsible Party: Pre-MPO Staff, Borough Staff, Borough managed Consultant(s), new MPO Executive Director, and DOT&PF Staff

Resulting Product: Updated Public Participation and Title VI Implementation Plan


Task 100(C) Transportation Improvement Program (TIP)

The TIP is a prioritized listing/program of transportation projects covering four years developed and formally adopted by an MPO as part of the metropolitan transportation planning process, consistent with the MTP and required for projects to be eligible for funding under 23 USC and 49 USC Chapter 53. Currently, the federally funded transportation projects for the area can be found in the 2020–2023 Alaska Statewide Transportation Improvement Program (STIP). Upon official designation as an MPO, projects funded by federal transportation funds on locally or state-owned (non-NHS) roadways and transit projects will be found in the MPO’s TIP. Federally funded projects within the MPO boundaries that are located on the State-owned National Highway System (NHS) or are owned by the Alaska Railroad Corporation will generally be shown in the TIP for informational purposes. Including these projects will require careful coordination with the state and transit providers.

2020-2023 Alaska Statewide Transportation Improvement Program
2020-2023 Original STIP; Approved April 28, 2020

Need ID: 25911
Title: Vine Road Improvements: Knik, Goosebay Road to Hollywood Blvd.
Region: Central
Place Name: Central Region
Highway: N/A

Project Description:
 Project will rehabilitate the existing two-lane rural road from the Hollywood Boulevard to Knik-Goose Bay Road. The road will be designed to accommodate ongoing traffic growth. Scope includes repaving roadbed, drainage improvements, repaving, pedestrian accommodations and possible HSIP safety improvements.



Phase	Fund	FFY20	FFY21	FFY22	FFY23	After2023
Design	SM	40,184	0	0	0	0
Design	STP	404,816	0	0	0	0
Right of Way	AC	0	3,298,753	0	0	0
Right of Way	ACC	0	0	-3,298,753	0	0
Right of Way	SM	0	327,247	0	0	0
Right of Way	STP	0	0	3,298,753	0	0
Construction	AC	0	0	0	5,840,140	
Construction	SM	0	0	0	569,860	
Utilities	SM	0	0	0	207,800	
Utilities	STP	0	0	0	2,062,310	
Totals:		445,000	3,624,000	0	8,500,000	5,840,140

Program: Alaska Highway System
Primary Work: System Preservation
2013 Election District: 8 Big Lake/Point Mackenzie
Borough/Census Area: Matanuska - Susitna Borough
Municipal Planning Org. (MPO): non-MPO
Performance Measures: Safety, Travel Time

Sponsor:
PEB Score:
Criteria:
Functional Class: MINOR ARTERIAL

For all MPAs, concurrent with the submittal of the entire proposed TIP to the FHWA and FTA as part of the STIP approval, the State and the MPO shall certify at least every four years that the metropolitan transportation planning process is being carried out in accordance with all applicable requirements as set forth in 23 CFR 450.336. The self-certification shall be drafted and included as the cover letter in the transmittal of the TIP FHWA and FTA.

Development of a new TIP will begin concurrently with the development of the MTP, which is anticipated to be completed in September 2024. The initial effort will be consultant-led and will involve development of project scoring criteria and nomination forms, followed by a call for project nominations. Projects included in the TIP must be prioritized in the MTP. The project nominations often, but are not all required to, come from the short-range list of projects included in the updated MTP. A workshop will be held for local agencies and the public to learn about the nomination process, scoring criteria, and project selection process for funding. At the close of the nomination period, the Technical Committee members will score and rank the projects in order of priority for consideration of funding in the new TIP.

Concurrently, DOT&PF staff will prepare a scope, schedule, and estimate (SSE) for each project nominated. Once the SSEs and project rankings are complete, the MPO will develop a fiscally constrained draft TIP providing a funding plan for the top-ranked projects for release for public comment. After public comments are addressed and/or resolved, the final TIP will then be presented to the Technical Committee and Policy Board for consideration and adoption. Following adoption, the final TIP will be transmitted to FHWA and FTA for approval and to DOT&PF for inclusion into the STIP.

The MPO Staff will work in cooperation with the DOT&PF in the development of an E-TIP that is compatible with the State's Statewide Transportation Improvement Program (STIP), if available.

The MPO Staff, with DOT&PF assistance, will be responsible for:

- Project scoring and ranking by the MVP Technical Committee and preparation of Scope, Schedules, and Estimates (SSEs)
- Development of draft TIP for advertisement for public comment
- Review and respond to comments received during the public comment period
- Presentation of final TIP to FAST Planning Technical Committee and Policy Board for consideration of adoption, and transmittal of adopted TIP to FHWA and FTA for approval
- Monthly tracking of obligated funds in the TIP and receipt of offsets from project closures, reductions to bid award, and other de-obligations through FFY2024
- Administrative Modifications and Amendments to current TIP on an as-needed basis through FFY2024

Completion Date: July 30, 2025

Responsible Party: Pre-MPO Staff, new MPO Executive Director with DOT&PF providing Advanced Project Definition (estimates and schedules) and financial constraint limits and technical support for E-TIP, as necessary

Resulting Product: 2024 – 2027 Transportation Improvement Program

Task 100(D) 2023 - 2024 UPWP Reporting and 2025-2026 UPWP Development

The DOT&PF is responsible for providing the management oversight of the UPWP. The MPO and its partners that receive Federal PL funding will prepare and submit quarterly reports through FFY2024 to the DOT&PF. The quarterly reports will document the planning activities performed and expenditures by the MPO per the tasks listed in the Unified Planning Work Program (UPWP). The DOT&PF will review and compile the quarterly reports into annual reports at the end of each fiscal year. The MPO will initiate Administrative Modifications and Amendments to the UPWP as needed following the provisions of the MPO's Intergovernmental Operating Agreement, when executed. The Borough Staff is currently doing this work.

FFY2025-2026 UPWP: Beginning in spring 2024, the MPO staff will develop the draft 2025-2026 UPWP. This will involve consultation with the State and other MPOs regarding the Planning fund allocation.

Completion Date of the new UPWP: August 15, 2024

Quarterly reports for the current UPWP.

Responsible Party: Pre-MPO Staff, new MPO Executive Director with DOT&PF assistance

Resulting Product: Quarterly UPWP Reports and 2025 – 2026 UPWP

Task 100(E) Support Services

This task encompasses all planning and program needs for the operation of the MPO. It is recommended that the MPO hire an Executive Director as soon as possible after designation by the Governor, anticipated to be the third quarter of FFY2023, to manage the critical tasks listed below.

- Development and management and operation of the MVP 501(c)(3) Non-profit Corporation (human resources, payroll, accounts payable/receivable, office space leasing, asset management, insurance coverages, audits, business licensing, and tax filings) (May 2023)
- The Project Manager will obtain all the necessary items for the formation of the MPO office including the hiring of an Executive Director and Transportation Planner (May 2023)
- Procurement of office space. (May 2023)
- Supply or cause to arrange supplies, information technology, website development, social media presence, office administration, utilities, payroll, and benefits, and the like. (May 2023)
- Procure services as necessary to bring the MPO office to an operational status based on the agreed-upon structure. (May 2023)
- MVP budget preparation, tracking, and amendment (ongoing)
- Review of agreements and policies and procedures as needed (ongoing)
- Professional development for staff (online and in-person training and conferences) (ongoing)
- Attending and participating in local, regional, and State committee and commission meetings (ongoing)
- Providing guest presentations to committees, commissions, local organizations and chapters, and other interest groups (ongoing)
- Serving on the Statewide Transportation Innovation Council, Statewide Connected & Autonomous Team
- Attending project status meetings, open house events, stakeholder groups, and other Alaska DOT&PF and Borough planning meetings (ongoing)
- GIS mapping of the transportation network, including preparation of areawide and project-specific maps (ongoing)
- Review and submit comments on local, state, and federal legislation and planning documents (ongoing)
- Monitor the Federal Highway Bill guidance and modify the development of the final MPO structure and documents in accordance with the latest planning assumptions (ongoing)
- Review the Federal Regulations for Metropolitan Transportation Planning and research and apply for other available grant opportunities (ongoing)
- Conduct general communication, correspondence, and presentations to members of the public, organizations, agencies, elected/appointed officials, and other interested parties (ongoing)

- Coordinate with the DOT and other MPOs, as requested (ongoing)
- Attend annual AMPO Conference and Alaska American Planning Association Conference and trainings (ongoing)

Completion Date: September 30, 2024

Responsible Party: Pre-MPO Staff, new MPO Executive Director, DOT&PF, Borough Staff, consultant staff

Task 100(F) Administration

MVP for Transportation Intergovernmental Operating Agreement and Memorandum of Understanding for Transportation Planning within the Metropolitan Area of the Metropolitan Planning Organization (Operating Agreement) and Boundary Development

This agreement details the structure and process for the continuing, cooperative, and comprehensive consideration, development, and implementation of transportation plans and programs for intermodal transportation in the MPA. 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 (including the largest incorporated city, based on population, as named by the Bureau of the Census) or in accordance with procedures established by applicable or local law. It defines the membership of the Policy Board by Title and voting rights of its members. It also defines the members of the Technical Committee by Title. Federal and State law are silent on the size, composition and voting rights of a Policy Board in a non-Transportation Management Area (under 200,000 persons). The Pre-MPO will define the committee, board, and boundary in FFY2022. This agreement defines the key plans and programs of the MPO, rules for consultant contracts, reporting requirements, planning reports, division of cost and payment, audit procedures as well as other standard required contractual elements. It will be finalized in late FFY2022 or early FFY2023.

The Operating Agreement and Metropolitan Planning Area Boundary will have to be presented to the member agency councils and assemblies for review and obtain a resolution of support for the package to be given to the Governor. The package will also need to be reviewed and approved by their respective attorneys before submission to the Governor for designation. It is the responsibility, with Staff oversight and assistance, of the Pre-MPO Steering Committee members to champion this package through their respective organizational processes to ensure the timely designation of the Mat-Su MPO by the Governor. This can take time and may be an iterative process. This includes the review by the State's Attorney General office as well. Staff, which is limited due to the current part-time Project Manager's status, may be available to present information regarding the MPO to each council/assembly, but it may be that the Pre-MPO Steering Committee member of each respective organization will have to take the lead. Documentation on the time spent on this process may serve as in-kind match so each person participating in this effort should document their time, by the quarter hour, and present this monthly to the Project Manager. This includes all time by all involved in obtaining the resolutions of support. Format and

information necessary to document the time will be provided by the DOT.

After the boundary is approved, DOT&PF or the FHWA Division Office should provide the boundary files electronically to the FHWA Office of Planning (HEPP-30) for inclusion in the FHWA Office of Planning Executive Geographic Information System (HEPGIS) database. The preferred submission formats are ArcGIS or TransCAD GIS file formats, the GIS software packages most used by State DOTs and MPOs.

Completion Date: December 2023

Responsible Party: Pre-MPO Staff, DOT & PF, Borough Staff

Resulting Product: Operating Agreement and Memorandum of Understanding for Transportation within the Metropolitan Planning Organization

Memorandum of Understanding for the Implementation of the MVP MPO Office (MOU):

The MPO, DOT, and providers of public transportation shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements with the MPO. The purpose of the MOU is to outline the responsibilities of each of the parties to the Operating Agreement regarding operation of the MPO. The responsibilities will be based on the MPO becoming an independent 501(c)3 organization. Items that may need to be addressed include membership dues, project development, financial reporting, audits, GIS services, land use planning, project planning, programming, human resources, risk management, office space, telephone services, IT services, accounting services, procurement services and the like. A stand-alone MPO needs to file Articles of Incorporation, obtain EIN and DUNS numbers, complete IRS Form 1023 to obtain tax-exempt status, complete a DOT&PF internal review audit to establish an indirect cost rate for billing to receive federal reimbursement, lease office space, consider outsourcing payroll and IT services, and the like. This work will begin in FFY2022 and be completed in early FFY2023.

Completion Date: April 2024

Responsible Party: Pre-MPO Staff, DOT & PF, Borough Staff

Resulting Product: Memorandum of Understanding for the Implementation of the MVP for Transportation Office

MVP Bylaws

The Bylaws spell out the members and officers of the organization, how the Chair and Vice Chair are chosen, and who will serve as Secretary of the organization and what those responsibilities entail. The Bylaws define when meetings occur, at a minimum, and line out the standard order of business. The Bylaws define committee structures and the purpose and duties of the Technical Committee. The Bylaws also address ethics, conflict of interest, and other miscellaneous standards of conduct. The Bylaws should be submitted with the Operating Agreement. If not completed in FFY22, they will be done in early FFY23.

Completion Date: April 2023

Responsible Party: Pre-MPO Staff, DOT & PF, Borough Staff

Resulting Product: MVP for Transportation Bylaws

Task 100 (I) MVP Policies and Procedures

Finalize the Policies and Procedures of MVP to ensure operations are in accordance with the Operating Agreement, MOU, and Bylaws. Some policies to be developed include, administrative policies, amendment and administrative modification policies, personnel policies, social media policies, human resources, employment practices, and the like.

Completion Date: July 2024

Responsible Party: Pre-MPO Staff, DOT & PF, Borough Staff

Resulting Product: MVP for Transportation Policies and Procedures

Other Agreements:

- Develop an agreement(s) to coordinate with the DOT&PF, Anchorage Metropolitan Transportation Solutions (AMATS), and FAST Planning on PL and STPBG funding, target setting, and other transportation issues of common interest.
- Set performance targets in coordination with the State and other MPOs in accordance with a to-be-established memorandum of understanding for a performance-based approach to the metropolitan transportation planning and programming process.
- Consider a coordination agreement with AMATS, and others, as appropriate and necessary
- Consider an agreement with the local tribal governments regarding future consultation processes and to address the government - government relationship with the MPO

Completion Date: September 2023

Responsible Party: MPO Executive, DOT & PF, Borough Staff

Resulting Product: Coordination Agreement with AMATS, Consultation agreements with Knik Tribe and Chickaloon Traditional Village Council, Memorandum of Understanding with the State and other MPOs regarding performance-based planning

Task 200 Public Transit System Planning

Non-urbanized Formula Program grants provide transit capital, operating assistance, and program administration to non-urbanized areas for public transportation. State agencies, local public bodies and agencies thereof, private-non-profit and private for-profit (inter-city only) organizations, and operators of public transportation services are eligible to apply. These program grants are detailed in 49 USC 5311.

To be eligible for Federal Transit Administration (FTA) or Alaska Mental Health Trust funds through the Alaska DOT&PF Alaska Community Transit (ACT) office, projects must be derived from a locally developed, coordinated plan that is updated at least every five (5) years. These funding sources substantially support transit operations in the Borough. The Borough's previous plan update was in 2011 and required significant changes to reflect current community needs and opportunities, in addition to meeting federal and State requirements. The 2018-2022 Coordinated Human Services Transportation Plan (CHSTP) serves this purpose. It documented community efforts to coordinate public and human service transportation for the Borough's residents—especially older adults and

individuals with disabilities. FTA 5310 grants through the Fixing America's Surface Transportation (FAST) Act and Alaska Mental Health Trust funding each focus on the transportation needs of disadvantaged persons and those with special transportation needs that cannot be met through traditional personal automobile or public transportation means. Valley Transit and Sunshine Transit Coalition are prepared to receive Alaska Community Transit State Fiscal Year 2021 Public Transit Grants for Administration, Operating and Preventive Maintenance. Sunshine Transit Coalition was awarded \$729,663, and Valley Transit was awarded \$1,100,000. Sunshine Transit Coalition and Valley Transit are also to receive Public Transit Capital Grants of \$737,692 and \$1,350,207, respectively.

The Federal Transit Administration (FTA) has defined the goals of the 5311 Program to:

- Enhance the access of people in non-urbanized areas to health care, shopping, education, employment, public services, and recreation.
- Assist in the maintenance, development, improvement, and use of public transportation systems in rural and small urban areas.
- Encourage and facilitate the most efficient use of all rural transportation funds used to provide passenger transportation in non-urbanized areas through the coordination of programs and services.
- Assist the development and support of intercity bus transportation.
- Provide for the participation of private transportation providers to the extent feasible.

Due to the operational changes in FFY2020 related to the COVID-19 pandemic, these planning funds will be critical to planning the future of the public transit system within the MPA. Beginning in FFY21, and continuing through FFY2022 and FFY2023, the transit providers will need to develop, implement, and continually update Public Transportation Agency Safety Plan (PTASP) to include the processes and procedures to implement Safety Management Systems (SMS)

Urbanized The transit services within an MPA, once designated, are eligible to receive **FTA Section 5303, 5304 and 5305 planning funds** through a Metropolitan Planning Grant Agreement between the DOT&PF and FTA. Metropolitan & Statewide Transportation Planning Section 5303, 5304 and 5305 provide funding and procedural requirements for multimodal transportation planning in metropolitan areas and states. Eligible activities include the development of transportation plans and programs, plan, design and evaluate a public transportation project and conduct technical studies related to public transportation. The MSB is currently working on updating the long- and short-term transit plans for the area. It is likely that the State will execute a Coordinated Planning Agreement with the MPO to conduct future plans or with the MSB. Funds are apportioned to states by formula that includes each state's urbanized area population in proportion to the total urbanized area population for the nation, as well as other factors.

- FTA Section 5303: Metropolitan Planning
- FTA Section 5304: Statewide Planning
- FTA Section 5305: Planning Programs

Section 5307 funds provide transit capital and operating assistance in urbanized areas.

- The State Is the Designated Recipient for all small, urbanized areas, but most grantees are Direct Recipients
- Private Non-Profits Can't Be Subrecipients to the Urban Formula Program
- Sub-Recipient: An entity that receives FTA funds via a pass-through agreement with a direct recipient or designated recipient, whereby the original recipient remains responsible for compliance with all terms, conditions, and requirements associated with the grant).
- It is likely that the DOT&PF will want to execute a supplemental agreement with the Borough for the distribution of Section 5307 as it is required for all grantees in urbanized areas under 200,000 in population.
- Non-profit organizations can be subrecipients under the Job Access Reverse Commute (JARC) program

Designation as an urbanized area will result in significant changes to ownership, operation and ridership of the system and may affect the transit routes, frequency, and timing, as well as staff employment, facilities, equipment, and fare collection.

Planning needs to be cooperative, continuous, and comprehensive, resulting in long-range plans and short-range programs reflecting transportation investment priorities. Federal planning funds are first apportioned to State DOTs. State DOTs then allocate planning funding to MPOs. One meeting has been conducted between the local transportation provider, DOT&PF, Alaska Railroad and FTA and more coordination will take place to determine the necessary work tasks for this UPWP.

Funds are available for planning activities that:

- support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency
- increase the safety of the transportation system for motorized and non-motorized users;
- increase the security of the transportation system for motorized and non-motorized users;
- increase the accessibility and mobility of people and for freight;
- protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- enhance the integration and connectivity of the transportation system, across and between modes, for people and freight; and
- promote efficient system management and operation; and (H) emphasize the preservation of the existing transportation system.

This funding is used to conduct planning activities related to the operation and improvement of the public transit system, including data collection, studies, system performance management, capital planning, and asset management, preparation of reports and plans, and training and technical assistance for staff. Example plans include:

- Coordinated Transportation Plan
- Short- and Long-Range Transit Plan



- Mobility Management Plan
- Public Transportation Agency Safety Plan
- Bus Stop Amenity & Design Development Plan
- ITS Improvement Plan
- Comprehensive Fixed Route Analysis & Improvement Plan
- Traffic Signal Prioritization Impact Study

Upon designation as an MPO, the Mat-su MPO transit providers will not be able to directly apply for FTA 5307 as non-profits are not eligible to be direct recipients of this program. The MSB will develop a program to make these funds available.

Completion Date: Upon designation as an MPO

Responsible Party: Valley Transit, Sunshine Transit Coalition, Chickaloon Area Transit (CAT), Borough Staff, DOT&PF

Resulting Product: Ability to distribute urban formula funds to transit providers via a competitive process

Task 300 Contingency Projects

The following projects are Contingency Projects, which are, by definition, a future event or circumstance which is possible but cannot be predicted with certainty. These are projects that could occur in FFY2023 -* 2024 if funding becomes available.

Task 300(A) Develop an Active Transportation Plan

Hire a consultant to complete an Active Transportation Plan (ATP). This plan will address local interest in non-motorized travel and the desire for better transportation options, quality of life, and access to the area's natural surroundings. It will outline policy, programmatic, and infrastructure improvements to help achieve a vision for a more pedestrian and bicycle-friendly community with a non-motorized network that provides safe and comfortable transportation options to many area residents and visitors.

Completion Date: TBD

Responsible Party: MPO Staff, Borough Staff, DOT&PF

Resulting Product: Active Transportation Plan

Budget

MVP MPO FEDERAL FISCAL YEAR 2023-2024
Estimated Costs by Task
October 1, 2022 - September 30, 2024

Task	Description	Fund Code	FFY2023	Fund Code	FFY2024
100	MPO Planning Process				
100(A)	Metropolitan Transportation Plan (MTP) and Travel Modelling	PL	\$10,000	PL	\$ 500,000
100(B)	Update and Execution of the PPP and Title VI Plan	PL	\$46,000	TBD	\$ 100,000
100(C)	Transportation Improvement Program (TIP)	PL	\$0	TBD	\$ 15,000
100(D)	2023-2024 UPWP Reporting and 2025-2026 UPWP	PL	\$10,000	TBD	\$ 10,000
100(E)	Support Services	PL	\$58,000	TBD	\$ 130,000
100(F)	Administration	PL	\$86,000	TBD	\$ 15,000
	<i>Subtotal</i>		\$210,000		\$770,000
	<i>9.03% match</i>		\$20,845		\$76,433
	<i>Subtotal</i>		<u>\$230,845</u>		<u>\$846,433</u>
	<i>Less Estimated ICAP (7.18%)</i>		\$17,857		\$65,475
	Total Task 100		<u>\$212,989</u>		<u>\$780,958</u>
200	Public Transit System Planning	TBD	\$ -		\$ 143,000
	<i>9.03% match</i>				\$ 14,195
	<i>Subtotal</i>		\$ -		<u>\$ 157,195</u>
	<i>Less Estimated ICAP (7.18%)</i>				\$ 12,160
	Total Task 200				<u>\$ 145,035</u>
300	Contingency Projects				
300(A)	Active Transportation Plan	TBD			\$ 100,000
	Total Task 300				<u>\$100,000</u>
	<i>9.03% match (cash)</i>				\$9,926
	<i>Subtotal</i>				<u>\$109,926</u>
	<i>Less Estimated ICAP (7.18%)</i>				\$8,503
	Total Task 300				<u>\$101,423</u>

Assumptions:

PL = Federal Funding: Metropolitan Planning Program

Match = All match is provided by local government sources to the MPO using Initiation dues and maintenance dues

FED TBD = Federal Funding Type to Be Determined by the State

ICAP = Indirect Cost Allocation Plan for FFY23 per DOT&PF