

Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Date: August 30, 2024
To: Transportation Policy Alternatives Committee (TPAC) and interested parties
From: John Mermin, Senior Transportation Planner
Subject: Administrative amendments to the 2024-25 Unified Planning Work Program (UPWP)

Background

The Unified Planning Work Program (UPWP) is developed annually by Metro as the Metropolitan Planning Organization (MPO) for the Portland Metropolitan Area. It is a federally-required document that serves as a guide for transportation planning activities to be conducted over the course of each fiscal year, beginning on July 1. The UPWP is developed by Metro with input from local governments, TriMet, ODOT, FHWA, and FTA. It includes all planning projects that will be receiving federal funds for the upcoming fiscal year. The UPWP describes a process for administrative amendments: 1) Notify TPAC; 2) Send amendment to USDOT for approval.

See attached project narratives which describes (in tracked changes) minor changes to the budgets of several Metro projects to reflect changes in MPO funding from the Oregon Department of Transportation (ODOT) and minor adjustments to the Metro budget.:

- Transportation Planning
- Metropolitan Transportation Improvement Program
- Investment Areas (Corridor Refinement and Project Development)
- 82nd Ave Transit Project
- Data Management and Visualization
- Land Use and Socio-Economic Modeling Program

Next Steps

Metro staff will forward notice of this amendment to USDOT staff for approval and these changes will be reflected on the Metro's UPWP webpage.

Please contact John Mermin, john.mermin@oregonmetro.gov if you have any questions about this amendment.

Transportation Planning

Staff Contact: Tom Kloster (tom.kloster@oregonmetro.gov)

Description

As the designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region, Metro is responsible for meeting all federal planning mandates for MPOs. These include major mandates described elsewhere in this Unified Planning Work Program (UPWP), such as the Regional Transportation Plan (RTP) and Metropolitan Transportation Improvement Plan (MTIP) that follow this section. In addition to these major mandates, Metro also provides a series of ongoing transportation planning services that support other transportation planning in the region, including:

- Periodic amendments to the RTP and UPWP
- Periodic updates to the regional growth forecast
- Periodic updates to the regional revenue forecasts
- Policy and project development support for regional corridor and investment area planning
- Ongoing transportation model updates and enhancements
- Policy support for regional Mobility and CMP programs
- Compliance with federal performance measures

Metro also brings supplementary federal funds and regional funds to this program to provide general planning support to the following regional and state-oriented transportation planning efforts:

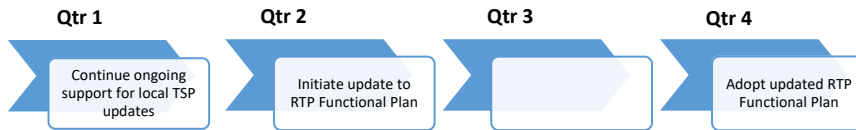
- Policy and technical planning support for the Metro Council
- Administration of Metro's regional framework and functional plans
- Ongoing compliance with Statewide planning goals and greenhouse gas emission targets
- Policy and technical support for periodic urban growth report support
- Coordination with local government Transportation System Planning
- Collaboration in statewide transportation policy, planning and rulemaking
- Collaboration with Oregon's MPOs through the Oregon MPO Consortium (OMPOC)

In addition to supporting local governments on transportation planning efforts, Metro's transportation planning program involves ongoing, close coordination with the Oregon Department of Transportation (ODOT) and TriMet, our major state and regional partners in transportation.

In 2024-25, major efforts within this program include:

- Implementation of the 2023 Regional Transportation Plan (RTP), including an update to the Regional Transportation Functional Plan, the regulatory document that implements the RTP through local city and county transportation system plans.
- Support for local jurisdictions required to update comprehensive plans to be consistent with statewide climate rulemaking
- Other ongoing transportation policy support for major planning projects at Metro and our cities and counties.

Key Project Deliverables / Milestones



FY 2024-25 Cost and Funding Sources

Requirements:		Resources:		
Personnel Services	\$ 1,283,502	PL	\$ 340,674	Deleted: 343,623
Materials & Services	\$ 65,900 ¹	PL Match (ODOT)	\$ 38,992	Deleted: 39,330
Indirect Costs	\$ 639,184	5303	\$ 123,470	
		5303 Match (Metro)	\$ 14,132	
		STBG	\$ 696,333	
		STBG Match (Metro)	\$ 79,698	
		Metro Direct	\$ 695,288	Deleted: 692,001
TOTAL	\$ 1,988,586	TOTAL	\$ 1,988,586	

¹ As part of Metro’s commitment to break down barriers that exclude Black, Indigenous, People of Color and other marginalized people from meaningful participation in our decision-making processes, this activity may include financial support (e.g. stipends) to defray costs of community member participation. These stipends are for community members who are not public sector employees and who are not otherwise receiving federal funding for their time.

Metropolitan Transportation Improvement Program (MTIP)

Staff Contact: Ted Leybold, Ted.Leybold@oregonmetro.gov

Description

The MTIP represents the four-year program of projects from the approved long range Regional Transportation Plan (RTP) identified to receive funding for implementation. It ensures that program of projects meet federal program requirements and informs the region on the expected performance of the package of projects relative to adopted performance goals.

The following types of projects are included in the MTIP:

- Transportation projects awarded federal funding.
- Projects located on the State Highway System and awarded ODOT-administered funding.
- Transportation projects that are state or locally funded but require any form of federal approvals to be implemented.
- Transportation projects that help the region meet its requirements to reduce vehicle emissions (documented as Transportation Control Measures in the State Implementation Plan for Air Quality).
- Transportation projects that are state or locally funded, but regionally significant (for informational and system performance analysis purposes).

A significant element of the MTIP is the programming of funds to transportation projects and program activities. Programming is the practice of budgeting available transportation revenues to the costs of transportation projects or programs by project phase (e.g. preliminary engineering, right-of-way acquisition, construction) in the fiscal year the project or program is anticipated to spend funds on those phases. The revenue forecasts, cost estimates and project schedules needed for programming ensure USDOT that federal funding sources will not be over-promised and can be spent in a timely manner. Programming also ensures that the package of projects identified for spending is realistic and that the performance analysis can reasonably rely on these new investments being implemented. To enhance the accuracy of programming of projects in the MTIP, Metro includes a fifth and sixth programming year, although the fifth and sixth years are informational only and programming in those years is not considered approved for purposes of contractually obligating funds to projects.

When undergoing a major update, the MTIP verifies the region's compliance with federal requirements, demonstrates fiscal constraint over the updated MTIP's first four-year period and informs the region on progress in implementation of the RTP investment priorities and performance targets. Between major MTIP updates, the MPO manages and amends the MTIP as needed to ensure project funding can be obligated based on the project implementation schedule.

The MTIP program also administers the allocation of the urban Surface Transportation Block Grant (STBG)/Transportation Alternatives (TA) federal funding program, the Congestion Mitigation Air Quality (CMAQ) federal funding program, and the Carbon Reduction Program (CRP) federal funding program. These federal funding programs are awarded to local projects and transportation programs through the Metro Regional Flexible Fund Allocation (RFFA) process. MTIP program staff work with local agencies to coordinate the implementation of projects selected to receive these funds. In addition, Metro also administers local projects that were awarded federal funds, but where those

funds were exchanged for local dollars. These local projects tend to be those in need of initial project development prior to seeking funds through construction or small-scale capital projects not conducive to the federal aid process. The process to select projects and programs for funding follow federal guidelines, including consideration of the Congestion Management Process. Projects are evaluated and rated relative to their performance in implementing the adopted RTP investment priority outcomes of Safety, Equity, Climate, Mobility and Economy to inform their prioritization for funding.

In the 2024-25 State Fiscal Year, the MTIP is expected to implement the following work program elements:

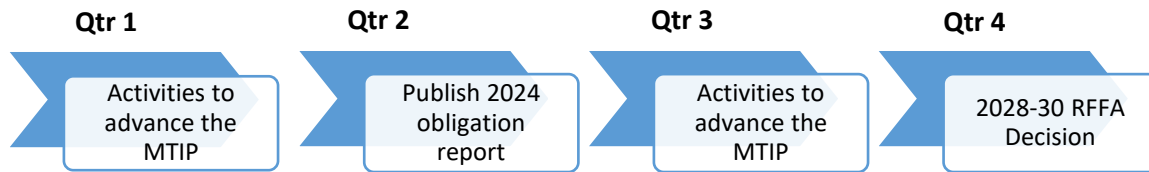
- *Completion of the 2028-30 RFFA process.* Metro is scheduled to complete the allocation of federal fiscal year revenues for 2028-30 by the end of FY 2024-25. allocation process will include a call for projects, project evaluation, public comment period and MPO decision process. These RFFA process elements will be updated from the previous allocation cycle to incorporate new policy direction from the 2023 RTP.
- *Development of the 2027-30 MTIP.* Metro is actively working with federal transportation funding administrative agencies (ODOT, TriMet and SMART) and the region's transportation stakeholders on the cooperative development of the next TIP through the end of FY 2025-26. This will include coordination with the 2028-30 RFFA process, regional investment policy input to the funding allocation processes of ODOT and the region's transit agencies, and documentation of this cooperative development. Development of the MTIP performance analysis methodologies will also occur during this fiscal year.
- *Implementation of transportation projects and programs from the regional flexible fund allocation.* The transportation projects and programs previously awarded regional flexible funds will be supported for implementation as an ongoing effort. Metro staff will work with ODOT Region 1 staff and lead local agency staff to ensure the selected projects complete the steps necessary to obligate their funds and proceed to implementation. Additionally, Metro staff will administer and monitor those transportation projects previously awarded regional flexible funds but then had federal funds exchanged for local funding.
- *Publish the Federal Fiscal Year (FFY) 2024 Obligation report.* All project obligations for federal fiscal year 2024 will be confirmed and documented in the annual obligation report. The obligation report is expected to be published in the second quarter of FY 2024-25.
- *Report on FFY 2025 Funding Obligation Targets, Adjust Programming.* Metro is monitoring and actively managing an obligation target for MPO allocated funds (STBG/TAP and CMAQ) each fiscal year. This is a cooperative effort with the Oregon DOT and the other Oregon TMA MPOs. If the region meets its obligation targets for the year, it will be eligible for additional funding from the Oregon portion of federal redistribution of transportation funds. If the region does not meet obligation targets for the year, it is subject to funds being re-allocated to other projects. MTIP staff will report on the region's performance in obligating funds in FFY 2024 relative to the schedule of project funds scheduled to obligate and work with ODOT to adjust revenue projections and project programming. (October 2024 report on FFY 2024 performance, January 2025 report to establish FFY 2025 target amount)

- *Refinement of the new Project Tracker data management system.* As a part of a broad transportation project tracking system, MTIP staff are working (ongoing) in cooperation with other MPOs in the state, ODOT and transit agencies to implement a data management system to improve MTIP administrative capabilities. Metro expects to actively utilize the MTIP module of the new database, populating it with project and programming data and utilizing its reporting capabilities. Metro also expects to be consider development of additional modules of the database during the first year, such as a long-range planning project module.

There are several additional MTIP work program elements that are on-going throughout the year without scheduled milestones. These include:

- Amendments to project programming for changes to the scope, schedule or cost of projects selected for funding or for updated revenue projections
- Administration of projects selected to be delivered under a fund exchange of federal RFFA funding with local funding
- Coordination with ODOT, transit agencies, and local lead agencies for project delivery of MTIP projects
- Coordination with financial agreements and UPWP budget for purposes of MTIP programming

Key Project Deliverables / Milestones



FY 2024-25 Cost and Funding Sources

Requirements:		Resources:	
Personnel Services	\$ 1,026,070	PL	\$ 1,409,751
Materials & Services	\$ 434,050 ^{1, 2}	PL Match (ODOT)	\$ 161,352
Indirect Costs	\$ 510,983	STBG	\$ 358,920
		STBG Match (Metro)	\$ 41,080
TOTAL \$ 1,971,103		TOTAL \$ 1,971,103	

¹ The budgeted amount for Materials & Services includes potential costs for consultant activities.

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Investment Areas (Corridor Refinement and Project Development)

Staff Contact: Kelly Betteridge, kelly.betteridge@oregonmetro.gov

Description

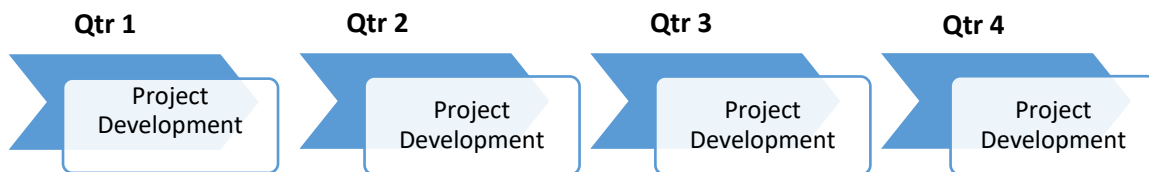
Metro’s Investment Areas program works with partners to develop shared investment strategies that help communities build their downtowns, main streets and corridors to leverage public and private investments that implement the region’s 2040 Growth Concept. Projects include supporting compact, transit-oriented development (TOD) in the region’s mixed use areas, conducting multijurisdictional planning processes to evaluate high-capacity transit and other transportation improvements, and integrating freight and active transportation projects into multimodal corridors.

The Investment Areas program completes system planning and develops multimodal projects in major transportation corridors identified in the Regional Transportation Plan (RTP) as well as developing shared investment strategies to align local, regional, and state investments in economic investment areas that support the region’s growth economy. It includes ongoing involvement in local and regional transit and roadway project conception, funding, and design. Metro helps local jurisdictions advance the development of specific projects as well as corridor-based programs identified in the RTP. Metro works to develop formal funding agreements with partners in an Investment Area, leveraging regional and local funds to get the most return on limited dollars. This program coordinates with local and state planning efforts to ensure consistency with regional projects, plans, and policies.

In FY 2023-2024, Investment Areas staff have supported partner work on mobility and transit capacity improvements across the region. Specific projects include TV Highway, Better Bus, Columbia Connects, 82nd Ave, additional support for the Southwest Equitable Development Strategy and Sunrise Corridor visioning.

This is an ongoing program; staff will further refine the projects listed above as well as potentially identifying additional projects to further the goals identified for mobility corridors in the Portland Metro region.

Key Project Deliverables / Milestones



FY 2024-25 Cost and Funding Sources

Requirements:

Resources:

Personnel Services	\$ 543,341	STBG	\$ 630,264
Materials & Services	\$ 31,120	STBG Match (Metro)	\$ 72,137
Indirect Costs	\$ 270,584	Metro Direct	\$ 142,644
TOTAL	\$ 845,045	TOTAL	\$ 845,045

82nd Avenue Transit Project

Staff Contact: Elizabeth Mros-O'Hara, elizabeth.mros-ohara@oregonmetro.gov

Description

Metro, in partnership with the City of Portland, TriMet, Clackamas County, ODOT, Multnomah County, and the Port of Portland is leading a collaborative process to complete a transit analysis, develop a conceptual transit design, and analyze travel time and reliability to advance a bus rapid transit (BRT) project on the 82nd Avenue Corridor.

In FY2023-24, the project concept was advanced with a focus on development of the Locally Preferred Alternative (LPA). The following milestones were the focus of the work to develop an LPA:

- Interagency and community coordination
- Steering committee adoption of transit goals and objectives and initial purpose and need
- Community engagement, open houses, workshops, focus groups, and surveys
- Data collection and technical analysis to determine existing and future needs
- Supported community partners development and adoption of an Equitable Development Strategy (EDS)

During FY2024-25 Metro will support the process of LPA approval and adoption into local plans, JPACT and Metro Council will endorse the LPA, and then codifying the LPA will be codified into the Regional Transportation Plan. The project team will enter FTA CIG Small Starts Project Development, begin the NEPA early scoping, advance design, and work on materials for the FTA funding process. Key milestones will include:

- LPA adoption into local plans, endorsed by the MPO and Metro Council, and adopted into the fiscally-constrained Regional Transportation Plan
- Pursue a variety of funding opportunities at the federal, state, regional, and local levels
- Continue supporting EDS community partners with project implementation
- Kick off Small Starts Project Development
- Determine NEPA strategy and begin process of early scoping
- Develop materials for FTA CIG Small Starts project rating

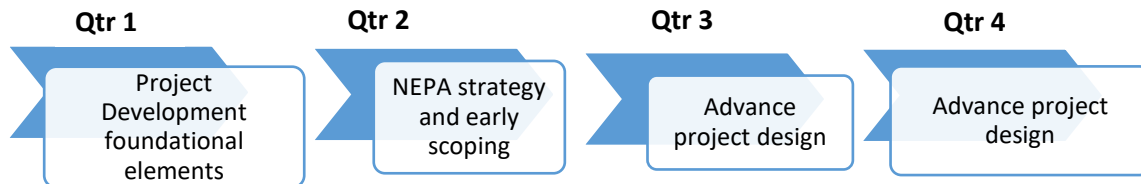
Metro will work to find opportunities to continue advancing this work, including through new Federal funding under the Neighborhood Access and Equity program that could support ongoing operations of ongoing project development of the 82nd Avenue Transit Project and implementation actions by community-based organizations and jurisdictional partners.¹ In addition, Metro has supported the City of Portland grant application for Neighborhood Access and Equity (NAE) Program Capital Construction Grant for 82nd Avenue: Cully/Sumner Neighborhood Connections. This grant would help fund key transit-supportive improvements such as traffic signals, pedestrian access and safety improvements, and better pedestrian connections to the Parkrose Transit Center.²

¹ The latter half of this sentence will be removed in Spring 2024, if Metro is not successful with its Reconnecting Neighborhoods and Communities grant application.

² These last two sentences will be removed / updated in Spring 2024, once the region learns results of the NAE grant application.

Additional project information is available at: <https://www.oregonmetro.gov/public-projects/82nd-avenue-transit-project>.

Key Project Deliverables / Milestones



FY 2024-25 Cost and Funding Sources

Requirements:		Resources:	
Personnel Services	\$ 755,122	82 nd Ave (FTA Grant – Flex Transfer)	\$ 1,116,989
Materials & Services	\$ 461,532 ^{3, 4}	82 nd Ave (FTA Grant – Flex Transfer) Match (Metro)	\$ 127,844
Indirect Costs	\$ 376,051	Metro Direct	\$ 347,871
TOTAL \$ 1,592,705		TOTAL \$ 1,592,705	

³ The budgeted amount for Materials & Services includes potential costs for consultant activities.

⁴ As part of Metro’s commitment to break down barriers that exclude Black, Indigenous, People of Color and other marginalized people from meaningful participation in our decision-making processes, this activity may include financial support (e.g. stipends) to defray costs of community member participation. These stipends are for community members who are not public sector employees and who are not otherwise receiving federal funding for their time.

Data Management and Visualization

Staff Contact: Cindy Pederson, cindy.pederson@oregonmetro.gov

Description

Metro's Data Resource Center (DRC) provides Metro and the region with technical services including data management, visualization, analysis, application development and systems administration. The DRC collaborates with Metro programs to support planning, modeling, forecasting, policymaking, resiliency and performance measurement activities. The DRC also coordinates joint purchase of digital aerial orthophotography and lidar by local governments and nonprofit groups in the greater Portland region. Consortium purchase reduces each member's cost of obtaining photography through cost sharing.

In FY2023-24, the DRC:

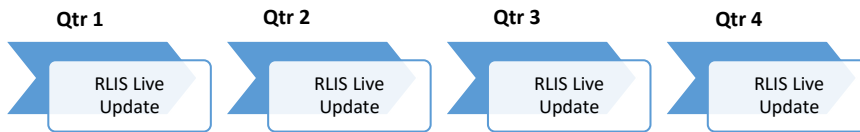
- Offered trainings to prepare Geographic Information System (GIS) users across the agency for the transition from ArcMap to ArcGIS Pro
- Introduced a wide audience to ArcGIS Online and completed the necessary system upgrades to support the entire geospatial technology platform
- Modernized the online MetroMap application, making it mobile friendly, multilingual and accessible to more users.
- Provided technical expertise, analysis and data visualization products for Regional Transportation Planning including the State of Safety Report, the Metropolitan Transportation Improvement Program, the Regional Travel Demand Model, and a high-level geospatial assessment of the outcomes of Regional Transportation Plan projects for key metrics such as equity and active transportation network connectivity.
- Collected aerial orthophotos, then validated and shared them with partners via high-performance web services.

In FY2024-25, the DRC will continue adding value to Metro's MPO functions via:

- The Regional Land Information System (RLIS) by maintaining and publishing data on a continual basis. RLIS Live includes quarterly updates to transportation datasets such as street centerlines, sidewalks, trails, and public transit routes; annual updates to crash data, vehicle miles traveled, and equity focus area
- Continued work on emergency transportation routes and their incorporation into online applications
- Demographic and land use data included in RLIS, such as the American Community Survey, zoning plans and vacant land inventory, which also inform transportation planning. RLIS is an on-going program with a 30+ year history of regional GIS leadership and providing quality data and analysis in support of Metro's MPO responsibilities
The Data Management and Visualization program will continue to provide GIS and Power BI governance while working to develop new tools such as a "quick facts" viewer with commonly requested statistics for key areas of interest and will provide on-demand analytics support for MPO projects.
- Aerial orthophotos and lidar will be collected, processed, and distributed.

For additional information about the Data Resource Center’s data management and visualization projects, email cindy.pederson@oregonmetro.gov.

Key Project Deliverables / Milestones



FY 2024-25 Cost and Funding Sources

Requirements:		Resources:	
Personnel Services	\$ 1,258,684	STBG	\$ 429,759
Materials & Services	\$ 399,013 ^{1 2}	STBG Match (Metro)	\$ 26,080
Indirect Costs	\$ 626,825	STBG Match (ODOT)	\$ 23,108
		Metro Direct	\$ 1,805,575
TOTAL	\$ 2,284,522	TOTAL	\$ 2,284,522

- Deleted: 363,795
- Deleted: 18,530
- Deleted: ¶
- Deleted: 1,879,089

¹ The budgeted amount for Materials & Services includes potential costs for consultant activities.
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Land Use and Socio-Economic Modeling Program

Staff Contact: Matt Bihn, matt.bihn@oregonmetro.gov

Description

The Land Use and Socio-Economic Modeling Program assembles historical data and develops future forecasts of population, land use, and economic activity that support Metro's regional transportation planning and transportation policy decision-making processes. The forecasts are developed for various geographies, ranging from regional Metropolitan Statistical Area (MSA) to Transportation Analysis Zone (TAZ) level, and across time horizons ranging from 20 to 50 years into the future. The Land Use and Socio-Economic Modeling Program also includes activities related to the continued development of the analytical tools and models that are applied to produce the abovementioned forecasts.

Long-range economic and demographic projections are regularly updated to incorporate the latest observed changes in demographic, economic, and real estate development conditions. Metro staff rely on the forecasts to study transportation corridor needs, formulate regional transportation plans, analyze the economic impacts of potential climate change scenarios, and to develop land use planning alternatives. This work creates the key inputs (e.g. population, housing, jobs) for the analytical tools (e.g., travel demand model) that are used to carry out federal transportation planning requirements and support regional transportation planning process and project needs.

The resources devoted to the development and maintenance of the Metro's core forecast toolkits are critical to Metro's jurisdictional and agency partners to support transportation planning and transportation project development. Beyond Metro itself, local jurisdictions across the region rely on the forecast products to inform their comprehensive plan and system plan updates. Because the modeling toolkit provides the analytical foundation that informs the region's most significant decisions, the annual program leverages significant historical investments and to ensure that the analytical tools are always ready to fulfill the project needs of Metro's partners. These analytical tools are also a key source of data and metrics used to evaluate the region's progress toward meeting its equity, safety, climate, and congestion and economic goals. This is an ongoing program.

Work completed in FY 2023-24:

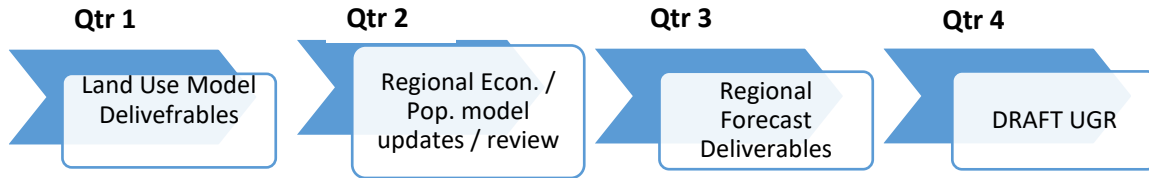
- Developer Supply Processor (DSP) modeling – the DSP model is a land supply redevelopment forecast estimation model structured as a real estate pro forma. The model is consistent with HB 2001, and Oregon law passed in 2019 allowing more housing types in residential areas, and includes:
 - Entitlement screen
 - Regional Land Information System (RLIS) zoning crosswalk between local zoning districts and Metro regional land use categories
 - Middle housing supply estimate
 - Redevelopment (residential + non-residential) supply
 - Land Use Technical Advisory Group (LUTAG) and local partner review/ approval of DSP and redevelopment
- Buildable Land Inventory (BLI) - vacant land model (also consistent with HB 2001)
 - Updated to 2022 vacant land inventory

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- LUTAG reviewed/approved BLI model assumptions
 - Local review of final BLI (vacant + redevelopment)
 - Regional Economic Forecast model revision and update
 - Re-estimation of model equations
 - Regional economic/ demographic inputs
 - National economic/ demographic inputs
 - Coordination with Portland State University population forecast and inputs
 - Convened/ review regional forecast by expert panel
 - Regional Economic Forecast (2024 -2044)
 - Regional Population Forecast (2024 -2044)
 - Household Income Age (HIA) forecast
 - Disability forecast
 - Race/ ethnicity forecast
 - Ongoing Mapping & Data Analytics of Census 2020 Data (flow basis)
 - Ongoing Maintenance of Land Development Monitoring System
 - DRAFT Urban Growth Report
 - Land Use Model Improvements – task ongoing

Work in FY 2024-25

- Land Use Model (LUM) Improvements
 - Determine if MetroScope is still a viable LUM alternative
 - Modify DSP/ pro-forma-based approach to forecasting redevelopment supply for use in a LUM – model integration work (depends on LUM platform TBD)
 - Create New Buildable Land Model / Inventory Approach (must be consistent with HB 2001 regulations) – model integration work (depends on LUM platform TBD)
 - Develop of a New LUM Platform to Replace MetroScope (multi-year) – note: model selection could still be MetroScope
- On-going regional economic / demographic forecast and data maintenance
 - Regional economy
 - National drivers
 - Population / vital statistics
- TAZ distributed forecast DRAFT
 - TAZ allocation
 - TAZ local jurisdiction review
- Urban Growth Report (UGR) Documents and Analytics
 - Final Regional Forecast (i.e., population, households, employment, range projections, income, race, disability, HIA distributions)
 - Final UGR documents (supporting analytics and appendices – regional forecast, BLI/ capacity, residential and non-residential need/ gap analytics, land/economy performance monitoring mandates and statistics)
- Ongoing Mapping & Data Analytics of Census 2020 & ACS Data (flow basis)
- Ongoing Maintenance of Land Development Monitoring System

Key Project Deliverables / Milestones



FY 2024-25 Cost and Funding Sources

Requirements:

Personnel Services	\$ 163,182
Materials & Services	\$ 133,350 ¹
Indirect Costs	\$ 81,265

Resources:

5303	\$ 191,001
5303 Match (Metro)	\$ 21,861
STBG	\$ 58,266
STBG Match (Metro)	\$ 6,669
Metro Direct	\$ 100,000

TOTAL \$ 377,797

TOTAL \$ 377,797

¹ The budgeted amount for Materials & Services includes potential costs for consultant activities.