

**Agenda**  
**Mid-Willamette Valley Area**  
**Commission on Transportation**  
**(MWACT)**

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**Date:** Thursday, November 7, 2019  
**Time:** 3:30 p.m.  
**Place:** MWVCOG Offices  
COG Conference Room  
100 High St. SE; Suite 200  
Salem, OR 97301  
**Phone:** (503) 588-6177 FAX (503) 588-6094

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*Times listed below are approximate. Agenda items may be considered at any time or in any order per discretion of the MWACT Chair and/or member of the Commission, in order for the Commission to conduct the business of the Commission efficiently. Persons wishing to be present for a particular item are advised to arrive prior to the scheduled beginning of the meeting in order to avoid missing the presentation of items of interest.*

**3:30 p.m. Item 1. Call MWACT Meeting To Order .....Ken Woods, Jr.**

Welcome and Introductions  
Approval of June 6, 2019 Meeting Summary  
Approval of September 5, 2019 Meeting Summary  
Public Comment  
Comments from the Legislative Delegation  
OTC Comments  
**\*\* Appreciation to Marcia Kelley \*\***  
Commission Discussion/Area Updates

- **Update on Columbia River Crossing**
- **Final Status of Salem River Crossing ROD and FEIS**

**3:45 p.m. Item 2. DAS Training .....James Feldman**

Each year, MWACT members are required by the Oregon Department of Administrative Services (DAS) to complete training on discrimination and harassment, as well as information security. It was decided at the September meeting to have the training as part of the November MWACT meeting. MWACT members that cannot attend the training during today's MWACT meeting will need to complete the training on their own time before December 31, 2019.

The Mid-Willamette Valley Area Commission on Transportation is pleased to comply with the Americans with Disabilities Act (ADA). If you need special accommodations including a sign language interpreter to attend this meeting, a complete agenda packet, or additional information, please contact Lori Moore at (503) 540-1609 or send e-mail to [lmoore@mwvcog.org](mailto:lmoore@mwvcog.org) at least 72 hours prior to the meeting. Alternate formats available upon request. Thank you.

**Action:** Complete mandatory DAS discrimination and sexual harassment and information security training.

**5:00 p.m. Item3. Newberg-Dundee Letter to OTC ..... ACT staff**

At the September MWACT meeting, it was requested that COG and ODOT staff work with Summit Strategies to prepare a letter to the Oregon Transportation Commission (OTC) reconfirming MWACT's support for making expeditious progress on the New-Dundee Bypass.

The new letter is *attached*. If approved by MWACT, the letter will be sent to the OTC.

**Action:** Review and comment on draft letter.

**5:15 p.m. Item 4. Biennial Report to OTC .....ACT staff**

Every two years, MWACT members are required to report on their activities in a Biennial Report that is presented to the Oregon Transportation Commission (OTC). A draft report has been prepared by staff (*attached*) for the November 21-22 OTC meeting when MWACT representatives will meet with the OTC.

At MWACT's September meeting, ACT members reviewed the May 5, 2016 letter to the OTC that listed priority projects in the MWACT area and asked COG/ODOT staff to update the project descriptions. That updated letter is *attached* and will be provided as a cover letter for the Biennial Report.

**Action:** Review of Biennial Report and cover letter.

**5:25 p.m. Item 5. Other Business..... Act Members**

- OTC Meeting Nov 21-22, location in Mid-Willamette Valley, to review MWACT Biennial Report
- OTC Workshop with chairs of ACTs, MPOs, and statewide advisory committees regarding transportation funding. December 16, 2019 in Lebanon, Oregon
- Next MWACT Meeting

**5:30 p.m. Item 6. Adjournment .....Ken Woods, Jr.**

**Draft**      **Summary**      **Draft**

Mid-Willamette Valley Area Commission on Transportation (MWACT)  
Courthouse Square  
Senator Hearing Room  
555 Court St. NE  
Salem, OR 97301  
Thursday, September 5, 2019  
3:30 p.m.

**MWACT Members Present**

Sam Brentano, Marion County Board of Commissioners  
Cathy Clark, 2019 Vice Chair, Keizer Mayor  
Ian Davidson, Cherriots BOD  
Patrick Johnson, 99W/18/47 Corridor, Newberg  
Lisa Nell, ODOT  
Walt Perry, I-5 Corridor, Jefferson City Council  
Mitch Teal, Marion County Private Sector  
Ken Woods, Jr., 2019 Chair, Dallas City Council

**MWACT Members Absent**

Scott Hill, 99W/18 Corridor, McMinnville Mayor  
Kathy Hadley, Polk County Private Sector  
Michael Langley, Confederated Tribes of the Grand Ronde  
Jim Lewis, Salem City Council  
Lyle Mordhorst, Polk County Board of Commissioners  
Rick Olson, Yamhill County Board of Commissioners  
Jim Sears, 99E/213 Corridor, Silverton City Council  
Della Seney, Hwy. 22E Corridor, Aumsville City Council  
Cynthia Thompson, YCTA  
Ken Wright, Yamhill County Private Sector

**Others Present**

Dick Anderson, CWACT-Lincoln City  
Ed Chamberland, David Evans & Associates  
Steve Dickey, SAMTD  
Kristine Evertz, Yamhill County Parkway Committee  
Dan Fricke, ODOT  
Valerie Greenway, ODOT  
Anna Henson, ODOT Region 2 Area 3  
John Huestis, ODOT  
Mike Jaffe, MWVCOG-SKATS  
Arla Miller, ODOT  
Lori Moore, MWVCOG-SKATS  
Stephanie Nappa, OCWCOG

Karen Odenthal, MWVCOG-SKATS  
Janelle Shanahan, Marion County  
Lisa Strader, ODOT  
Julie Warncke, Salem Public Works  
Colm Willis, Marion County

**Agenda Item 1. Call to Order – 3:30 p.m. – Introductions**

Chair Ken Woods, Jr., called the meeting to order at 3:36 p.m. Introductions were made.

**Summary of June 6, 2019:** Approval of the summary of the June 6, 2019 MWACT meeting was deferred due to the lack of a quorum present.

**Public Comment:** There were no comments from the public.

**Comments from the Legislative Delegation:** There were no comments from the Legislative Delegation.

**OTC Comments:** Lisa Nell informed the group that Robert Van Brocklin is the new chair of the Oregon Transportation Commission. She added that the ODOT Director search is narrowed down to three candidates that were considered during an Executive Session yesterday.

Ms. Nell informed everyone that she will be working on assignment for ODOT for the next year. She introduced her replacement: John Huestis. He is the former Area 4 manager.

**Commission Discussion/Area Updates:** Lisa Nell announced that the Oregon Department of Administrative Services (DAS) requires ODOT staff and all Boards and Commissions that work with ODOT, including Area Commissions on Transportation (ACTs), to complete a training course related to preventing sexual harassment annually. They are also required to complete Security Awareness training every year. It can be taken individually online or in a scheduled group session.

Commissioner Sam Brentano expressed disapproval of this training requirement. He commented that he is unlikely to complete it unless it occurs during an MWACT meeting. Several members concurred with Commissioner Brentano's viewpoint. Chair Ken Woods commented that it seems logical to do as a group. Discussion continued related to the consequences of not taking the training.

It was decided by consensus that a group session would be scheduled during the next MWACT meeting. Commission members requested that the specific requirements and consequences be provided to them.

Dick Anderson, CWACT representative, announced that CWACT members have scheduled a training session for October 17, 2019 at 5:00 p.m. in Albany. MWACT members are welcome to attend that training session.

Councilor Walt Perry suggested that several announcements/reminders of the October training session be provided to MWACT members.

Ms. Nell noted that the training is required to be completed by December 31, 2019.

## **Item 2. 2<sup>nd</sup> Annual Report on ADA Transition**

Lisa Strader, ODOT, reported that nearly a quarter of Oregon's population are people with disabilities. Transportation needs to be accessible by all users. An Americans with Disabilities Act (ADA) lawsuit was filed against ODOT in 2016. A settlement agreement was reached in 2017 with implementation of the terms of the settlement begun in 2018. As part of the agreement, ODOT is required to reach out to local agency partners so ensure that they understand why ODOT was sued, what has been done about it, progress made to date, and how it impacts work that is done along the state highway system.

Ms. Strader provided MWACT members with an overview of ODOT's progress toward implementing their Americans with Disabilities Act (ADA) Transition Plan. ODOT has developed construction standards that are much like federal *Public Rights-of-Way Accessibility Guidelines (PROWAG)*.

Curb ramps continue to be ODOT's primary focus. Production targets focus on the completion of over 8,000 ramps by the end of 2022. The difficulty of standardizing them in cities where the topography interferes was raised. Ms. Strader explained that a design exception process is available, as needed.

## **Item 3. I-5 @Aurora/Donald Project Update**

Anna Henson (ODOT) and Ed Chamberland (DEA) provided an updated presentation related to the **I-5/Aurora Interchange**. The Diverging Diamond Interchange (DDI) design was selected

as the preferred alternative this interchange.<sup>1</sup> A Value Engineering Study (VE) was performed, as federally required for projects costing over \$50 million. The VE resulted in nineteen ideas for saving time and money and minimizing project risk. Phase I design options were developed including cost estimates, realignment of Bents Road, signaling ramp terminals, replacing the I-5 bridges along with options for lengthening and widening the Northbound and Southbound off ramps.

Next steps include design and funding confirmation, updating stakeholders, and proceeding with the Design Acceptance Package and the Interchange Area Management Plan (IAMP).

#### **Item 4. Update on Highway 22W**

Additional presentations included the current status of work on Highway 22. Left-turn movements onto Highway 22 have been restricted at the Highway 22 and Doaks Ferry intersection. A raised median at that location will be an interim improvement. Issues needing further study include bicycle, pedestrian, and ADA issues. Access on the southside of Highway 22 near the Rockin' Rogers/Eola Inn property is another unresolved issue.

#### **Item 5. Update on Hwy 99W/Clow Corner Road Roundabout**

The history, and both the temporary and permanent solutions, for the Highway 99W Roundabout project was provided by ODOT's Valerie Greenway. Safety improvements will be made at the intersection of Orrs Corner Road, a roundabout will be constructed at Clow Corner Road, the multi-use path on the west side will be reconnected along with construction of lighting, signs, and pedestrian crossings.

#### **Item 6. High Priority Projects for MWACT**

MWACT members reviewed their 2016 list of MWACT project priorities and provided suggestions for updating the list to remove completed or deleted projects. They advised staff to revise descriptions for the projects on the list. It was noted that progress has been made since 2016, but the work is not done yet.

Chair Ken Woods, Jr., adjourned the meeting at 5:23 p.m.

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<sup>1</sup> This design was used at the I-5 Fern Valley interchange in Phoenix, Oregon near Medford.

**Draft**      **Summary**      **Draft**

Mid-Willamette Valley Area Commission on Transportation (MWACT)  
Courthouse Square  
Senator Hearing Room  
555 Court St. NE  
Salem, OR 97301  
Thursday, June 6, 2019  
3:30 p.m.

**MWACT Members Present**

Sam Brentano, Marion County Board of Commissioners  
Sonny Chickering, ODOT (Alternate for Lisa Nell)  
Cathy Clark, 2019 Vice Chair, Keizer Mayor  
Kathy Hadley, Polk County Private Sector  
Patrick Johnson, 99W/18/47 Corridor, Newberg (Alternate for Scott Hill)  
Marcia Kelley, Cherriots BOD  
Jim Lewis, Salem City Council  
Lyle Mordhorst, Polk County Board of Commissioners  
Walt Perry, I-5 Corridor, Jefferson City Council  
Della Seney, Hwy. 22E Corridor, Aumsville City Council  
Mitch Teal, Marion County Private Sector  
Ken Woods, Jr., 2019 Chair, Dallas City Council  
Ken Wright, Yamhill County Private Sector

**MWACT Members Absent**

Scott Hill, 99W/18 Corridor, McMinnville Mayor  
Michael Langley, Confederated Tribes of the Grand Ronde  
Lisa Nell, ODOT  
Rick Olson, Yamhill County Board of Commissioners  
Jim Sears, 99E/213 Corridor, Silverton City Council  
Cynthia Thompson, YCTA

**Others Present**

Shelly Alexander, David Evans & Associates  
Dick Anderson, CWACT-Lincoln City  
Ed Chamberland, David Evans & Associates  
Jody Christensen, Governor's Office/Mid-Valley  
Steve Drahota, HDR  
Steve Dickey, SAMTD  
Vidal T. Francis, ODOT  
Dan Fricke, ODOT  
Anna Henson, ODOT Region 2 Area 3  
Mike Jaffe, MWVCOG-SKATS  
Kathy Lincoln, SAMTD Board of Directors

Lori Moore, MWVCOG-SKATS  
Karen Odenthal, MWVCOG-SKATS  
Alvin Shoblom, ODOT  
Evan Sorce, Representing Representative Evans, HD 20  
Benjamin Turner, Representing Representative Evans, HD 20  
Julie Warncke, Salem Public Works

**Agenda Item 1. Call to Order – 3:30 p.m. – Introductions**

Chair Ken Woods, Jr., called the meeting to order at 3:31 p.m. Introductions were made. Marcia Kelley announced that today will be her last MWACT meeting. Chair Ken Woods, Jr., and other MWACT members reminisced about her service on the committee. Ms. Kelley was one of the original members of the 1996 Blue Ribbon panel that discussed the formation of an area-wide, tri-county<sup>1</sup> stakeholder group--MWACT.

**Summary of April 4, 2019:** Referencing page 4, 4<sup>th</sup> paragraph from the bottom of the page, Marion County Commissioner Sam Brentano noted that the word “less” should actually be “more.” The summary of the April 4, 2019, meeting was approved as corrected by consensus of the members present.

**Public Comment:** There were no public comments.

**Comments from the Legislative Delegation:** There were no comments from the legislative delegation.

**OTC Comments:** There were no comments from the OTC.

**Commission Discussion/Area Updates:** Sonny Chickering provided an update related to current transportation legislation under consideration by the Oregon Legislature.

Mitch Teal, Marion County Private Representative, requested that MWACT members receive updated project reports related to projects reviewed and approved by MWACT such as the Doaks Ferry Road project. Dan Fricke described the current work occurring at the Doaks Ferry Road intersection. ODOT and Polk County will be installing a painted median and signing eliminating left-turns from Doaks Ferry Road in July. Design of a structural left-turn restriction on the highway will begin later this

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<sup>1</sup> Marion, Polk, and Yamhill Counties

summer. ODOT and the county are also discussing initiating work to identify a preferred layout and begin design of an interchange at the OR 22/OR 51 intersection.

## **Item 2. Presentation on Center St. Seismic Upgrade**

Steve Drahota, HDR Engineering, provided an overview of the recently completed Center Street Seismic Upgrade Study project. The purpose of the study was to analyze the Center Street Bridge (along with the eastbound ramp from Wallace Road and ramps connecting to northbound and southbound Front Street). A general plan and cost estimate for proposed seismic retrofit improvements was developed. The projected cost of the proposed retrofits and improvements along with inflation is approximately \$100 million. HB 2017 provided \$60 million for the project.

Sonny Chickering, ODOT, informed the group that ODOT is committed to completing this project. Mr. Chickering said that, in addition to the \$60 million available from HB2017, additional funding may come from one or more sources: savings from other projects, funding as part of the FY2021-24 STIP or FY2024-27 STIP, or other federal sources such as federal redistribution funds.

## **Item 3. I-5 @Aurora/Donald Project Update**

Anna Henson, assisted by Ed Chamberland, provided an update on Phase I of the I-5 @ Aurora/Donald project. ODOT staff and a consultant team considered several factors including safety for the design of a new interchange at this location. The group narrowed the possibilities down to two preferred designs:

- ✓ DDI-Diverging Diamond Interchange
- ✓ SPI-Single Point Interchange

The SPI option would look much like the Market Street Interchange. The DDI is like one that was used for an interchange on I-5 near Medford.

There will be an open house on June 12, 2019, for the public to review and comment on the two design options. HB 2017 funded the planning and design elements of the project. However, the funding is only sufficient to construct Phase 1 of the project.

## **Item 4. Annual Report on Construction**

Vidal Francis, ODOT, provided an overview of the following projects being constructed this season in ODOT Region 2, Area 3.

Yamhill County

- OR 18: Ash Road to McDougall Junction

Polk County

- OR 99W: Ash Swale
- OR 22: Culvert Project/Willamina
- OR 99W: Hoffman Road through the city of Monmouth

Kathy Hadley, Polk County Private Sector, commented on the need to ensure enough width during construction for farm vehicles/traffic.

Marion County

- Installation of chevrons and warning signs in rural Marion County is approximately 60-70 percent complete.
- I-5 bridge approach upgrades at several locations in Salem.<sup>2</sup>
- I-5: Woodburn to Salem Paving and Bridges Project-The northbound side will be completed first, then work will begin on the southbound side.

**Item 5. Statewide Transportation Improvement Fund (STIF) Discretionary and Statewide Transit Network Program Solicitation Process and ACT Review**

Dan Fricke reminded the group that they reviewed seven applications for STIF and Transit Network projects during their April and May meetings. They recommended funding six of the seven projects. MWACT staff completed the ACT review form which was included in the agenda packet. The form contains the MWACT reasoning for recommending the six projects, and the reason for not recommending the seventh project at this time.

Due to the July 4 holiday, there will be no July MWACT meeting. The next meeting is scheduled for Thursday, August 1, 2019.

Chair Ken Woods, Jr., adjourned the meeting at 5:22 p.m.

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<sup>2</sup> Silverton Road, Sunnyview Road, Market Street, and State Street overcrossings

## **Agenda Item 3.**

### **Newberg-Dundee Letter to OTC**

**Mid-Willamette Valley Area  
Commission on Transportation  
(MWACT)**

**November 7, 2019**

Draft



## Mid-Willamette Valley Area Commission on Transportation

A local advisory body chartered by the Oregon Transportation Commission

Chair  
Councilor Ken Woods, Jr.  
City of Dallas

Vice Chair  
Mayor Cathy Clark  
City of Keizer

November 7, 2019

Chair Robert Van Brocklin and Commissioners  
Oregon Transportation Commission (OTC)  
355 Capitol Street NE, MS #11  
Salem, OR 97301-3871

Chair Van Brocklin and Commissioners:

The Mid-Willamette Valley Area Commission on Transportation (MWACT) has long considered the Newberg-Dundee Bypass one of its highest priority projects to address the crippling congestion along Highway 99W through Newberg and Dundee. We are grateful for the efforts by the OTC and the Legislature to complete Phase 1 of the bypass in January 2018. Daily traffic on the new bypass is about 13,000 vehicles per day – of which 3,000 are heavy vehicles (trucks and buses) – which have helped reduce traffic congestion on Highway 99 within Newberg and Dundee and begun to rejuvenate both cities' downtown areas. However, the state must build on this success by addressing funding shortfalls for Phase 2 in order to get it ready for construction.

### **Current Status of Phase 2**

ODOT has started the preliminary engineering for the next phase of the bypass, which is northeast of Newberg between OR 219 and the Rex Hill section of OR 99W and referred to as "Phase 2." Below is the current status of Phase 2:

- \$10.5 million in savings from Phase 1 has been used on protective land purchases for a portion of the right-of-way needed for Phase 2. These initial land purchases have been for parcels that are currently vacant. ODOT staff estimate that another \$33 million or more will eventually be needed for all of Phase 2's right-of-way.
- HB 2017 provided \$22 million for the design work of Phase 2. The intent-to-award for the design contract was made in December 2018. Design scope and cost negotiations and ODOT procurement/Department of Justice review is still ongoing. ODOT estimates that the consultant design work will start in late 2019/early 2020 with completion of a design acceptance package (DAP @ 40-60% design) in Summer 2021. It may be possible to construct the next segment of the bypass in phases, and the proposed work order contract with the engineering consultant has been prepared to further develop this strategy.
- A preliminary construction and utilities cost estimate for Phase 2 is at least \$115 million; although, the full cost will depend on the design and whether Phase 2 will need to be developed in sections with independent utility. Nevertheless, construction costs have seen substantial

increases in recent years, and it would not be surprising if the actual construction costs were significantly higher than \$115 million by the time funding is identified.

Notwithstanding the traffic benefits of completing Phase 1, both the OTC and ODOT need to do everything they can to keep the momentum going for Phase 2 and Phase 3 of the bypass. There are multiple funding, land use and economic growth, strategic planning, and traffic-related issues that must be addressed; and the solutions to these issues must be coordinated between OTC, ODOT, and the regional partners. These issues include:

1. Land northeast of Newberg (where Phase 2 alignment is planned) continues to be vulnerable to private development. It is essential that the state find the necessary funds for additional protective right-of-way purchases for Phase 2, from both a strategic and future cost-saving approach. We ask that any remaining cost savings from Phase 1 (as that phase closes out) be applied to this need for right-of-way funds. Other state or federal funds (including a portion of the federal redistribution funds received each year by Oregon, or excess federal funds due to higher than projected federal limitations amount, or bond funds specifically to complete shovel-ready projects) should be used strategically for bypass right-of-way when they become available. We have observed how the OTC has managed to cobble together the necessary resources for other large projects in the state. We are simply asking for the same special focus, consideration, and creativity to be applied to acquiring the remaining funding needed to design and build the complete bypass.
2. On the west end of Dundee (southwest of where Phase 1 ends), Highway 99W is a two-lane road (one lane in each direction) for about 2/3<sup>rd</sup> of a mile. This creates a choke point on Highway 99W, especially with the extra traffic coming to/from the Phase 1 bypass; and it won't be solved until Phase 3 of the bypass (between Dundee and Dayton) is constructed.
3. In north Marion County, traffic has increased 9 percent on OR219 and McKay Road which is a rural road that connects I-5 (at the Aurora-Donald interchange) to OR219 and the city of Newberg. Although it's difficult to be certain, it makes sense that a large portion of this increase on OR219/McKay is directly related to the completion of Phase 1, which now provides a faster route to I-5 but at a cost of increased traffic on McKay Road. Concurrently, there has also been an increase in traffic accidents on McKay Road including nearly 10 fatalities between the summers of 2018 and 2019.
4. Job growth in Yamhill County has seen a 23 percent gain -- the highest in the state -- with the manufacturing sector adding nearly 1,300 jobs from 2001-2018. Yamhill County has the second largest concentration of manufacturing jobs among Oregon's 36 counties. This large, diverse manufacturing base requires the necessary transportation infrastructure for it to function, grow, and meet the tourism requirements of its wine industry. We cannot wait another decade to complete this project, or it will hinder the economic potential of the region.
5. We believe that the OTC needs to direct ODOT staff to apply for any federal funding that may be available for Phase 2 (and potentially Phase 3) of the bypass. At a minimum, we request that OTC direct ODOT staff to work with its regional partners on a strategic approach and schedule for preparing and submitting funding applications, including whether this should be for the next round of BUILD or INFRA grants in 2020 and/or when design for Phase 2 is completed in 2021.

Since three of the commissioners on the OTC were appointed in 2018 or later, you may not be familiar with a January 2017 OTC report titled "***A Strategic Investment in Transportation.***" That report identifies the OR 99W and 18 corridors among the short-list of Priority Corridors in Oregon

that form the backbone of the state highway system. This report also recommends that investments to reduce congestion focus on developing and building projects that can leverage federal funding opportunities. We remind the OTC that the federal FAST Act<sup>1</sup> of 2015 officially established the 99W Newberg-Dundee Bypass Route between Newberg Oregon and Dayton Oregon as a High Priority Corridor. This designation should make it a preferential project for most federal competitive funding programs. The opportunities to apply for federal funds should not be overlooked, since every federal dollar received reduces the amount of state funding needed.

In conclusion, in 2018 the Oregon Legislature passed HB 4059 which officially re-designated Phase 2 of the bypass to get it to “shovel-ready preparation.” Progress on the readiness of shovel-ready projects is a biennial reporting requirement of the OTC to the Joint Committee on Transportation as they determine the stepped 2-cent increases in statewide fuel taxes.

### **Summary and Request**

Given the project’s designation as a Priority Corridor in OTC’s Strategic Investment report, its federal designation as a High Priority Corridor, and its state designation as a “shovel-ready preparation” project, MWACT requests that the Oregon Transportation Commission:

1. Use its discretion in funding to assign additional state and/or federal funds (including any additional cost savings from Phase 1) and amend the STIP to make those funds available for additional strategic protective right-of-way purchases for Phase 2;
2. Direct ODOT staff to prepare federal grant applications when federal funding programs (such as BUILD or INFRA) have funds that become available and for the OTC to support those applications when they are submitted;
3. Continue to make completion of the entire bypass a high priority in the next update of the Oregon Transportation Plan and Oregon Highway Plan.

Thank you for your consideration of these requests.

Sincerely,

Ken Woods, Jr., Chair  
MWACT

KW:lm

cc: John Huestis, ODOT Area 3 Manager  
Sonny Chickering, ODOT Region 2 Manager

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<sup>1</sup> “CONFERENCE REPORT FAST ACT-OREGON.pdf, December 2015, prepared by the Committee on Transportation and Infrastructure Democratic Staff (see page 3 of document)  
[https://defazio.house.gov/sites/defazio.house.gov/files/wysiwyg\\_uploaded/CONFERENCE%20REPORT%20FAST%20ACT-OREGON.pdf](https://defazio.house.gov/sites/defazio.house.gov/files/wysiwyg_uploaded/CONFERENCE%20REPORT%20FAST%20ACT-OREGON.pdf)

## **Agenda Item 4.**

### **Biennial Report to OTC**

**Mid-Willamette Valley Area  
Commission on Transportation  
(MWACT)**

**November 7, 2019**



# Oregon

Kate Brown, Governor

## Oregon Transportation Commission

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

**DATE:** November 7, 2019

**TO:** Oregon Transportation Commission

**FROM:** Kristopher W. Strickler  
Deputy Director

**SUBJECT:** **Agenda** – Participate in a panel discussion with members of the Mid-Willamette Valley Area Commission on Transportation (MWACT) and approve biennial report

**Requested Action:**

Participate in a panel discussion with members of the Mid-Willamette Valley Area Commission on Transportation (MWACT) and approve its biennial report.

**Background:**

The Oregon Transportation Commission periodically invites MWACT members for discussions of the transportation priorities of the Mid-Willamette area. These discussions allow for greater understanding by the commission, and also allow the MWACT membership to discuss local issues and how they affect the economy and safety of the citizens they represent.

The attached operating guidelines outlines how the MWACT meets the OTC's "[Policy on the Formation and Operation of Area Commissions on Transportation \(ACTs\)](#)" and the [Highway Division directive](#) that implements the policy.

**Discussion Topics:**

In preparation for this meeting, the commission has previously posed the following questions for Area Commission on Transportation members to consider as part of the discussion.

1. What are the transportation-related issue areas most important to your communities?
2. What are your commission's most pressing needs?
3. How can the Oregon Transportation Commission best assist you to meet these community and area commission needs?

**Copies to:**

Jerri Bohard

Cooper Brown

John Maher

Travis Brouwer

Sonny Chickering

Lisa Nell

Tom Fuller

John Huetis

Bob Gebhardt

MacLynde



# Mid-Willamette Valley Area Commission on Transportation

A local advisory body chartered by the Oregon Transportation Commission

Chair  
Councilor Ken Woods, Jr.  
City of Dallas

Vice Chair  
Mayor Cathy Clark  
City of Keizer

November 7, 2019

Chair Robert Van Brocklin and Commissioners  
Oregon Transportation Commission (OTC)  
355 Capitol Street NE, MS #11  
Salem, OR 97301-3871

Chair Van Brocklin and Commissioners:

Over the years, the communities that comprise the Mid-Willamette ACT have supported each other in completing critical transportation projects. This has been demonstrated in the past by our mutual support of high-priority projects including the OR22 interchange for Stayton/Sublimity (completed in 2013) and the Interstate-5 Woodburn interchange (completed in 2015). These major projects might have been delayed years if MWACT members had not decided that it was in the region's best interest to work together to see projects completed rather than be developed piece-meal.

Many of the representatives on MWACT have been on the ACT for 10 years or more, some since its earliest days, so we know the importance of regional support. We also understand the fiscal challenges facing the state to allocate funds to maintain the state system while also constructing modernization projects to address safety, congestion, and economic development issues. The simple truth is that Oregon must find ways to both maintain the state system and complete strategically important modernization projects. This is particularly true for projects in the growing Willamette Valley region where we have several modernization projects on state highways that are either partially completed or have been identified as critical projects for many years.

The following four projects within the MWACT area are either currently in some stage of development but still far from completion or have been identified as a high-priority project in the MWACT area for many years. (*The projects below are not listed in priority order*).

- 1. The Newberg-Dundee Bypass (Yamhill County).** Phase 1 of the bypass (a 4-mile section, 1 lane in each direction) was completed in 2018. The full bypass is an 11-mile, four-travel lane expressway. As detailed in a separate letter to the OTC, MWACT requests that the OTC and ODOT focus on completing Phase 2 of the bypass.
- 2. I-5 Aurora-Donald Interchange (Marion County).** The deficiencies of this interchange were documented in the I-5 Conditions Report in 2000 (19 years ago). ODOT characterized this location as the worst unsignalized interchange on I-5, both geometrically and operationally. Site distance, ramp lengths, facility spacing, access spacing, and overall operating capacity are all substandard. Because there are several trucking service businesses in the vicinity of this interchange, it is a major stopping point for hundreds of long-distance freight vehicles every day. The Legislature provided \$25 million for Phase 1 of an interchange improvement project. ODOT staff have determined that a diverging-diamond interchange is the best solution for replacing and upgrading the interchange;

however, the total cost is estimated to be approximately \$68 million. The Phase 1 project is scheduled to begin construction in 2021.

- 2. OR22 @ OR51 (Polk County).** The area where these two state highways meet has been a safety and operational concern for many years. OR22 is designated as a statewide expressway and freight route. Until recently, it was one of Oregon's designated safety corridors with a troubling history of crashes. Posted speeds are 55 miles per hour along the corridor (although, actual speeds are higher); and there are a large number of public and private access points along Hwy 22. Traffic volumes on OR22 (east of OR51) have increased from 29,000 (2000) to 36,700 (2018) which is a 1.3 percent annual growth rate.

The OR22(W) Expressway Management Plan (2010) identified the OR22 @ OR51 Intersection as a top-10 SPIS location with both safety and operational deficiencies. The plan recommends a grade-separated interchange at OR22 @ OR51 combined with frontage/backage roads for the north and south sides of OR22, as well as a center median barrier on OR22 and extensive closed accesses. In 2019, ODOT restarted the project development scoping for the area; although, there is only about \$7,000,000 available, which is a small fraction of the overall cost of the proposed interchange and connecting roads.

- 3. OR18 Grand Ronde (Polk County)** - OR18 is a statewide expressway and freight route, a lifeline route, and a primary coastal feeder route that experiences significant congestion in the summer months along with numerous safety problems, inadequate bicycle facilities, and a lack of pedestrian facilities. Phase 1 of this project was completed in 2010 when a segment of OR18/22 was widened from two to four lanes, and the Fort Hill Interchange was constructed.

Phase 2 (currently only partially funded for design) will extend the four-lane section from Fort Hill past the Valley Junction (OR22) intersection and west to Grand Ronde. This project will include addressing the capacity/safety issues associated with the existing intersection at Valley Junction (OR22). Two bridges over South Yamhill River will also be replaced and widened. Median barrier improvements will be installed to prevent crossover accidents in multiple locations. While area residents will enjoy a better operating and safer transportation system, when constructed, this project will ultimately benefit mostly statewide and regional travelers by providing a safer and more reliable travel experience for freight and passenger vehicles, as well as for bicyclists and pedestrians traveling to or through this segment of the OR18 corridor.

The above four projects are the MWACT's members highest priorities, but there are other projects of regional and statewide significant that are important to the communities within the MWACT area:

- OR22 @ Cordon Road interchange (Marion County)** – Cordon Road is a principal arterial in the SKATS MPO Regional Transportation System Plan. Cordon Road forms part of the circumferential system around the south and east sides of the Salem-Keizer urban growth boundary. This area of Salem has seen tremendous industrial development, particularly on former state-owned land (now the Mill Creek Corporate Center). Most recently, in 2019 Amazon built a 1 million square foot distribution/fulfillment center at Mill Creek.

Cordon Road crosses over OR22 but has no connection to the state highway. In 2012 -- as part of the ODOT's planning for the OR22 Facility Plan -- the city of Salem, ODOT, and Marion County undertook a separate study to determine the needs and benefits of a new interchange at OR22 and Cordon Road. The results showed an interchange would improve connectivity in the area, support economic development, improve safety, and improve detour routes for I-5 and OR 22, among other benefits. This recommended improvement has been incorporated into ODOT's OR 22/25<sup>th</sup> Street to Gaffin Road Facility Plan, adopted by the OTC in 2018.

- **I-5 @ Brooklake Road Interchange (Marion County)** - This interchange needs a reconfiguration of its ramps in addition to parts of Brooklake Road to accommodate increasing traffic volume using the interchange. The area in the vicinity of the interchange includes a large food processing facility, May Trucking, and a large truck stop. Expansion of these businesses will be difficult due to the limitations of the interchange. Although outside the Keizer city limits, due to its proximity, the interchange also serves trips to/from the city of Keizer, especially commuters who live in Keizer and work in the Portland area. ODOT is preparing to begin the process of developing an Interchange Management Area Plan (IAMP) for I-5 @ Brooklake, which is expected to be finished in 2021.
- **Enhancing Service for Public Transit – (in Marion/Polk/Yamhill Counties)** – Revenue to transit agencies increased as a result of the 2017 Legislature passing HB2017 and the Statewide Transportation Improvement Fund (STIF). The additional revenue has allowed **Cherriots** (Salem-Keizer Transit) to offer more hours of service during the weekdays and new service on Saturdays and Sundays, as well as additional service to other parts of Marion and Polk Counties. However, administrators at Cherriots still were required to choose which of the unmet needs in their service area would remain unserved and are concerned regarding the forecast that the added revenue is not expected to keep up with future needs and costs to maintain the service added as a result of the STIF funding. Cherriots administrators are asking that additional revenue options be pursued in order to meet the public transportation needs in the region in a sustainable manner.

**Yamhill County Transit Area** provides intercity routes on four corridors, local fixed routes within McMinnville and Newberg (weekdays only), and ADA Paratransit and General Public Dial-a-Ride (curb-to-curb service, primarily serving McMinnville and Newberg). YCTA completed a new Transit Development Plan in 2018. YCTA’s long-term transit vision calls for additional weekend service and both earlier and later hours for weekday service, as well as higher frequency on all of its routes, particularly on OR 99W. Some of these service improvements can be made with the anticipated STIF funds in 2020, but additional revenues will be needed to implement other desired enhancements of the system (these include expanding Saturday service to all routes, adding Sunday service (currently limited to 2 regional routes), and additional service hours and frequency during the weekdays).

We would like to thank the Commission for the opportunity to share our views on these high priority projects.

Sincerely,

Ken Woods  
Chair, MWACT

KW:lm

cc: Kris Strickler, ODOT  
Sonny Chickering, ODOT  
John Huestis, ODOT

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**BIENNIAL REPORT OF THE  
MID-WILLAMETTE VALLEY AREA COMMISSION ON TRANSPORTATION  
(MWACT)  
October 2019**

The Mid-Willamette Valley Area Commission on Transportation (MWACT) was created in early 1997 as the result of recommendations from the "Mid-Willamette Valley Blue Ribbon Committee on the Formation of an Area Stakeholder Group." The Oregon Transportation Commission (OTC) adopted a provisional charter for MWACT in February 1997, and the first meeting was held in April 1997. The OTC adopted MWACT's final charter in October 1997. MWACT was the first area commission chartered by the OTC.

MWACT's mission is described in the charter as follows:

- To provide a forum for the discussion and coordination of long-range transportation issues affecting the area's livability.
- To prioritize state transportation infrastructure and capital investments through the development of an implementation strategy based on transportation plans related to the Mid-Willamette Valley area.
- To advocate Mid-Willamette Area transportation issues to neighboring regions and other outside organizations.
- To advise the Oregon Transportation Commission on state and regional policies affecting the Area's transportation system.

MWACT adopted its first Operating Agreement in August 1997. The Agreement has been amended several times over the years to respond to the evolving needs of the Commission. The Operating Agreement is in full compliance with the OTC's "Policy on the Formation and Operation of Area Commissions on Transportation (ACTs)."

The structure and operation of MWACT are described in the information below.

### **ACT Boundaries**

MWACT's boundary includes Marion, Polk, and Yamhill Counties. These three counties, and the cities and transportation stakeholders contained therein, face many similar transportation issues. Among these issues are regional travel to and through the area (including congestion on major highways), transportation and traffic safety, and provision of alternate modes of transportation. The MWACT boundary contains an area of common interest, and there is no desire to change it at this time.

### **MWACT Membership**

The amended MWACT Charter identifies the voting membership as follows:

- Salem-Keizer MPO (SKATS) Members  
Polk County (elected official)

- Marion County (elected official)
- City of Salem (elected official)
- City of Keizer (elected official)
- Salem Area Mass Transit District (elected official)
- ODOT Area Manager (non-elected)
- Yamhill County Transit Area (appointed)
- Other Cities by transportation corridor<sup>1</sup> (elected officials)
  - Hwy. 99W/18/47 (Yamhill County)
  - I-5 Corridor (Marion County)
  - Hwy. 22W/99W/51 (Polk County)
  - Hwy. 22E (Marion County)
  - Hwy. 99E/213 (Marion County)
- Yamhill County (elected official)
- Confederated Tribes of the Grand Ronde (elected official)
- Private sector - one selected by each County Commission<sup>2</sup>

70.5 percent (12 of 17) of MWACT’s voting members are elected officials.

MWACT’s membership also includes ex-officio (non-voting) members. The ex-officio membership includes representatives of adjacent area commissions (Cascades West ACT and Northwest Oregon ACT), the Metro Joint Policy Advisory Committee on Transportation, and state legislators representing Marion, Polk, and Yamhill Counties.

MWACT believes its membership is broadly representative of the transportation interests in the three-county area. In addition to local elected officials, the membership includes representatives of alternate modes, tribal governments, local business, and real estate. Although not specifically listed as ex-officio members, representatives of all of the groups identified in the OTCs Policy on Formation and Operations of ACTs (Section IV.B.) receive notice of, and agendas for, all MWACT meetings and are encouraged to attend.

### **Coordination with Adjacent ACTs and the Legislative Delegation**

Adjacent ACTs and the three-county legislative delegation are ex-officio members of MWACT and receive meeting notices and agendas, and are invited to attend the Commission's meetings. MWACT has invited representatives of Cascades West ACT, Northwest ACT, and the Region 1 ACT to meet with the Commission and share information of mutual interest. Designated MWACT members periodically attend NWACT and CWACT meetings.

Members of the local legislative delegation occasionally attend MWACT meetings.

MWACT members developed and distributed an informational and educational brochure, which has been distributed to the OTC and others.

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<sup>1</sup> The Charter specifies the cities in each corridor. The cities in the corridor are responsible for selecting their representative.

<sup>2</sup> County Commissions select private sector representatives through a public solicitation process.

## **Work Program**

Attempts to prepare a six-month work program have been hampered by changing STIP development schedules and the current fiscal climate. The Commission works with staff to develop meaningful agendas based on current circumstances. The Commission has adopted an “every other month” meeting schedule unless more frequent meetings are dictated by the work load.

## **Public Involvement/Meeting Notice**

Notice of MWACT meetings and meeting agendas are provided to an extensive list of organizations, elected and appointed officials, and interested individuals. The following describes in more detail how notice is provided.

*Meeting Notice* - ODOT Region 2 Public Affairs staff send a press release to all media outlets in the area approximately 7-10 days prior to the regular meeting (which is always held on the first Thursday of the month at 3:30 p.m.). At this time, the agenda is also posted on the ODOT - MWACT web site. The agenda always includes time for public comment, as well as opportunities for members of the legislative delegation or the OTC to provide comments, if present.

*Meeting Materials* - the agenda package is mailed to Commission members, ex-officio members, and others requesting the full package approximately one week prior to the meeting. The agenda only is sent at the same time to individuals and organizations requesting it.

*Meeting Location* - Regular meetings are held in the offices of the Mid-Willamette Valley Council of Governments, 100 High Street SE, Salem, OR. This building is ADA accessible. In the event that this room is not available, MWACT will meet at another appropriate location – timely notice of change in location of an MWACT meeting will be provided to all interested parties.

*Meeting Summary* - Meeting summaries are prepared for each meeting. After the summaries are approved by the Commission (at the next meeting), they are posted to the ODOT - MWACT web site.

## **Operational Structure**

The work of MWACT and the Commission staff is guided by a Steering Committee that consists of the Chair, Vice Chair, ODOT Representative, the immediate past MWACT chair, and one or more Commission members selected by the membership. The Steering Committee has been empowered by the full Commission to make decisions on the Commission's behalf if such decision is required before MWACT's next regular meeting.

## Technical Assistance

MWACT receives technical assistance and information from several sources. Primary sources of technical information include ODOT, as directed by the Area 3 Manager, and the Mid-Willamette Valley Council of Governments. MWACT has utilized a Technical Advisory Committee, made up of staff from ODOT, jurisdictions, and other stakeholders in the three-county area, to assist in the past, and will do so again, as needed.

## Key Work Efforts Addressed by MWACT Since 2017

MWACT members held a new member orientation session to familiarize several new members with the purpose and history of cooperative regional transportation planning in the Marion, Polk, and Yamhill Counties.

Work efforts and issues reviewed by MWACT members since 2017 include:

- Prioritize Enhance Non-Highway Fund Project Applications in the MWACT region
- STIP Update - FY 21-FY 24 STIP including Region 2's Fix-it Prioritization Process
- Review/Updates on Legislative Actions Related to Transportation Funding (HB 2017)
- Review progress/status of projects and area issues:
  - ◆ Salem-Keizer Regional Transportation Systems Plan and Air Quality Conformity Determination Update (RTSP/AQCD)
  - ◆ Oregon Greenhouse Gas Rules
  - ◆ OR 22 25<sup>th</sup> Street to Gaffin Road Facility Plan (southeast Salem/Marion County)
  - ◆ OR 22 Safety Project and Doaks Ferry Road Intersection (west Salem/Polk County)
  - ◆ I-5/Aurora-Donald Interchange (HB 2017 project)
  - ◆ I-5 BUILD Application for I-5 through south Salem
  - ◆ I-5 Woodburn-Salem Work Zone Safety Pilot Project
  - ◆ OR 99W/Orrs Corner Road - Clow Corner Road Project
  - ◆ OR 551 @ Ehlen Road project
  - ◆ OR 18 Spur/S. Yamhill River Bridge project
  - ◆ OR 22/Center Street Bridge Seismic Retrofit project
  - ◆ Newberg-Dundee Bypass Phase 2
  - ◆ Review of Salem-Keizer Transit and CARTS Operations
  - ◆ Salem River Crossing Project
  - ◆ ODOT's Modern Roundabouts
  - ◆ Intermodal Facility Proposal at Brooks/Hopmere
  - ◆ ODOT Speed Setting Process
- Reviewed and provided input related to:
  - ◆ Federal Lands Access Program Capitol (FLAP) Projects
  - ◆ Safety Data Collection and Analysis
  - ◆ Highway 22 Safety Corridors
  - ◆ STIF Discretionary and Statewide Transit Network Solicitation Process
- Received reports related to:
  - ◆ Value Pricing Feasibility Analysis
  - ◆ Construction Season Previews and Post Season Reports

- ◆ MWACT Enhance Funding and Unmet Needs
- ◆ ODOT Strategic Business Plan
- ◆ ODOT Public Transportation Plan
- ◆ ODOT Transportation Safety Plan
- ◆ All Roads Transportation Safety Program
- ◆ Oregon Bicycle & Pedestrian Plan/Active Transportation Issues
- ◆ Oregon Freight Plan Update
- ◆ Oregon Public Transportation Plan
- ◆ ADA Transition Plan
- Meet with the OTC

### **Commission Staffing**

Beginning in August 2003, staff support for MWACT is provided by the Mid-Willamette Valley Council of Governments (MWVCOG) with the assistance of ODOT Region 2.

### **Decision-making Process**

MWACT uses a consensus-based decision-making process. The MWACT Operating Agreement describes this process as follows:

*MWACT will use a consensus decision-making process and will foster a collaborative approach to problem solving. Consensus means that all members agree to support the decision. Members may choose not to block the consensus even though they do not fully agree with the decision. They may need to register their view about it, but are willing to support the decision because they trust the wisdom of the group on the issue.*

The Operating Agreement also provides for a voting procedure if consensus cannot be reached. The intent is to use the voting procedure infrequently in an effort to foster collaboration between the members. The voting procedure has not been used to date.

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