

PROJECT CHARTER

December 4, 2024

Project# 27003.038

To: Sandra Hikari, Oregon Department of Transportation (ODOT)
Doug Decker, Oregon Solutions

From: Nick Gross, Cameron Bennett, and Hermanus Steyn, Kittelson and Associates

RE: Mt. Hood Rest Area Relocation – Project Charter

Introduction

For any collaborative process to proceed smoothly it is helpful for those involved to agree at the outset on the purpose of the partnership and on the procedures and principles by which the group understands it will conduct its interactions and decision making. This Charter:

- Outlines the expectations and key success factors for the *Project Planning* phase of the Mt. Hood Rest Area Relocation project (Project);
- Identifies desired outcomes, project benefits, and potential risks;
- Defines roles & responsibilities;
- Sets communication protocols;
- Acknowledges other procedures and operations unique to the project; and,
- Includes rosters for the project teams.

Defining Project Success

PROJECT PURPOSE AND NEEDS

The *Project Planning* phase will draft and refine a general purpose for the project and identify the project needs to help in the development of concept plans and potential project sites. The project's purpose and needs will be informed through coordination with partner agencies and public input. A draft Purpose and Need Statement to be used in the National Environmental Policy Act (NEPA) process—which will occur in subsequent planning and design phases—will be produced at the end of the *Project Planning* phase.

PROJECT SCOPE

The scope of the Mt. Hood Rest Area Relocation Project is made up of six (6) phases with an anticipated completion date of 2029. The Project is currently in the *Project Planning* phase. A timeline graphic with project phases is shown in Figure 1. It should be noted that the project schedule is contingent on funding availability and other unknowns (e.g. regulatory delays, challenges arising during site survey, supply chain or labor shortages).

Figure 1: Project Timeline Graphic



Included in *Project Planning* Phase Scope

The following activities are included in the scope of the current *Project Planning* phase of the project:

- Develop Draft Purpose and Need Statement
- Develop Project Charter
- Develop Public Involvement Plan
- Identify potential project sites
- Perform public involvement activities

The following activities were originally included in the *Reconnaissance and Concept Design* phase but will be advanced as part of the *Project Planning* phase.

- Analyze potential project sites for capacity and function
 - It is recognized that additional analysis is likely to be required as part of the future *Reconnaissance and Concept Design* and *Preliminary and Intermediate Design* phases.
- Summarize findings in Reconnaissance Report
- Select Preferred Project Site
- Develop conceptual design for Preferred Project Site

Not Included in *Project Planning* Phase Scope

The following activities are not included in the scope of the current *Project Planning* phase of the project and were addressed in previous phases:

- Establishment of a Declaration of Cooperation among project partners
- Identification of funding for the current *Project Planning* phase of the project
- Development of an overall project plan

The following activities are not included in the scope of the current *Project Planning* phase of the project and will be addressed in future phases:

- Identification of design and construction funding
- Detailed field and topographic survey
- Geotechnical and HAZMAT explorations
- Completion of NEPA and other environmental requirements
- Preparation of a final design for the selected rest area site
- Development of bid documents
- Construction of the project

PROJECT BUDGET

The following estimates for the project budget were developed during the *Project Preparation* phase preceding the current *Project Planning* phase. These estimates are subject to change due to changes in project scope, inflation, and other unknowns.

Project Phase	Anticipated Budget
Project Planning	\$150k-\$188k
Reconnaissance and Concept Design	\$565k-\$990k
Preliminary and Intermediate Design	\$1.1M-\$1.6M
Final Design	\$950k-\$1.9M
Construction	To be determined

The project was approved for a Federal Lands Access Program (FLAP) planning grant of \$715,000 for a first phase of planning.

PROJECT PLANNING PHASE SCHEDULE

The following weekly schedule has been developed for the *Project Planning* phase. The schedule is designed to be fluid and is likely to change throughout the duration of the project.

SCHEDULE LEGEND

- CONSULTANT LED
- AGENCY REVIEW
- MEETINGS
- HOLIDAY/SPRING BREAK WEEK

Mt. Hood Rest Area Relocation		Sep-24			Oct-24			Nov-24			Dec-24			Jan-25			Feb-25			Mar-25			Apr-25			May-25			Jun-25															
		Monday date	16	23	30	7	14	21	28	4	11	18	25	2	9	16	23	30	6	13	20	27	3	10	17	24	3	10	17	24	31	7	14	21	28	5	12	19	26	9	16	23	30	
Week #		3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43		
Task 1	Project Management																																											
1.2	Project Schedule																																											
1.3	Progress Reports																																											
1.5	Quality Assurance ("QA")/Quality Control ("QC")																																											
1.6	PMT Meetings																																											
1.7	Project Kick-off Meeting																																											
Task 2	Design Coordination																																											
2.1	Steering Committee Meetings																																											
2.2	Opportunity Site Workshops																																											
Task 3	Purpose and Need																																											
3.1	Purpose and Need																																											
Task 4	Project Charter																																											
4.1	Project Charter																																											
Task 5	Public Involvement																																											
5.1	Public Involvement Plan																																											
5.2	Interested Parties Email List																																											
5.3	Communication Graphics																																											
5.4	Project Fact Sheets																																											
5.5	Online Open House																																											
5.6	Small Group Briefings, One-on-One Briefings, and Interest Parties Interview Plan																																											
5.7	Title VI Report																																											
5.8	"Drop-in" Outreach Event																																											
Task 6	Site Criteria & Preliminary Site Screening																																											
6.1	Site Criteria & Preliminary Site Screening																																											
6.2	Preliminary Cultural Review & Site Screening																																											
6.3	Preliminary Environmental (HazMat) & Site Screening																																											
6.4	Preliminary Natural Resource Review & Site Screening																																											
6.5	Potential Opportunity Sites																																											
Task 7	Most Promising Site Alternatives																																											
7.1	Most Promising Site Alternatives & Site Recommendations																																											
7.2	Recommended Site Alternative & Conceptual Site Layout																																											
Task 8	Executive Summary																																											
8.1	Mt Hood Rest Area Relocation Executive Summary																																											

Operating Framework

DESIRED OUTCOMES

The status quo at the current Mt. Hood Rest Area is not acceptable, and the need to address the challenges described in the Project Benefits is immediate. This project represents a critical opportunity to improve safety and service for a vital travel corridor, addressing long-standing operational impacts and challenges, and enabling future development in the Government Camp area. The following desired outcomes will serve as guiding principles in the decision-making process and development of recommendations. This list was informed by the outcomes of the *Project Preparation* phase and input received from the Steering Committee during the project kickoff meeting.

- The new rest area will provide circulation and parking accessible to passenger and freight vehicles.
- The new rest area will provide Americans with Disability Act (ADA) compliant parking and facilities.
- Lighting will be provided, enabling the use of the facility in all weather and lighting conditions.
- Environmental and cultural impacts from the site's footprint will be minimized.
- The project will provide for long-term sustainable operations and maintenance.
- The project will be designed with input from the community, government agencies, and other interested parties to ensure alignment with the other stated goals.

PROJECT BENEFITS

The following benefits of successful project completion have been identified.

- **Improve Safety** The lack of sufficient site circulation and parking capacity leads to vehicular queuing that extends into the highway right-of-way, contributing to a documented history of crashes at the intersection of US 26 and Government Camp Loop. Additional congestion is noted during winter peak use, exacerbated by the shared parking with the Summit Pass Ski Area. These operational challenges pose risks to public safety, especially during inclement weather. The safe design and operation of the new facility will be the top priority.
- **Improve Functionality:** The existing parking lot is shared with the Summit Pass Ski Area resulting in a variety of activities and user types that extend beyond the intended use of the rest area as identified by the Federal Highway Administration (FHWA). The new rest area will better provide for this intended use by maintaining a focus on promoting safer drivers and providing an adequate place for rest and relaxation.
- **Increase Traffic Capacity:** During winter use, parking demand has been documented to far exceed the 20 spaces designated for 15-minute parking today. The new rest area will include additional capacity to accommodate this demand.
- **Include Freight Access:** The existing rest area is located on US 26, which is designated as a statewide freight route. The existing facility provides no accommodation for freight vehicles. The existing parking lot does not include any spaces that are sized for larger vehicles and the drive aisles are too narrow to accommodate heavy truck maneuverability. The new site will provide space for freight vehicle parking and circulation.
- **Modernize the Rest Area Facility:** The existing facility, established in the 1950s, no longer meets the demands of its 600,000 annual users. Use has grown exponentially over time and is anticipated to continue to increase in the future. The new rest area will feature modernized facilities, improving user experience and maintenance and operation activities.
- **Reduce Environmental Impacts:** Limited parking and limited access to restrooms results in US 26 users using non-designated areas to conduct rest area activities, including the Warm Springs Reservation and Mt. Hood National Forest, as reported through initial public involvement discussions. The completion of this project would be likely to reduce these environmental impacts.
- **Improve the Availability of Public Services:** The existing rest area does not meet the recommended intervals of 50 miles for average rest area spacing¹. There are no other rest areas recognized by Oregon Department of Transportation (ODOT) along US 26 between the City of Portland and the City of Madras. This project will provide a key amenity for the traveling public in this geographic area.
- **Enable Local Development:** Moving the rest area is a keystone action that will enable other projects that benefit the Government Camp community and Oregon, including the construction of an aerial gondola connecting Timberline and Government Camp. Solutions developed through this project will add value for the Government Camp community.

¹ <https://onlinepubs.trb.org/Onlinepubs/trr/1981/822/822-001.pdf>

PROJECT RISKS

- **Interested Party Support:** In general, a robust engagement effort is required, or the project could suffer from a lack of support from interested parties. Many interested parties have been involved in this project for many years and expect progress to follow schedules defined in early project phases.
- **Decision Maker Agreement:** In order to proceed from this *Project Planning* phase, the decision-making agencies will need to establish and maintain consensus on the location and central goals of the relocated rest area. A broad coalition of interested parties is being convened as a part of this *Project Planning* phase, with the risk that agreement may not be readily found.
- **Limited Viable Locations for Rest Area Relocation:** It is possible that the outcome of technical analysis and interested party outreach results in few viable locations for the rest area.
- **Impacts to Cultural, Natural, and Recreational Resources:** The Mt. Hood area is highly valued for a wide variety of uses and assets. Redevelopment in the area will have definite impacts on cultural, natural, and recreational resources. Site selection should minimize these impacts through careful consideration, analysis, and clear identification of tradeoffs.
- **Impacts to Tribal Groups:** The Confederated Tribes of Warm Springs, The Confederated Tribes and Bands of the Yakima Nation, The Confederated Tribes of Grand Ronde, and The Confederated Tribes of Siletz Indians—among other Tribal groups—have vested interest in this place and have experienced acute impacts due to the project needs, particularly through dispersed restroom use on Tribal lands resulting from inadequate existing rest area facilities. Tribal groups’ support and understanding will help ensure project success. Specific communication protocol and relationships exist with these groups through ODOT and the USFS.
- **Contingent Projects:** Other improvements to the Government Camp community are contingent on the success of this project, including the construction of an aerial gondola connecting Timberline and Government Camp. Delays to this schedule of this project have the potential for compounding impact on other development activities. Active and pre-emptive communication with those interested parties will be necessary to relay expected project timelines and outcomes.
- **Establishment of New Recreation Destination:** The Mt. Hood National Forest is in high demand from recreational users. Any parking area on the mountain should be expected to see recreational use, especially in the winter. Mitigation efforts will be necessary if this is not a desired outcome.
- **Risks Associated with Future Project Phases:** These risks should be considered during the completion of the current *Project Planning* phase to ensure the continued success of the project:
 - **Right of Way Provision:** This delivery of this project will require multi-agency coordination to secure space and permissions for development. Establishment of easements, memorandums of agreement, and/or personal property acquisition may be required.
 - **Utility Relocation:** Significant infrastructure will need to be relocated or constructed due to project impacts. Many of the needed changes cannot be completed until an easement has been established or a right of way has been acquired, potentially impacting the start of construction.
 - **Contaminated Fill:** Much of the excavated material may not be readily processed as clean fill and will need to be properly disposed of, likely at a licensed facility.
 - **Disruptions to Existing Use:** The area around Government Camp experiences high demand from recreational users and the traveling public. Disruptions to the operations of the highway, the existing rest area, or any destinations in the project area are likely to have negative impacts on existing users. Clear communication with interested parties and work site traffic management plans will be imperative to minimize disruptions.

Project Roles and Responsibilities

The Project Charter serves to clearly define the roles and responsibilities for this complex, multi-agency project. Doing so is essential for ensuring a successful collaborative planning process. This section contains a summary of agency roles and responsibilities and an outline of the decision-making and materials review processes.

AGENCY ROLES AND RESPONSIBILITIES

At the outset of the planning preparation for this project in 2022, several key agency partners committed to roles that will be carried throughout the multi-year planning, design, and construction process. The agencies and their roles are summarized below.

Oregon Department of Transportation (ODOT)

ODOT has committed to be convener of this multi-agency group, to support the transportation data and information needs of the planning process, and to help pursue additional funding in collaboration with project partners. ODOT will not be responsible for eventual rest area operations and maintenance.

Oregon Travel Information Council (OTIC)

OTIC is the eventual responsible party to run the relocated rest area. By statute, the agency is responsible for the operation and maintenance of Oregon's rest areas. It does not have the capacity or expertise to develop new rest areas but has expertise on the needs of the commercial and motoring public and operation of rest areas. It will be a key player through the planning process. OTIC does not yet have the capacity to run a relocated rest area; other project partners and the project planning process will be valuable in helping OTIC make the case for securing these resources.

U.S. Forest Service / Mt. Hood National Forest (USFS / MHNF)

The MHNF commits to working with the project teams and the public to consider alternative rest area locations, and to bring capacity and expertise to the planning process, including working with Western Federal Lands Highway Division on all NEPA requirements.

Western Federal Lands Highway Division (WFLHD)

WFLHD will provide a portion of the funding for the planning phase and requisite stewardship and oversight for this phase of the planning process. WFLHD will also provide professional expertise for projects accessing federal lands and serve as an important transportation partner between USFS, other project partners, and federal agencies. By being engaged from the beginning in this planning work, WFLHD will help shape later stages of planning, design and implementation.

Oregon Solutions

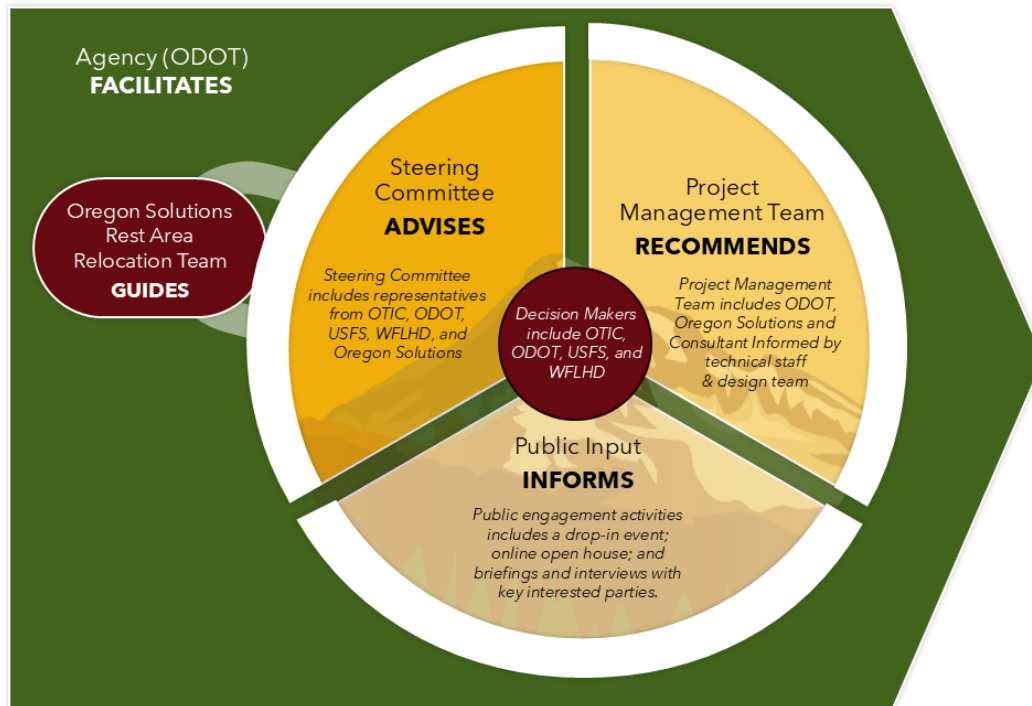
Based at the National Policy Consensus Center at Portland State University, Oregon Solutions supports communities solve complex challenges by engaging business, government, non-profits and all sectors in collaboration. Now in its third year of supporting the effort, Oregon Solutions will continue to provide support and facilitation to the project teams to establish and maintain an open “table” for continued collaboration.

DECISION-MAKING ROLES

Project development in the *Project Planning* phase will be driven by three primary project teams: the Project Management Team (PMT), the Steering Committee (SC), and the Public. The project will maintain communication with the Oregon Solutions Rest Area Relocation Team through the Steering Committee. Final decision-making power will be held jointly by OTIC, ODOT, USFS, and WFLHD.

Figure 2 illustrates the *Project Planning* decision-making roles. Rosters for each group are provided at the end of this Project Charter.

Figure 2. Project Planning Phase Decision-Making Roles



Project Management Team (PMT)

The PMT provides overall guidance and manages day-to-day tasks related to keeping the project on scope, schedule, and budget, and will meet weekly throughout the *Project Planning* phase. The PMT is comprised of representatives from ODOT, Oregon Solutions, and the consultant team. The PMT will typically *recommend* a path forward to be considered and iterated upon by the Steering Committee.

Steering Committee (SC)

The SC includes the project conveners, Oregon Solutions, ODOT, OTIC, USFS, WFLHD, and Travel Oregon. This group meets regularly to oversee and guide the process; there will be up to five (5) virtual SC meetings in the *Project Planning* phase. These meetings will occur at key project milestones with focused discussions on the following topics:

- Defining the study area, finalizing the Project Charter, and reviewing the Draft Purpose and Need;
- Reviewing and determining selection criteria and potential opportunity sites;
- Reviewing and determining the most promising site alternatives; and,
- Reviewing and finalizing the potential recommended site alternative(s)

The SC will *advise* the advancement of project decisions and deliverables, defining project goals at the outset and ensuring project success and broad interested party and agency support throughout. Their work will be *guided* by the Oregon Solutions Rest Area Relocation Team and *informed* by Public Input throughout.

Oregon Solutions Rest Area Relocation Team

For this project, Oregon Solutions staff have helped establish and support the Oregon Solutions Rest Area Relocation Team, which includes more than 30 members representing tribal, transportation planning, land management, local government, rest area user groups, Mt. Hood ski area operators, tourism organizations, plus elected leaders from Clackamas County, the Oregon Legislature and Oregon's Congressional Delegation. The Oregon Solutions Rest Area Relocation Team is aligned and supportive of this work and has met multiple times to develop a set of shared understandings and commitments, and to identify a set of needs and functions for a relocated rest area.

The Oregon Solutions Rest Area Relocation Team will operate in a *guiding* capacity for the *Project Planning* phase of the project, providing perspective and clarity to the Steering Committee's decision-making processes.

Public Input

Input from interested parties and the public will be used to *inform* the decision-making process throughout the *Project Planning* phase. A Public Involvement Plan is being developed in parallel with this Project Charter to specifically describe public involvement strategies, outreach, and communication approaches.

Agency Facilitation

ODOT has committed to be convener for this effort and will work to coordinate the activities of the various project partners and teams. Other partners may lead specific project components, as needed. One such delegation is likely to occur under the event of the selection of a rest area site in the MHNF, which will require the USFS to lead the NEPA process.

Internal Design Team

Three (3) in-person Opportunity Site Workshops will be held throughout the *Project Planning* phase. Attendees of the Opportunity Site Workshops will make up an Internal Design Team. The Internal Design Team and outcomes of the Opportunity Site Workshops will further inform the PMT and SC.

The purpose of the Opportunity Site Workshops is to confirm the project Purpose and Needs, apply the Site Selection Criteria, discuss tradeoffs associated with potential sites, and refine conceptual layout for site alternatives. Opportunity Site Workshop outcomes will inform the eventual site selection recommendation.

The Internal Design Team roster will be developed by the PMT and SC.

DETERMINATION OF LEAD AGENCY

Preparation for the NEPA process will require the determination of a lead agency. The agency responsible for delivering the project, and thus leading the NEPA process, will be determined at a later date, and depends on the location of the selected site location. Likely lead agencies include USFS and private parties. Depending on the lead agency, delivery requirements may look different. It is anticipated that a site will be selected, and the lead agency will be determined in the *Project Planning* phase in preparation for the NEPA phase.

REVIEW AND COMMENT PROCEDURES

The consultant team will develop materials throughout the *Project Planning* phase. Regular coordination with the PMT will support the development of these materials to ensure that high-level expectations are met from the outset. As materials are developed, they will be provided to the PMT for initial review and comment and to the SC for secondary comment and review. As needed, specific items included in the materials will be discussed and/or developed at regular or specially called PMT and SC meetings. Some materials may be presented to the Oregon Solutions Rest Area Relocation Team for review, comment, and approval.

Project Planning Phase Rosters

The following rosters have been established for the *Project Planning* phase. Due to the timeline and complexity of the project, exact rosters for each team may change over time, and substitutes or special guests may be invited to join regular or special meetings of any given team.

PROJECT MANAGEMENT TEAM (PMT)

Last Name	First Name	Agency	Email
Hikari	Sandra	ODOT Agency Project Management (APM)	sandra.y.hikari@odot.oregon.gov
Gross	Nick	Consultant Team, Project Manager	ngross@kittelson.com
Decker	Doug	Oregon Solutions	ddoug@pdx.edu

STEERING COMMITTEE (SC)

Last Name	First Name	Agency	Email
Loftsgaarden	Meta	United States Forest Service (USFS)	meta.loftsgaarden@usda.gov
Lynde	Mac	Oregon Travel Information Council (OTIC)	mac.lynde@tic.oregon.gov
Peck	Heather	Oregon Travel Information Council (OTIC)	heather.peck@tic.oregon.gov
Austin	Kristin	Western Federal Lands Highway Division (WFLHD)	kristin.austin@dot.gov
Windsheimer	Rian	Oregon Department of Transportation (ODOT)	rian.m.windsheimer@odot.oregon.gov
(alternate) Ford	Chris	Oregon Department of Transportation (ODOT)	chris.ford@odot.oregon.gov
Padilla	Manuel	Oregon Solutions	manuelpadilla@pdx.edu
Imeson	Tom	Convener - Portland	tomimeson@comcast.net
Williams	Anna	Convener - Hood River	montana.anna@gmail.com

Note: PMT will participate in Steering Committee meetings

INTERNAL DESIGN TEAM (OPPORTUNITY SITE WORKSHOPS)

Further input on Internal Design Team roster will be solicited from Steering Committee ahead of each design team meeting. Representatives for organizations participating on the PMT and SC will attend Opportunity Site Workshops as is relevant to the content of each workshop.

Last Name	First Name	Agency	Email
Snead	Carol	Oregon Department of Transportation (ODOT), Environmental	carol.snead@odot.oregon.gov
Watters	Roy	Oregon Department of Transportation (ODOT), Tribal Liaison	roy.watters@odot.oregon.gov
Young	Mary	Oregon Department of Transportation (ODOT), Environmental	mary.e.young@odot.oregon.gov
Singer	Marco	Oregon Department of Transportation (ODOT), Roadway	marco.a.singer@odot.oregon.gov
Dorman	Neelam	Oregon Department of Transportation (ODOT), Planning/Access Management	neelam.dorman@odot.oregon.gov
Donahue	John	Oregon Department of Transportation (ODOT), Traffic	john.donahue@odot.oregon.gov
Hayes	Jeffrey	Oregon Department of Transportation (ODOT), Traffic	jeffrey.d.hayes@odot.oregon.gov

INTERESTED PARTIES

The following non-exhaustive list of individuals, groups, and organizations may affect, be affected by, or perceive themselves to be affected by a decision, activity, or outcome of the project. These contacts may be invited to participate in small group briefings, one-on-one briefings, and interested parties' interviews, comment on public outreach opportunities and called upon for consultation on site-specific considerations, pending PMT confirmation. Further input on Interested Party Organizations will be solicited from Steering Committee throughout the *Project Planning* phase.

Interested Party Organizations	Point of Contact
Clackamas County, Transportation Safety Program Manager	Joe Marek
Clackamas County, Human Services Supervisor, including Mt. Hood Express	Kristina Babcock
Clackamas County, Mt. Hood Territory	Samara Phelps
Clackamas County Pedestrian and Bikeway Advisory Committee, Chair	David Weber
Mt. Hood Forest Homeowners Association, President	Paula Hoiland
Lodges at Salmon River, Owners	Lynne and Mike Annett
Summit Chevron at Government Camp	
Chevron Government Camp (near the Lodges at Salmon River)	

OREGON SOLUTIONS REST AREA RELOCATION TEAM

Last Name	First Name	Agency	Notes
Howell	Andi	City of Sandy, Transit Director	
Christopherson	Teresa	Clackamas County, Social Services	
Savas	Paul	Clackamas County, Commissioner	
Eckman	Sarah	Clackamas County Tourism, Mt. Hood Territory, Interim Executive Director	Replacing Samara Phelps
Bruno	Bobby	Confederated Tribes of Warm Springs	
Rinard	Nick	Government Camp Community Planning Organization (CPO)	
Drake	Matthew	Mt. Hood Meadows, CEO	
Musser	Lloyd	Mt. Hood Museum, Government Camp, Curator	
Painter	Jamie	Office of Congressman Earl Blumenauer, Senior Field Representative	
Jochimsen	Stacy	Office of U.S. Senator Jeff Merkley, Statewide Outreach Director	
Egler	Jacob	Office of U.S. Senator Ron Wyden, Special Projects Coordinator	
Strickler	Kris	Oregon Department of Transportation (ODOT), Director	
Windsheimer	Rian	Oregon Department of Transportation (ODOT), Region 1 Manager	
Brown	Julie	Oregon Transportation Commission, Chair	
Auman	Mike	Oregon Travel Information Council (OTIC), Interim Executive Director	Replacing Elizabeth Boxall
Peck	Heather	Oregon Travel Information Council (OTIC), Rest Area Program Administrator	
Card	Mike	Oregon Trucking Association, Image Committee Chair	OTA may wish to designate a different representative—Mike may have changed positions within the organization
Graeper	Steve	Rhododendron Community Planning Organization (CPO), Board member	
Fisher	Brett	SkiBowl Group of Companies, Vice President and General Manager	
Quinn	Mike	SkiBowl Group of Companies, Vice President and General Manager	
Kohnstamm	Jeff	Timberline Lodge, President and Area Operator	
Bricker	Scott	Travel Oregon, Director of Destination Stewardship	