



*Photo by Juan-Carlos Torres*

# Mid-Willamette Valley Council of Governments 2022 Annual Report

## 2022 Member Governments and Districts

Marion County  
Polk County  
Yamhill County  
Confederated Tribes of Grand Ronde  
City of Amity  
City of Aumsville  
City of Aurora  
City of Carlton  
City of Dallas  
City of Dayton  
City of Detroit  
City of Donald  
City of Dundee  
City of Falls City  
City of Gates  
City of Gervais  
City of Hubbard  
City of Idanha  
City of Independence  
City of Jefferson  
City of Keizer  
City of Lafayette  
City of McMinnville  
City of Monmouth  
City of Mt. Angel  
City of Newberg  
City of St. Paul  
City of Salem  
City of Scotts Mills  
City of Sheridan  
City of Silverton  
City of Stayton  
City of Sublimity  
City of Turner  
City of Willamina  
City of Woodburn  
City of Yamhill  
Chehalem Park & Recreation District  
Chemeketa Community College  
Marion Soil & Water Conservation District  
Salem-Keizer Public Schools  
Salem Area Mass Transit District (Cherriots)  
Willamette Education Service District  
Yamhill Soil & Water Conservation District

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# History and Mission of the Mid-Willamette Valley Council of Governments

The Mid-Willamette Valley Council of Governments (MWVCOG) is a voluntary association of 44 local governments. Members include Marion, Polk, and Yamhill Counties; 33 cities; 7 special districts; and the Confederated Tribes of Grand Ronde.

The MWVCOG traces its origins back to 1957 with the formation of the Mid-Willamette Valley Planning Council. In 1959, the Mid-Willamette Valley Intergovernmental Cooperation Council was formed to achieve greater coordination among local governments and with the state to solve common problems. In 1967, both organizations were merged to form the MWVCOG through an Oregon Revised Statutes (ORS) 190 intergovernmental agreement.

Today, the MWVCOG has the following primary functions:

1. To facilitate intergovernmental communication and issue resolution for member governments.
2. To provide technical and administrative support services to member governments or others as may be directed by the MWVCOG Board of Directors.
3. To initiate, conduct, or precipitate studies of regional issues.
4. To recommend action by public and private agencies to solve or alleviate regional problems.
5. To conduct and administer programs which, by law, must be administered by a regional agency or at the request of the member government or governments who would otherwise be responsible for their administration.

6. To contract or subcontract with public and private agencies for performance of the foregoing functions.

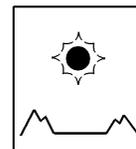
The success of the MWVCOG depends upon the active participation and support of its members.

## *The MWVCOG Logo over the Years*

1960s:



1980s:



2015–present:



## *Our Mission*

- Expanding interaction and improving dialogue among local units of government.
- Enhancing collective awareness of major regional issues through seminars and workshops (i.e., “convenorship”).
- Coordinating regional planning and development activities.
- Providing technical assistance and local services tailored to individual needs of member governments.

# A Message from the Board Chair: Sal Peralta, McMinnville City Councilor



Dear colleagues,

It has been a privilege to serve a second term as the board chair of the Mid-Willamette Valley Council of Governments.

As I reflect on 2022, I would like to express my gratitude for the professional work and public service of everyone I have met through the MWVCOG. The willingness of professional staff and volunteers to get up early, leave late, and work collaboratively toward our mutual regional goals is a hallmark of the organization and a testament to the character of the people here in the Willamette Valley.

The year 2022 was another strong one for the MWVCOG in terms of our engagement in the core economic development, transportation, and disaster recovery needs of the region.

In terms of disaster recovery, the MWVCOG has continued to work with the Cities of Gates and Detroit to complete letter of map amendments for floodplain requirements for 93 properties within the floodplain map. The Oregon Department of Land Conservation and Development (DLCD) funded this work. We also obtained \$2 million in funding to help cover septic replacement costs for properties impacted by the 2020 wildfires. Beginning this month, this program will allow owners to receive reimbursement for their damaged septic systems.

We continue to work on full code updates in Gates and Detroit for future development

goals. We have partnered with Marion County to assist these communities with downtown redevelopment plans for their growth.

Our Comprehensive Economic Development Strategy (CEDS) for 2023–28 is currently underway. The MWVCOG serves as the Economic Development District (EDD) for Marion, Polk, and Yamhill Counties. We are working with University of Oregon faculty and students to develop our five-year vision for the future. This plan is an important part of both planning and requesting federal funds for projects. We have also assisted several communities in obtaining grant funding for infrastructure projects in the region.



*Photo by Karen Odenthal*

The MWVCOG lobbied for and received \$83,000 in funds to help small communities offset planning and development costs. We are currently working with Business Oregon, the Ford Family Foundation, the Oregon EDDs, and the US Department of Agriculture (USDA) to secure \$1.5 million over six years, which we will use to build capacity toward offsetting development and grant administration costs for one local government

served by regional groups like the MWVCOG and EDDs.

In terms of transportation funding, Mike Jaffe, our transportation director, led multiple successful efforts to bring in additional regional funding. Mike and the legislative policy committee successfully persuaded the Oregon Transportation Commission to award the full \$36.1 million of its Multimodal Project Discretionary Grant toward completing the Aurora–Donald interchange.

That project is noteworthy for regional collaboration because, while other regions were divided in their requests or were not at the table, policymakers in the mid-Willamette Valley region set aside their local concerns to support projects such as the Newberg–Dundee bypass, the Highway 18–

Highway 22 junction at Willamina and Grand Ronde, and the Highway 22 and Highway 51 intersection project in Polk County.

It has been a privilege to serve as chair of the MWVCOG board for the past two years. Through the good work of our staff and board members, I believe the organization is stronger today than ever and that it will continue to be a growing force for regional collaboration and economic development under the leadership of Councilwoman Lisa Leno.



Councilor Sal Peralta, City of McMinnville  
MWVCOG Board Chair



*Photo by Karen Odenthal*

# A Message from the Executive Director: Scott Dadson



Why are councils of governments (COGs) important? During the early 1920s, a movement developed to better organize the space of cities while protecting the rural

systems around them. Participants in this movement were navigating urban health and safety, trying to leverage the positive issues of cities' economic engines and solve the negative ones, and facing the oncoming technological advances of roads, cars, and building systems.

“The Regional Planning Association of America (RPAA) was established in 1923 by a small, informal group of visionary planners, architects, sociologists, and foresters. They laid out an agenda for building and rebuilding American cities and metropolitan regions and for preserving rural and wilderness areas... Elements of their vision were reflected in the activism of the New Deal of the 1930s, the new towns proposals of the 1960s and 1970s, and the metropolitan greenbelt and new urbanism movements of the 1990s... [M]any of the concerns first raised in the 1920s remain largely unresolved: the impacts of suburban sprawl on cities and countryside; how to reconcile the automobile and highways with the design of communities and regions; and the need for high-quality affordable housing.” (Seltzer, Ethan 2000. “Regional Planning in America.” *Land Lines*.)

The history of our organization parallels this movement. In 1957, we were organized as the Mid-Willamette Valley Planning Council, and then in 1959 as the Mid-Willamette Valley Oregon Compact of

Voluntary Intergovernmental Cooperation. In 1967, we became the Mid-Willamette Valley Council of Governments (MWVCOG). The MWVCOG, along with our committees, has provided assistance in land use planning services as our region has worked to balance these issues. Community development became the supporting service of the MWVCOG to its members.

This period, from 1967 to 1970, was when the Great Society became the block grant system. Federal funds were given to states. The US Department of Housing and Urban Development, the US Department of Agriculture (USDA), the US Economic Development Administration (EDA), and the US Environmental Protection Agency became areas of focus for grant and revenue sharing with state. These funds were distributed through regional COGs. When I first served as a young public administration intern, subsequently as an assistant town manager, and finally as a town manager, my local COG was a large organization that handled everything from Community Development Block Grant (CDBG) writing and administration to comprehensive plan development, water resource planning, aging services, workforce development, transportation planning, and many other services. They were a vital resource to me as a young public administrator.

But things are different now. The federal funds became more scarce during the 90s and early 2000s. Our country's infrastructure is old and in need of repair, our institutions have been dismantled or privatized, and our needs have become more complex. Several federal acts have changed the calculus. There are real dollars to meet

real needs, but they lack a sound distribution and accountability system to manage them. We, as an organization and a COG, were built for this moment. Regionalism gives us a chance to come to the table and find ways to deal with these issues. In 1957, the founding folks of our COG were faced with “numerous problems resulting from rapid urbanization, including problems of health, education, safety, economics, transportation, recreation, culture, multiplicity of governments, budget restraints, coordination of programs, environmental quality, community appearance, and well-being.” (MWVCOG ORS 190 Agreement, 1957) Sound familiar? The MWVCOG can be the resource for solving some of our most pressing problems because we are here, we have been here since 1957, and we are cooperatively owned and governed by our 44 member governments.

“Regional councils are a ‘service arm’ of local governments. Their activities are directed in response to local needs. These needs may currently exist or be based on projected growth, changing lifestyles, and technological innovations.” (The Alabama Association of Regional Councils, <https://alarc.org/about-the-aarc/history-of-the-councils/>)

This past year, we have begun the processes of building capacity in our community development department and succession planning in our transportation planning division. This capacity is important as our



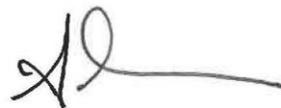
*Photo by Karen Odenthal*

communities try to take advantage of the American Rescue Plan Act (ARPA) and Infrastructure Investment and Jobs Act (IIJA) funds from the federal and state governments.

I wish to thank our chair, Salvador Peralta; the MWVCOG executive committee; and the entire MWVCOG board for their support and dedicated service during 2022. The board's facilitation of intergovernmental communication with the member governments is a tribute to the MWVCOG's continued commitment to a rational democratic process achieved by joining with each other in voluntary cooperation to serve.

It is an honor to serve as your director and to do so with a group of dedicated public servants, both as directors and the wonderfully talented staff here at the MWVCOG, and to do so in service to our region.

I look forward to our continued work and to the coming year.



Scott Dadson  
MWVCOG Executive Director



*Photo by Karen Odenthal*

# Member Services

## ***Advocacy: Giving a Voice to the Region***

Since 2021, the MWVCOG Board of Directors has adopted legislative positions to advocate for and represent topics of regional significance on behalf of our members. The board has also named a legislative committee. During the 2022 legislative session—the short session—our lobbyist, Justin Martin of Perseverance Strategies, Inc., and the new legislative committee tracked bills designated as “of interest” by the MWVCOG legislative subcommittee. Much work was put into efforts to fund capacity building in the MWVCOG to help members prepare for American Rescue Plan Act (ARPA), Infrastructure Investment and Jobs Act (IIJA), and other organizational grant opportunities for public facilities and public infrastructure. These efforts are continuing into the upcoming long session of the Oregon State Legislature, and the committee has developed a new “Legislative Priorities Outline” that was approved by the board in December 2022.

## ***Legislative Convenings***

The MWVCOG hosted two legislative gatherings in 2022. Our first ever MWVCOG Legislative Gathering was sponsored by the Confederated Tribes of Grand Ronde. We invited state and federal elected officials who represent the Marion, Polk, and Yamhill County MWVCOG members as well as those running for state and federal offices who would represent this region. This event was set up as a meet and greet for the elected and appointed people of our membership in the mid-Willamette Valley region. We had over 90 local officials attend the event. We extend a warm thank you to the Tribal Council for their generous support of this effort to share information about our region and our

collective needs and to celebrate what makes this part of Oregon so special.

After the November elections, we held a second event with another of our regional partners, Chemeketa Community College. The event, posted as a Legislative Coffee, was held at the Chemeketa Center for Business and Industry (CCBI) in Salem. This gathering was a one-stop opportunity for elected officials to gain insight into the upcoming federal and state legislative processes and to discuss issues that have an impact on local citizens and government services. Chemeketa Community College, one of 14 special district members of the MWVCOG, co-sponsored this event.

## ***Developing Partnerships***

In 2022, we continued to support and assist with a variety of regional events that promote information sharing and partnership development among local governments. These events include the Mid-Willamette Valley Mayors Coalition meetings, regional administrators’ lunch meetings, the Willamette Valley GIS (Geographic Information Systems) Users Group meetings, and Polk County Breakfast. The Yamhill dinners were started up again and were hosted by Dayton and McMinnville. We have even expanded our convenings into topical areas for the benefit of the membership.

## ***Intergovernmental Cooperation: Demonstrating Leadership in Regional Matters***

MWVCOG staff served on several regional solutions teams and committees through the governor’s office, including the Chemeketa Cooperative Regional Library Service (CCRLS) Advisory Council, the Oregon

Economic Development District (EDD) Board of Directors, the Oregon City County Manager Association, and the North Santiam Sewer Authority (NSSA).

***Building Capacity***

The MWVCOG Board of Directors worked with us to facilitate staffing increases so that we could assist our membership with community development. To this end, the MWVCOG received funds from both the Ford Family Foundation and HB 2345 to add grant writing and preparation services for our membership. The MWVCOG hired additional staff in this division, and in 2022 alone we were able to assist communities with a multitude of grant applications, many of which were funded. The MWVCOG GIS division, which supports much of the work in the transportation division, also works for many of our members to provide mapping and data services. They work on redistricting mapping compliance and US census-related mapping and data services as well.

***Mid-Willamette Valley Homeless Alliance Partnership: Facilitating a Regional Approach to an Increasing Regional Issue***

The MWVCOG continued to provide administrative support to the Mid-Willamette Valley Homeless Alliance throughout 2022.

***Training and Education: Developing Local Leaders***

The MWVCOG held several elected official and planning commissioner training events throughout the year and the region with support from Bill Monahan, General Counsel.

***Goal Setting and Strategic Planning Facilitation: Building Communities***

The MWVCOG facilitated goal setting and strategic planning services for several member governments through a negotiated

fixed-fee contract available exclusively to our members. These services are provided by contracted consultants.

***Executive Performance Evaluation and Recruitment: Promoting Professional Standards***

In 2022, we facilitated chief executive evaluations on behalf of several member governments. We have also engaged two administrator searches for our membership. These services are provided through the International City/County Management Association (ICMA) process, and they give our member jurisdictions access to third-party consultancy services at less expensive rates.

***Attorney Services: Filling a Critical Shortage***

The MWVCOG provided attorney services for Amity, Detroit, Gates, Idanha, Lafayette, St. Paul, and the Marion Soil & Water Conservation District and currently serves as the city attorney for these cities. Bill Monahan also started providing code enforcement hearings officer services for McMinnville in 2020.

***Communications: Keeping Members Informed***

MWVCOG staff members completed their requests for proposals for a new web page. This process and the facilitating company, CivicPlus, were selected in the summer of 2022, and work on the transition continues into 2023. An official rollout is slated for the spring of 2023. Staff members Kim Sapunar, Denise VanDyke, Kindra Martinenko, Ray Jackson, and Mike Jaffe oversaw this project.

The MWVCOG continued to publish *COG Connections*, a bi-weekly e-newsletter that connects local officials with useful news and information to enable better decision-making.

# Transportation Planning

## Mid-Willamette Area Commission on Transportation (MWACT)

The Mid-Willamette Valley Area Commission on Transportation (MWACT) is a 17-member advisory body chartered by the Oregon Transportation Commission (OTC). During the year, MWACT had seven meetings and reviewed a wide range of transportation issues, plans, and projects. MWVCOG and Oregon Department of Transportation (ODOT) staff prepared the MWACT agendas, meeting materials, and summaries, and, when requested by MWACT, they also prepared letters to the OTC regarding policies and funding issues. This section presents the highlights of MWACT activities by month.

### *January*

Members had a presentation about the process for setting and revising **speed zones** as well as updates on the **I-5 Aurora–Donald** and **Newberg–Dundee bypass** projects.

### *February*

Dallas City Councilor Ken Woods, Jr., was re-elected MWACT chair, and Keizer Mayor Cathy Clark was re-elected vice chair. ODOT Assistant Director Cooper Brown provided information about the **Infrastructure Investment and Jobs Act (IIJA)**. Oregon expects to receive approximately \$1.2 billion over the next five years from IIJA; of that amount, \$412 million are considered flexible, and the OTC will decide how much goes to project categories. Members also reviewed applications for two **Connect Oregon** projects.

### *April*

The OTC provided MWACT members their decision on the use the \$412 million in flexible funds from the **IIJA**. Also shown was ODOT’s **Climate Change Adaptation and Resilience Roadmap (CCAR)**. This plan will guide ODOT’s ability to adjust to changing climate conditions. ODOT staff gave their annual presentation of upcoming **transportation construction projects on state highways within the MWACT area**.

### *June*

OTC member **Julie Brown** discussed changes made to the **formation and operation policies for Area Commissions on Transportation (ACTs)** and transportation issues in the MWACT region of Marion, Polk, and Yamhill Counties. There was also an update on the **OR 22: Rickreall Road to Doaks Ferry Road project**, which includes the intersection of OR 22 and OR 51 (Independence Highway).

### *August*

ODOT provided their latest evaluations of the alternative design options being considered for the **interchange of I-5 at Brooklake Road**. An open house and stakeholder meeting was conducted on July 21, 2022. Of the six initial design concepts studied, two continue to be considered: the tight diamond interchange and the “dog bone” design. Members also heard about tolling issues, including ODOT’s **Low-Income Toll Report**, **the Oregon Federal Lands Access Program (FLAP) needs assessment**, and ODOT’s **Great Streets Program**.

### *October*

MWACT received information about the Oregon Freight Plan update and how to

provide input, the **Center Street Bridge (Willamette River) Seismic Upgrade project**, and ODOT's new statewide **Innovative Mobility Program**, which is designed to provide small and large grants to community-based organizations, non-profits, government agencies, and tribal governments.

### *December*

Travis Brouwer, ODOT's Assistant Director for Revenue Finance and Compliance, discussed **ODOT's budget for the next five years**, particularly the anticipated deficit in funds for ODOT's Operation and Maintenance programs. ODOT Area Manager Anna Henson provided updates on the following intersection projects (including roundabouts at some locations) **on state highways in Polk County**: Highway 99W at Orrs Corner and at Clow Corner Road (roundabout) and Highway 22W at Kings Valley Highway (roundabout) and Perrydale Road.

## **Salem-Keizer Area Transportation Study (SKATS)**

As the federally designated Metropolitan Planning Organization (MPO) for the Salem-Keizer urbanized area, the Salem-Keizer Area Transportation Study (SKATS) continues its role in coordinating and supporting comprehensive, multi-jurisdictional and multimodal transportation planning in the Salem-Keizer-Turner area. MWVCOG staff are responsible for the operation of the SKATS MPO. SKATS has an eight-member board of elected and appointed officials from the local jurisdictions and agencies operating within the SKATS MPO area.

In 2022, major activities of the SKATS committees and staff included:

- Continuing the update of the long-range transportation plan for the MPO area, the

**SKATS 2050 Metropolitan Transportation Plan**. The SKATS Board updated the goals and objectives in the plan and the criteria used to evaluate transportation projects that will be included in the plan. All chapters of the plan were updated. Public engagement occurred throughout the plan's development. Final public review of the draft plan will occur in spring 2023, with adoption scheduled for May 2023.

- Making multiple amendments to the **SKATS 2021–26 Transportation Improvement Program (TIP)**. Significantly, in 2022, most construction projects have seen a substantial cost increase when put out to bid. As a result, SKATS worked to adjust funding in the TIP so that projects put out to bid for construction in the next two years would have the funds they need. This cost escalation issue also modified the project mix for the draft **2024–2029 SKATS TIP**, as the SKATS Policy Committee chose to hold off on funding any new projects so that projects currently under development would have adequate funds.
- Adopting the federally required **Congestion Management Process** for the SKATS area.
- Cherriots (Salem-Keizer Transit) completing its **Long-Range Transit Plan**. SKATS provided travel modeling data, staff support, and funding for Cherriots staff.)
- Working on the upcoming **Oregon Travel Survey** with ODOT and other Oregon MPOs.
- Beginning development of a **Metropolitan Transportation Safety Action Plan (MTSAP)**, starting with analysis of crash data within the MPO

area. In 2023, the team will do outreach and listen to the public's transportation safety concerns. When completed in 2024, the plan will recommend safety policies and actions.

- Implementing a new **e-TIP system** for MPO TIPs (a joint effort between the MPOs in Salem-Keizer, Eugene, and Portland-Metro).
- Currently assisting Salem, Keizer, and Marion County with their state-required **Climate Friendly Area** studies.
- **Monthly meetings** of the SKATS Policy Committee and the SKATS Technical Advisory Committee.
- Meeting periodically during 2022 with elected officials from SKATS and the other MPOs as a group called the **Oregon MPO Consortium (OMPOC)**.

## Safe Routes to School (SRTS) Program

Salem-Keizer Safe Routes to School (SRTS) strives to create access to walking, bicycling, and rolling to school for students and families. By providing education, encouragement activities, and resources, we work to make it easier for students to choose active and shared transportation options for navigating their communities. Benefits of SRTS programs include improved health and academic performance for students, lower transportation costs for schools and families, less automotive traffic around schools, and positive environmental impacts.

This year was full of accomplishments for Salem-Keizer SRTS. We launched our pedestrian safety classes, which we taught during PE at fifteen elementary schools in 2022. We also designed and facilitated a bike rodeo in south Salem to teach bicycle safety and partnered with The Northwest Hub to



**Figure 1.** Beth Schmidt teaches pedestrian safety during PE at Richmond Elementary School.

provide free bicycle repair at community events during the summer. We continued to perform walk audits and create recommended walking route maps for local elementary schools. Participation in our second annual district-wide art contest for elementary school students nearly quadrupled from the first year. We provided materials and support for the Walk + Roll Challenge in May and International Walk + Roll Day in October, and we held a school-wide event for Ruby Bridges Walk to School Day at Bush Elementary School in November. At that event, Salem-Keizer community leaders celebrated along with students in a march around Aldrich Park to commemorate Ruby Bridges' walk to school for racial justice.



**Figure 2.** Students, administrators, staff, and community leaders gather outside Bush Elementary School to celebrate Ruby Bridges Walk to School Day.

In October, we hired a new SRTS coordinator, Beth Schmidt. Before this position, Beth worked as a substitute teacher for Salem-Keizer Public Schools, and she has three children who have graduated from or currently attend school in the district. She is passionate about bringing pedestrian and bicycle safety education to schools and building community connections.

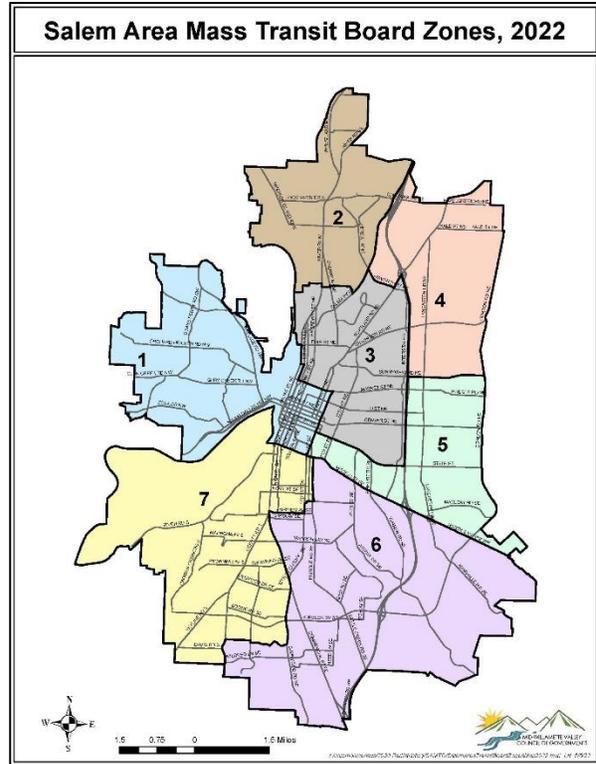


**Figure 3.** Beth Schmidt and local community leaders celebrate Ruby Bridges Walk to School Day at Bush Elementary School.

## Geographic Information Systems (GIS) and Census Services

The geographic information systems (GIS) section has continued to grow and expand its technical services, developing new and innovative products and services for members. Work in 2022 included the following accomplishments on projects:

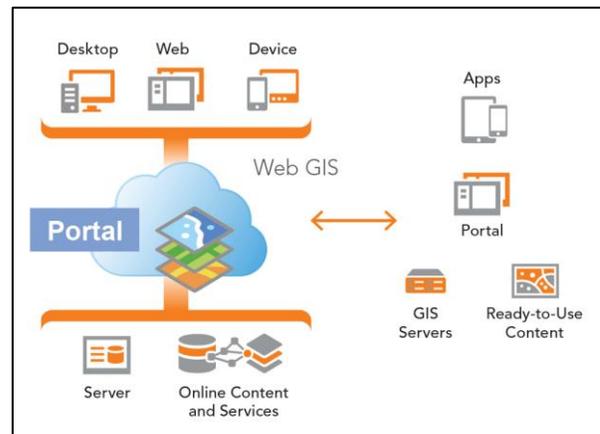
- GIS staff completed redistricting services for the city of Newberg, the Salem Area Mass Transit District, and the Silver Falls School District. Redistricting rebalances the population, which is necessary every 10 years following the decennial census for cities or districts that elect their representatives by representative areas (rather than at large). Work was completed between January and April of 2022, and new boundaries will be in



**Figure 4.** Map of 2022 Salem area mass transit board zones

effect until after the 2030 decennial census.

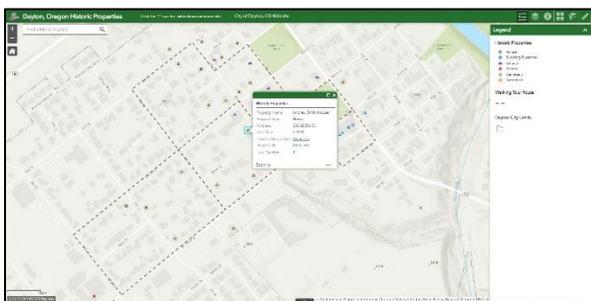
- GIS staff assisted the Yamhill County Assessor with setting up and deploying a multi-server ArcGIS Enterprise system hosted on the Amazon cloud. This Enterprise GIS deployment is one of the first in the US and enables the county assessor staff to transition their current



**Figure 3.** Web GIS portal

parcel management to a new system that will optimize their current data, improve accuracy, and support multiple users. The new GIS Enterprise system includes a GIS portal that allows for cataloging and sharing county GIS data and that will make data available to the public. In addition, the Enterprise system will allow county staff to publish GIS services to support data collection; editing; and mobile, web, and desktop applications.

- GIS staff developed an historic site online web map application for the City of Dayton. The city had a grant and used the funds to develop the interactive site, which allows users to click on the historic site markers to see information about them. The site can be seen at <https://tinyurl.com/mwvcog-dayton>.

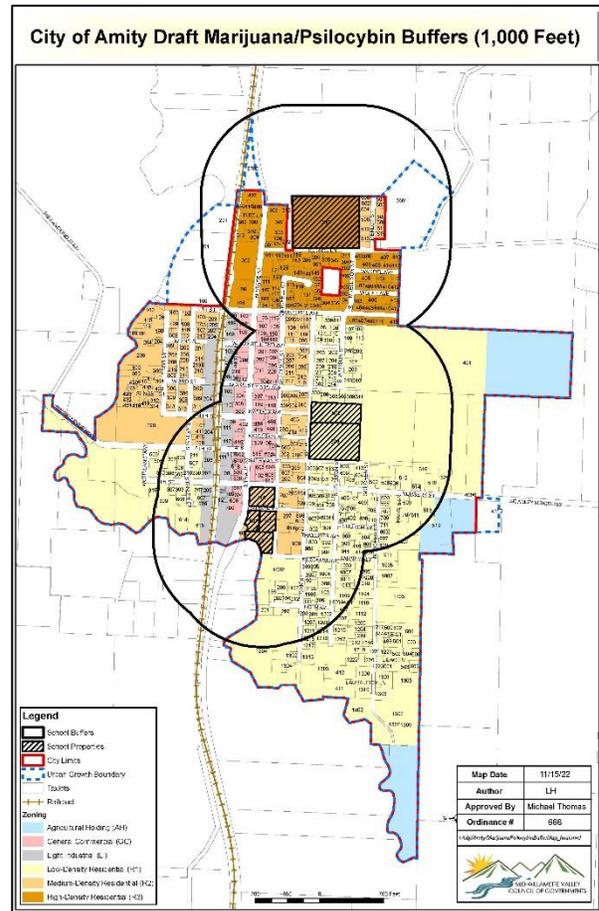


**Figure 4.** Web map for City of Dayton

- GIS staff assisted the city of Amity with a map for their planning commission’s work session on marijuana/psilocybin facilities. To aid discussions about where facilities may be allowed, we created a map with 1,000-foot buffers around schools, parks, and other locations where children are known to congregate.
- GIS staff hosted a virtual GIS Day event via Zoom on International GIS Day, November 16, 2022. International GIS Day is an annual celebration of GIS technology, and MWVCOG’s event included demonstrations of web map applications, tools for public outreach, and advanced custom application

development. Around 20 people attended the live event, and the recording is available on the MWVCOG YouTube channel at

<https://www.youtube.com/watch?v=b0Ew5yo2u50>.



**Figure 5.** Draft map of marijuana/psilocybin buffers for City of Amity

Maps, reports, links, and other information about GIS projects that the MWVCOG GIS Section has done for our members can be found on our ArcGIS Hub website at <https://tinyurl.com/mwvcog-gis>.

The MWVCOG Census Data Center assists organizations in Marion, Polk, and Yamhill Counties with analyzing census and census-related information and custom demographic studies. MWVCOG warehouses electronic census information, population estimates, projections, and related demographic data.

MWVCOG staff can combine their census expertise and data access with GIS mapping technology for special project requests. In 2022, GIS work included the following accomplishments on census-related projects:

- GIS staff assisted the City of Sheridan with their submission to the 2022 Boundary and Annexation Survey (BAS) program. BAS is an annual program in which local, state, and tribal governments provide boundary verification and corrections to the Census Bureau to ensure accurate tabulation of population from their various surveys and estimate programs.
- GIS staff assisted the city of Sheridan with their participation in the Census Bureau’s Count Question Resolution (CQR) program. CQR is a program that gives tribal, state, and local governments the opportunity to request a review of their boundaries and housing unit counts to identify errors that may have occurred while processing their 2020 census counts. The population of the Sheridan Federal Detention Center is within

Sheridan city limits, but its 2020 population was tabulated in a census block outside of city limits, resulting in a population count for the city that excludes nearly 1,800 people. This discrepancy, representing 29% of Sheridan’s 2020 population, could greatly impact funding the city receives based on population. MWCOG GIS staff prepared documentation on the error and provided it to the city so that they could formally open a CQR case for review. The case was accepted by the Census Bureau in early December, and research and resolution should be complete within three months. The same error occurred in Sheridan during the processing of the 1990 and 2000 censuses.

GIS staff provided training on the data and mapping tools available on the Census Bureau’s website at the April 2022 MWVCOG city administrators’ lunch. Staff provided information on resources for census and population estimates data and demonstrated several mapping and data access tools.

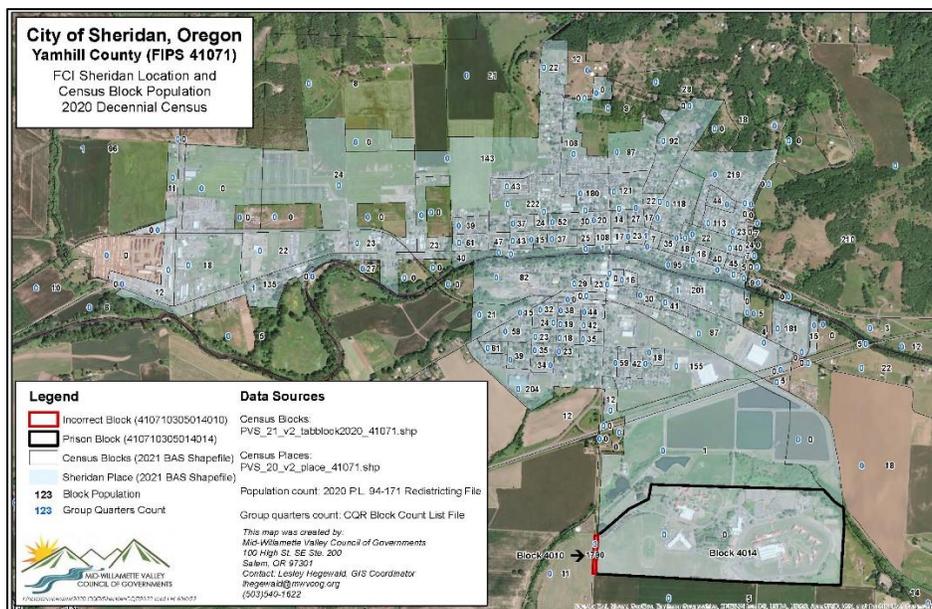


Figure 6. Map of location and census block population for City of Sheridan

# Planning and Economic and Community Development

## Planning

In 2022, the MWVCOG provided land use planning services to 22 communities in the Mid-Willamette Valley region including **Amity, Aumsville, Aurora, Carlton, Dayton, Detroit, Donald, Dundee, Falls City, Gates, Gervais, Hubbard, Idanha, Independence, Jefferson, Lafayette, Monmouth, Mt. Angel, Scotts Mills, Sheridan, St. Paul, Sublimity, Turner, and Willamina**. The MWVCOG also provided short-term planning assistance to the cities of **Dundee** and **McMinnville** during staff transitions.

In addition to providing current land use planning services, MWVCOG planning staff assisted with the long-range economic development and planning projects described in the following paragraphs.

### *Aumsville Parks Plan Update and Buildable Lands Inventory*

MWVCOG staff members are completing a Housing Needs Assessment (HNA), Buildable Land Inventory (BLI), and parks plan update for the City of **Aumsville** to incorporate new Portland State University population projections. This work will allow Aumsville to assess the potential need for rezoning or urban growth boundary (UGB) expansions to meet identified population growth and future land needs.

### *Climate Friendly Areas (CFAs) Study for Salem, Keizer, and Marion County MPO*

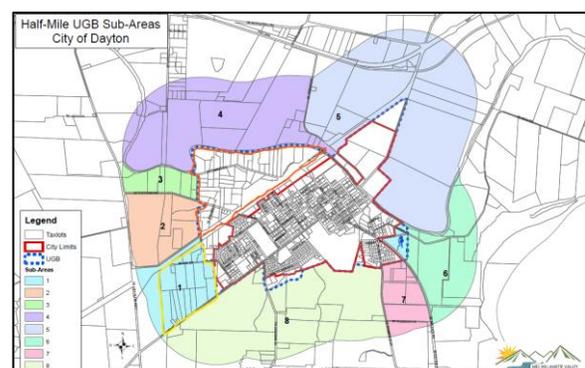
MWVCOG planning and transportation staff are contracted with the Oregon Department of Land Conservation and Development (DLCD) to study potential Climate Friendly

Areas (CFAs) specific to Salem, Keizer, and urbanized portions of Marion County. For each jurisdiction, potential CFAs must be cumulatively sized and zoned to accommodate at least 30% of the total housing units necessary to meet current and future needs. The scope of work includes analysis of how each potential CFA either complies or may be brought into compliance with the requirements of OAR (Oregon Administrative Rule) 660-012-0320, which designates minimum density, allowed uses, and other such concerns, specific to CFAs. To date, MWVCOG planning staff have completed the following:

- Reviewed, discussed, and edited the scope of work contract document executed with the DLCD.
- Discussed project parameters and logistics with respective city and county staff.

### *Dayton*

MWVCOG staff worked to complete the first UGB land swap in our region, swapping over 150 acres of small-lot rural residential land, which was constrained by the inability to provide needed public infrastructure, for 100 acres of “exception land” more suitable



**Figure 7.** Map of half-mile UGB sub-areas for City of Dayton

for addressing Dayton’s future housing needs.

### ***Development Code Amendments***

The MWVCOG helped the cities of **Aurora, Carlton, Dayton, Detroit, Donald, Gates,** and **Sublimity** prepare amendments to local development codes to address a variety of development issues, which included higher housing densities, accessory dwelling units, expansion of permitted uses in commercial and industrial zones, and sign code updates.

### ***Santiam Canyon Wildfire Recovery***

The MWVCOG provides land use planning services to the cities of **Detroit, Gates,** and **Idanha.** As wildfire recovery and rebuilding efforts continue, staff provided immediate and long-term planning support to these communities in partnership with **Marion County.** In 2022, we hired a local surveyor to survey and complete Letter of Map Amendments (LOMAs) for 91 property owners in **Gates** and **Detroit** along Detroit Lake and Santiam River. We also began the code audit work for both communities and intend to bring revised codes for adoption in spring of 2023. A DLCDC grant assisted with the funding to complete this work.

## **Grant Writing and Administration and Community Development**

In 2022, MWVCOG staff assisted member governments with over \$10 million in community development projects involving public infrastructure, engineering studies, and community facilities. The MWVCOG also received funds from the Ford Family Foundation and Business Oregon to assist our members with grant prospecting, grant writing, and grant administration services.

The MWVCOG’s services include preparing grant and loan applications, managing and

administering projects, navigating environmental assessments, assisting with property acquisition, and ensuring compliance with state and federal regulatory requirements. An overview of the MWVCOG’s community development projects is provided below.

### ***Amity***

The MWVCOG is assisting with administration of a water improvements project that will increase treatment capacity; replace the existing water intake, which can no longer draw sufficient water to meet the needs of the community; and improve the distribution system for the city. The project is financed with Community Development Block Grant (CDBG) and US Department of Agriculture (USDA) rural development funding.

### ***Falls City***

A \$538,000 CDBG will aid the final design engineering to construct the city’s expanded wastewater system. MWVCOG staff helped with the funding application and are now providing grant administration and property acquisition aid in conformation with federal Uniform Relocation Act (URA) rules. Staff also helped the city secure over \$1 million in additional CDBG funds for the upcoming construction project, which was estimated to cost over \$5 million.

### ***Sheridan***

A \$1,043,940 CDBG will aid in final design engineering needed for a wastewater systems improvement project. MWVCOG staff members assisted with the funding application and are currently providing grant administration and property acquisition assistance in conformation with URA rules.

### ***Willamina***

The City of Willamina secured \$873,000 in CDBG funding assistance to help with the

final design of a much-needed water improvements project to help move the existing water intake. Staff also assisted the city in securing over \$6 million in additional CDBG funds; Coronavirus Aid, Relief, and Economic Security (CARES) Act funds; Water and Wastewater Grant funds, and Safe Drinking Water Revolving Loan Fund money for the upcoming construction project, which was estimated to cost over \$10 million.

### ***Broadband and Link Oregon***

In partnership with Link Oregon, the Oregon Broadband Partnership, and other stakeholders, the MWVCOG participated in efforts to expand broadband internet access to rural areas in **Marion, Polk, and Yamhill Counties**.

These efforts included submitting challenges to the Federal Communications Commission (FCC) National Broadband Map, which will provide much of the information used to determine appropriate funding allocation per applicant in the Broadband Equity Access and Deployment Program (BEAP). The maps help identify where funding needs to be distributed, along with providing an opportunity for feedback to improve the maps.

### ***DEQ Septic Repair Replacement Reimbursement Grant Award***

The MWVCOG applied for the Oregon Department of Environmental Quality's (DEQ) septic reimbursement grant for fire-impacted communities. DEQ had \$15 million in funds; the MWVCOG received \$2 million for residents.

This funding provides reimbursement for replacement or repair of homeowners' septic systems in **Detroit, Gates, Idanha, and unincorporated Marion County**.

The program is funded through American Rescue Plan Act (ARPA) funds from the Oregon DEQ. Its goal is to respond to damage caused by the 2020 Beachie Creek Fires. These funds can cover contractor costs, fees, and septic system evaluations.

### ***Economic Development Administration (EDA)***

The MWVCOG provides application and administration assistance for Economic Development Administration (EDA) program funds, including ARPA funding opportunities. In 2022, we began our 2023–28 Comprehensive Economic Development Strategy (CEDS) update with a subcommittee from the Mid-Willamette Valley Community Development Partnership Board. This work is being done in partnership with University of Oregon faculty and students. The CEDS is a policy document we use when applying for funds from the EDA.

### ***Oregon Chapter of the American Planning Association (OAPA)***

In October 2022, MWVCOG staff also organized a session for the Oregon Chapter of the American Planning Association (OAPA) conference on community development.

### ***Regional Economic Development Planning***

The MWVCOG continues to partner with **Marion County** and the **North Santiam Sewer Authority (NSSA)** to help support development, economic opportunities, and jobs in this distressed and wildfire-impacted area. The MWVCOG will also assist **Marion County** with project management services to the NSSA for three years. This work will include helping the NSSA develop an operational plan and a communication plan as well as general oversight of the board.

### ***Regional Solutions Team***

The MWVCOG continues to participate with the Oregon Regional Solutions Team (RST) and advisory committees appointed by the governor’s office. The RST boundaries are aligned with the 11 federally designated economic development districts (EDDs) in Oregon and include state agency representation along with representation from the governor’s office.

## **Housing Rehabilitation Services**

The MWVCOG assists with administration and management of housing rehabilitation services in **rural Marion County** and the following cities: **Aumsville, Aurora, Detroit, Gates, Gervais, Hubbard, Idanha, Jefferson, Mt. Angel, Scotts Mills, Silverton, Stayton, Turner,** and **Woodburn.** Valley Development Initiatives (VDI), a nonprofit affiliate of the MWVCOG, manages the program on behalf of our members. The program provides financial assistance to income-qualifying

property owners in need of home repairs via a low-interest, deferred-payment loan program to mitigate health and safety concerns, improve deficiencies, increase efficiency, and improve accessibility. As clients repay the loans, the money can then be re-lent to other eligible property owners in the county.

Since creation of the program in 1999, VDI has helped more than 500 households maintain or repair their homes and has brought in over \$1.5 million in new funds to serve the region.

Program highlights from 2022 are shown in table 1. The MWVCOG assisted the City of **Silverton**, in partnership with **Hubbard** and **Stayton**, in securing \$450,000 in CDBG coronavirus relief funds (CV-2) to assist income-eligible persons in manufactured home parks or persons ineligible under current housing rehabilitation program rules. The project is estimated to serve over 30 area residents with maintenance, repair, and weatherization of their homes.



**Figure 8.** Before (*above left*) and after (*above right*) of new shower installation for a home in Aumsville



**Figure 9.** Before (*above left*) and after (*above right*) of new roof for a home in Aurora

<b>Location</b>	<b>Services provided in 2022</b>	<b>Loan amount</b>
Aumsville	Bathroom remodel; included new drywall, shower, and vanity; electrical work; and flooring. Replacement of back door.	\$19,082
Aumsville	Roof and gutters replacement.	\$9,607
Aurora	Flooring and roof replacement, bathroom remodel, electrical upgrades, and drywall repair.	\$25,000
Jefferson	Kitchen electrical upgrades and replacement of furnace and heat pump.	\$13,701
Marion County	Electrical upgrades, heat pump installation, and flooring and windows replacement.	\$23,383
Marion County	Siding and back door replacement. New exterior paint.	\$25,000
Santiam Canyon	House rebuild.	\$25,000
Santiam Canyon	House rebuild.	\$25,000
Santiam Canyon	House rebuild.	\$25,000
Santiam Canyon	Plumbing and electrical installation for a house rebuild.	\$25,000
Santiam Canyon	Generator installation and propane tank replacement.	\$10,885
Santiam Canyon	Plumbing and electrical installation for a house rebuild.	\$25,000
Stayton	Furnace and flooring replacement. Air conditioner installation.	\$25,000
Stayton	Flooring, bathtub, toilets, bathroom exhaust fans, and doors replacement. Drywall repair and new exterior paint.	\$25,000
<b>Total</b>		<b>\$401,658</b>

**Table 1.** Housing rehabilitation services program highlights in 2022



**Figure 10.** Before (*above left*) and after (*above right*) of new living room flooring for a home in Marion County

## Lending Services

In April 2022, we hired Jeff Hilderbrand as our new loan program manager. Jeff brings over 40 years of agricultural and commercial lending experience as a loan officer, manager and team leader, and credit administrator. Because he grew up on a farm in north central Oregon, Jeff understands many of the challenges facing businesses in small towns and rural areas of Oregon. A graduate of Oregon State University and Pacific Coast Banking School at the University of Washington, Jeff was also a past chair of the Oregon Bankers Association Credit Committee. Jeff’s experience and business contacts provide multiple resources to assist our clientele.

At the end of 2022, Loan Officer Alison Boswell took retirement... again. Alison has been a tireless supporter of the MWVCOG, coming out of retirement when needed and stepping into the breach left by John Safstrom’s retirement. Alison continues to be on call for assistance. Her ongoing support has been invaluable.

Four new loans were booked in 2022:  
\$785,250 in commitments in revolving loan

fund (RLF) and Intermediary Lender Program (ILP) loans and \$830,000 as a US Small Business Administration (SBA) 504 loan. Projections indicate that these four loans not only support the businesses financed, but also create 28 new jobs in the next three years with their impact.

In 2022 we assisted the Latino Business Alliance and Marion County Economic Development department with creating small business loan programs and writing loan guidelines, policies, and procedures to meet their specific needs. The Latino Business Alliance is addressing the need for microbusiness loans for existing and start-up businesses, whose owners have completed the Latino Business Alliance business training program. Marion County economic development staff members are working to assist communities affected by the Santiam Canyon fires of 2021 with a small business loan program.

Looking forward to 2023, we expect continued loan growth in both direct and indirect lending, which will support businesses in our member communities. In addition to providing lending services, we have received approval to act as administrators for commercial property-assessed clean energy (CPACE) funding to

support our member counties and cities (should they choose to participate in this program). Please contact Jeff Hilderbrand ([jhilderbrand@mwvcog.org](mailto:jhilderbrand@mwvcog.org)) if you wish to discuss opportunities that CPACE funding may provide.



*Photo by Karen Odenthal*

### ***MWVCOG Revolving Loan Fund (RLF)***

As of September 30, 2022, there are 17 outstanding loans with a value of \$2,939,846. The yearly revenue/payments to the three RLF loan programs are \$286,406, which allows up to 50% to be available for overhead and administrative costs in the estimated amount of \$216,000. A defederalized amount of **\$778,453** (as of September 30, 2022) is available for future lending. In addition to this amount, **\$330,612** of EDA CARES Act funding are available for lending into 2023.

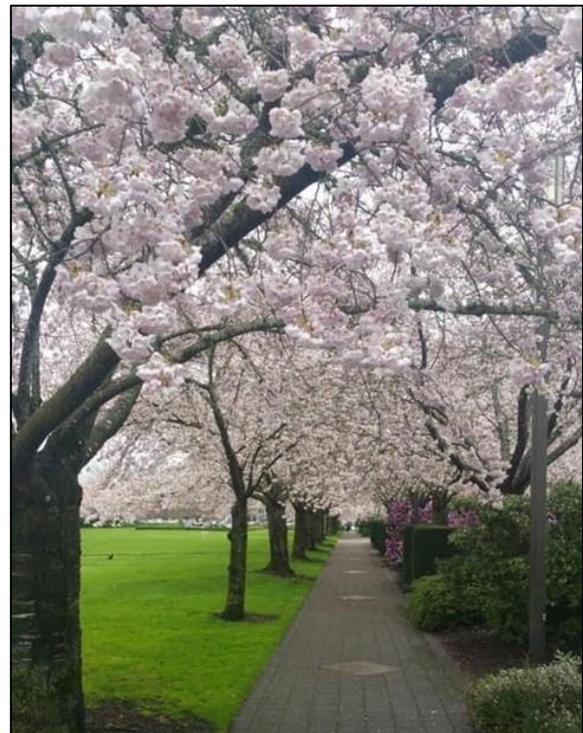
### ***Valley Development Initiatives (VDI) Loans***

The VDI loan pool has five funds with a total of \$3,247,478 (as of September 30, 2022) in funds available for lending purposes. There are currently **16** outstanding loans with a value of **\$2,939,846**. The yearly revenue/payments to the five VDI loan programs is **\$286,406**. The VDI obligations to the MWVCOG for personnel lending and support services is **\$154,000**, of which two of the five SBA programs are charged

against. Both are underperforming funds with current revenues of **\$79,811**. The **\$74,189** shortfall is made up by current revenues from two older USDA programs and the SBA ILP.

### ***Business Lending Program Overhead***

The budgeted funds to run the Business Lending Program are **\$302,867** per year. Actual yearly costs for the fiscal year 2021–22 were **\$204,218**. This is due to only one (1) employee being on payroll for the majority of the fiscal year, as the new loan program manager was hired in April of 2022. We currently utilize the CCD Business Development Corporation of Roseburg/Coos Bay for SBA administration of the 504 program, and we have an agreement with the CCD to manage our loan servicing and documentation for our other loan programs, which include the defederalized portion of SBA IRP and ILP funds as well as RLF funds from the EDA to minimize overhead and personnel expenses.



*Photo by Juan-Carlos Torres*

# MWVCOG Milestones and Staff

## Milestones

### New Hires

**Ghassan AlAriqi**, Financial Analyst,  
August 2022

**Teresa Davis**, Administrative Specialist I,  
September 2022

**Jeff Hilderbrand**, Small Business Leading  
Program Manager, April 2022

**Silas Lobnibe**, Grant Administration  
Specialist, May 2022

**Beth Schmidt**, Safe Routes to School  
(SRTS) Coordinator, October 2022

**Scott White**, Associate Planner, April 2022

### Promotions

**McRae Carmichael**, Community  
Development Program Director, June 2022

### Departures

**Renata Wakeley**, Community Development  
Program Director, June 2022

**Sarah Allaben**, Resource Assistance for  
Rural Environments (RARE) Participant,  
July 2022

### Anniversaries

**Holly Byram**, Associate Planner, 5 years

**Amy Dixon**, Associate Planner, 5 years

**Ray Jackson**, Senior Planner, 25 years

**Kindra Martinenko**, Associate Planner, 15  
years

**Kim Sapunar**, Associate Planner, 15 years

## Staff List

### Administration

**Scott Dadson**, Executive Director

**Amber Mathiesen**, Finance Director

**Ghassan AlAriqi**, Finance Analyst

**Linda Lind**, Accounting Clerk

**Teresa Davis**, Admin. Specialist I  
Currently recruiting, Admin. Support  
Coordinator

### Community Development

**McRae Carmichael**, Program Director

**Jim Jacks**, Senior Planner

**Holly Byram**, Associate Planner

**Amy Dixon**, Associate Planner

**Kiel Jenkins**, Associate Planner

**Curt Fisher**, Associate Planner (starting in  
2023)

**John Schmidt**, Associate Project Manager

**Laura Conroy**, Associate Project Manager  
(starting in 2023)

**Silas Lobnibe**, Grant Admin. Specialist

### Small Business Financing

**Jeff Hilderbrand**, Small Business Leading  
Program Manager

### Transportation/GIS

**Mike Jaffe**, Program Director

**Ray Jackson**, Senior Planner,  
Transportation

**Karen Odenthal**, Senior Planner,  
Transportation

**Stephen Dobrinich**, Senior Planner,  
Transportation (starting in 2023)

**Lesley Hegewald**, Associate Planner,  
Data/GIS

**Juan Carlos Torres**, Associate Planner,  
Data/GIS

**Kim Sapunar**, Associate Planner

**Kindra Martinenko**, Associate Planner

**Lori Moore**, Admin. Specialist II

**Beth Schmidt**, SRTS Coordinator

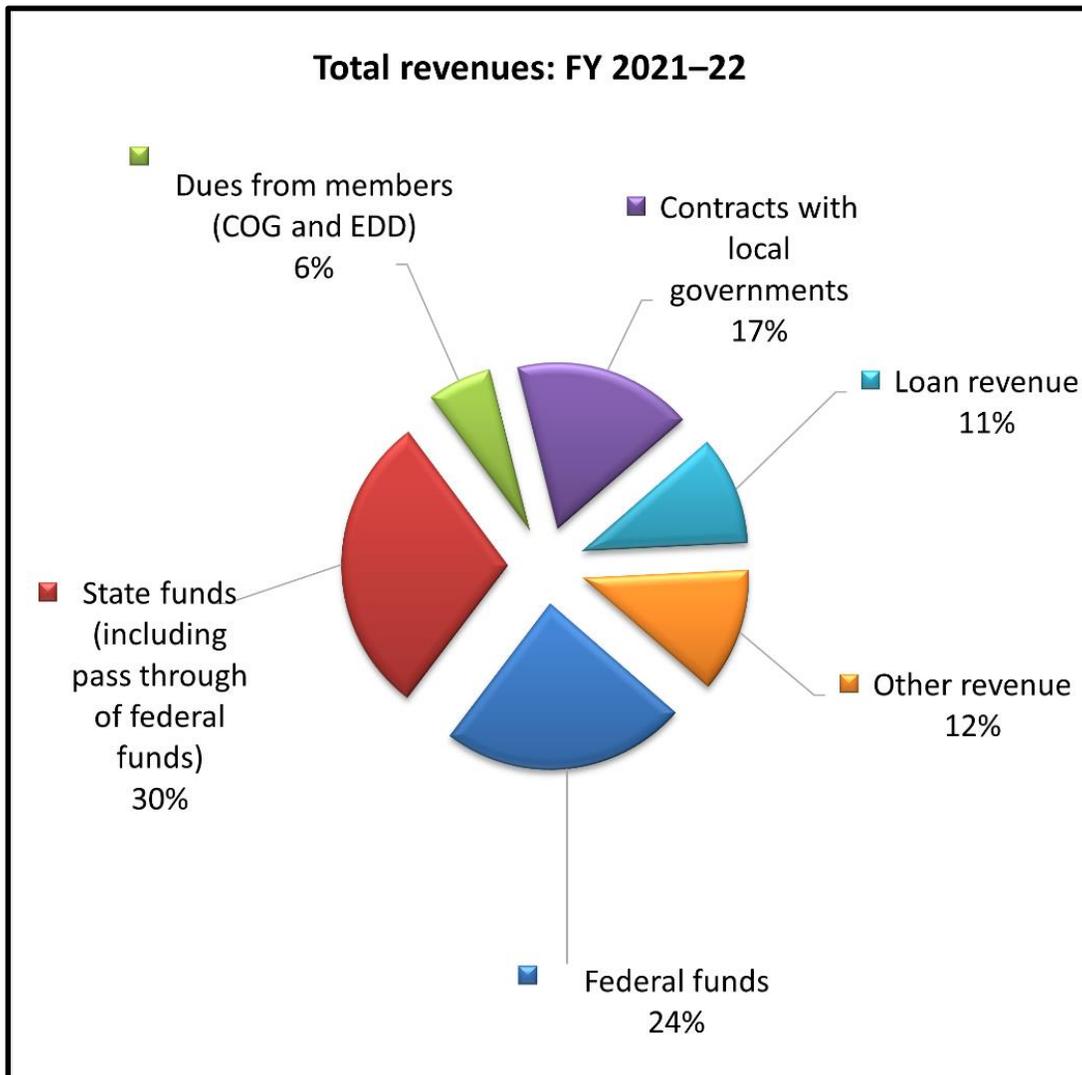
**Emily Loberg**, SRTS Assistant

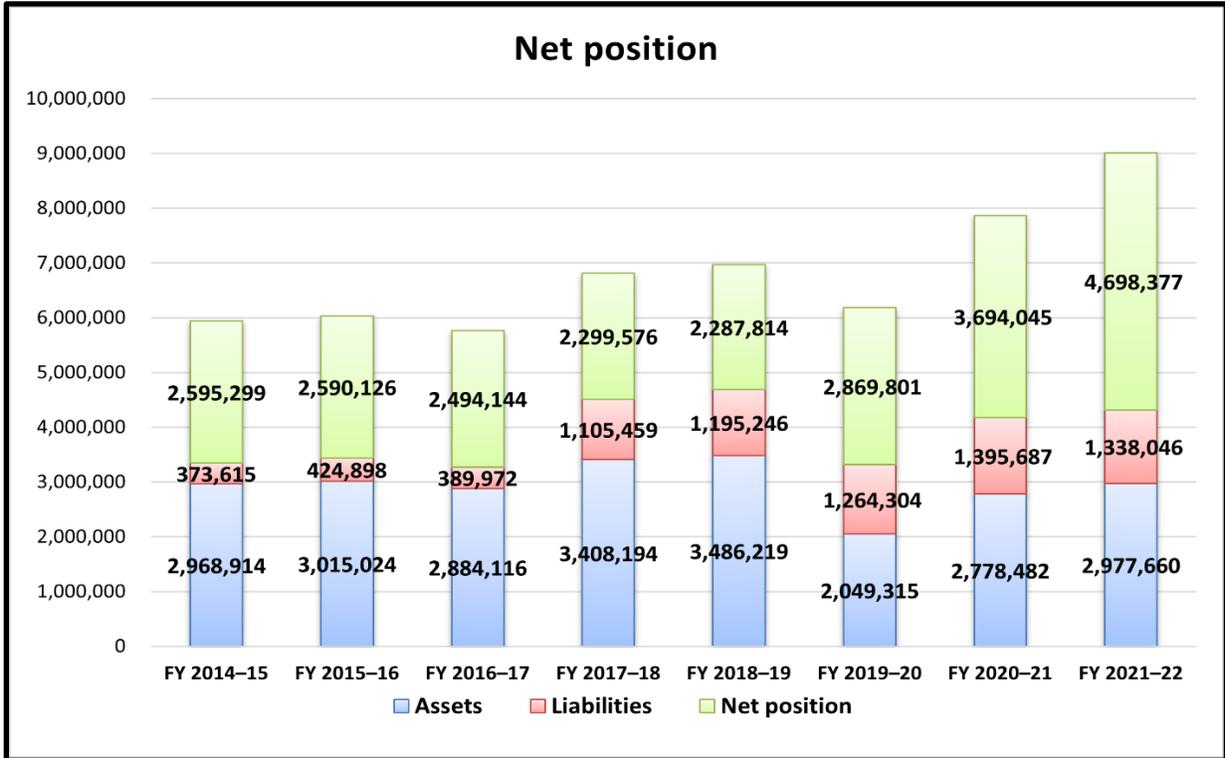
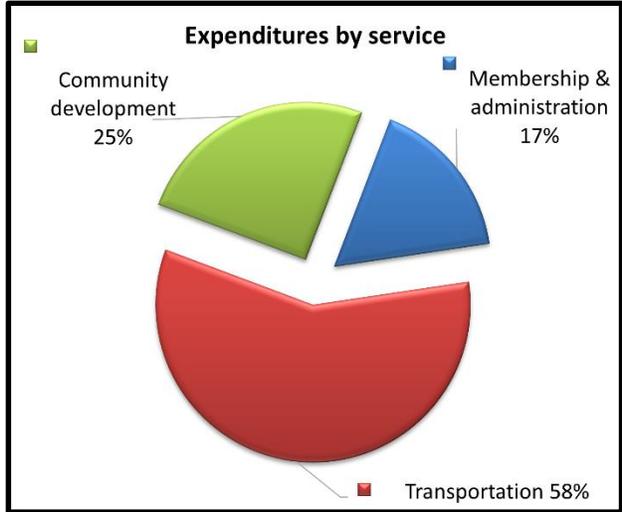
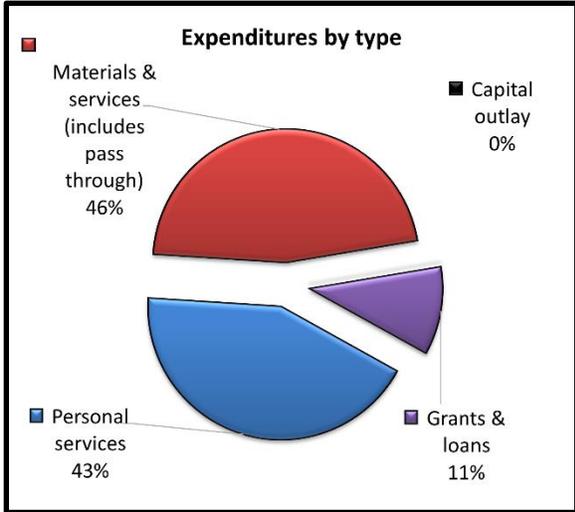
# Financial Services

The MWVCOG operated with a budget of \$8.66 million and a full-time equivalent (FTE) staff of 21.12 during the fiscal year 2021–22. Actual expenditures were \$5.6 million.

Major sources of revenue include dues from member governments, contracts with member governments for services, grants or contracts with state and federal agencies for a variety of services, pass through money from state and federal programs distributed

to our members and partners, and fees earned from small businesses for loans. The chart below illustrates the various sources of MWVCOG funding. The single most important source of revenue to the MWVCOG is dues from our member governments that provide for our basic operating costs and are also used as match funding to ensure access to state and federal grants and programs for the MWVCOG and our members.





# Remembrances



In October 1997, Denise VanDyke joined the Mid-Willamette Valley Council of Governments team. For the next 26 years, Denise served the membership and staff of the MWVCOG as an administrative assistant, a clerk to the board of directors, and an administrative coordinator in an exemplary manner and as a shining example of excellent public service. In December 2022, we lost Denise to a tragic accident. Her loss has been felt by not only staff and friends but also current and past board members. We will miss our co-worker; her support; and, most importantly, our friend.



*Photo by Karen Odenthal*



*Photo by Karen Odenthal*

# Acronyms

<b>ACT</b>	Area Commission on Transportation	<b>IJA</b>	Infrastructure Investment and Jobs Act
<b>ARPA</b>	American Rescue Plan Act	<b>ILP</b>	Intermediary Lender Program
<b>BAS</b>	Boundary and Annexation Survey	<b>LOMA</b>	Letter of Map Amendment
<b>BEAP</b>	Broadband Equity Access and Deployment Program	<b>MPO</b>	Metropolitan Planning Organization
<b>BLI</b>	Buildable Land Inventory	<b>MTSAP</b>	Metropolitan Transportation Safety Action Plan
<b>CARES</b>	Coronavirus Aid, Relief, and Economic Security	<b>MWACT</b>	Mid-Willamette Area Commission on Transportation
<b>CCAR</b>	Climate Change Adaptation and Resilience Roadmap	<b>MWVCOG</b>	Mid-Willamette Valley Council of Governments
<b>CCBI</b>	Chemeketa Center for Business and Industry	<b>NSSA</b>	North Santiam Sewer Authority
<b>CCRLS</b>	Chemeketa Cooperative Regional Library Service	<b>OAR</b>	Oregon Administrative Rule
<b>CDBG</b>	Community Development Block Grant	<b>ODOT</b>	Oregon Department of Transportation
<b>CEDS</b>	Comprehensive Economic Development Strategy	<b>OMPOC</b>	Oregon Metropolitan Planning Organization Consortium
<b>CFA</b>	Climate Friendly Area	<b>ORS</b>	Oregon Revised Statutes
<b>COG</b>	council of governments	<b>OTC</b>	Oregon Transportation Commission
<b>CPACE</b>	commercial property-assessed clean energy	<b>RLF</b>	revolving loan fund
<b>CQR</b>	Count Question Resolution	<b>RPAA</b>	Regional Planning Association of America
<b>DEQ</b>	Department of Environmental Quality	<b>RST</b>	Regional Solutions Team
<b>DLCD</b>	Department of Land Conservation and Development	<b>SBA</b>	Small Business Administration
<b>EDA</b>	Economic Development Administration	<b>SKATS</b>	Salem-Keizer Area Transportation Study
<b>EDD</b>	Economic Development District	<b>SRTS</b>	Safe Routes to School
<b>FCC</b>	Federal Communications Commission	<b>TIP</b>	Transportation Improvement Program
<b>FLAP</b>	Federal Lands Access Program	<b>UGB</b>	urban growth boundary
<b>FTE</b>	full-time equivalent	<b>URA</b>	Uniform Relocation Act
<b>GIS</b>	Geographic Information Systems	<b>USDA</b>	United States Department of Agriculture
<b>HB</b>	house bill	<b>VDI</b>	Valley Development Initiatives
<b>HNA</b>	Housing Needs Assessment		
<b>ICMA</b>	International City/County Management Association		



100 High Street SE, Suite 200  
Salem, Oregon 97301  
Phone: 503-588-6177  
Fax: 503-588-6094  
Email: [mwvcog@mwvcog.org](mailto:mwvcog@mwvcog.org)  
Website: [www.mwvcog.org](http://www.mwvcog.org)

## 2022 Board of Directors

**Chair:** Councilor Sal Peralta, McMinnville\*

**Vice Chair:** Councilwoman Lisa Leno,  
Tribal Council, Confederated Tribes of  
Grand Ronde\*

Commissioner Danielle Bethell, Marion  
County

Commissioner Jeremy Gordon, Polk County

Commissioner Casey Kulla, Yamhill County

Mayor Brian Dalton, Dallas

Mayor Cathy Clark, Keizer\*

Councilor Roxanne Beltz, Monmouth

Mayor Rick Rogers, Newberg

Mayor Chuck Bennett (January–October),  
Salem

Mayor Chris Hoy (October–December),  
Salem

Mayor Eric Swenson, Woodburn

Mayor Jim Kingsbury, Sublimity and small  
cities of Marion County (Aumsville, Aurora,

Detroit, Donald, Gates, Gervais, Hubbard,  
Idanha, Jefferson, Mt. Angel, Scotts Mills,  
Silverton, St. Paul, Stayton, Sublimity, and  
Turner)

Mayor John McArdle, Independence and  
small cities of Polk County (Falls City and  
Independence)

Mayor Linda Watkins, Carlton; small cities  
of Yamhill County (Amity, Carlton, Dayton,  
Dundee, Lafayette, Sheridan, Willamina,  
and Yamhill)

Lisa Rogers, Board of Directors, Chehalem  
Park & Recreation District

Betsy Earls, Board of Education, Chemeketa  
Community College

Terry Hsu, Board of Directors, Marion Soil  
& Water Conservation District

Ian Davidson, Board of Directors, Salem  
Area Mass Transit District (Cherriots)\*

María Hinojos Pressey, School Board,  
Salem-Keizer Public Schools

Frank W. Pender, Jr., Board of Directors,  
Willamette Education Service District

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\*Members of the Executive Committee