

JURISDICTIONAL TRANSFER ADVISORY COMMITTEE

Report to the Joint Committee on Transportation

2024

JURISDICTIONAL TRANSFER ADVISORY COMMITTEE

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INTRODUCTION

During the 2023 legislative session, the Oregon Legislature passed House Bill 2793, establishing a Jurisdictional Transfer Advisory Committee (Committee). The purpose of the Committee is to recommend funding the jurisdictional transfer of state highway sections to the Oregon State Legislature's Joint Committee on Transportation.

The Committee members were appointed by the Governor, and it is staffed by the Oregon Department of Transportation (ODOT).

The Committee is tasked with developing and recommending a list of three jurisdictional transfer candidates per biennium for funding to support the transferring portions of state highways from ODOT to a city or county. These recommendations are submitted by report to the Joint Committee on Transportation in September of even numbered years, in compliance with ORS 192.245

Since members were appointed in the fall of 2023, the Committee has met six times to develop a charter, selection criteria, application materials, and to review submitted applications. Applications were received from the City of Tigard and from the City of Hood River. Both jurisdictions have been in talks with ODOT about the transfers prior to the application and have the support of the relevant ODOT Region.

Applicant jurisdictions are expected to provide 20% of the cost to transfer and provide a vision that describes the applicant's plan for managing and improving the highway.

Only two transfer applications were received in this first cycle. To raise awareness of the opportunity, ODOT placed articles in newsletters for both the League of Oregon Cities and Association of Oregon Counties. Staff also worked with the ODOT Regions to ensure any jurisdictions currently discussing transfers with ODOT were aware of the new Committee, its charge, and the opportunity for local governments to apply for the committee's consideration. It is anticipated that the next round in 2026 will generate a larger pool of jurisdictional transfer candidate applications.

JURISDICTIONAL TRANSFERS TO RECOMMEND FOR FUNDING

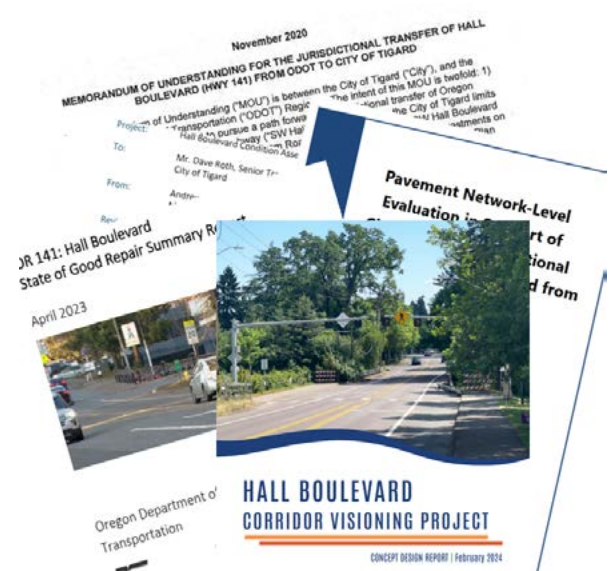
OR141 / Hall Boulevard: Locust Street to Durham Road, City of Tigard

The proposed Jurisdictional Transfer of Hall Boulevard (OR141) includes approximately 3 miles between Locust Street (MP 4.09) and Durham Road (MP 7.07). The City completed a corridor visioning project early in 2024 and envisions two travel lanes with a center turn lane, and an expanded roadway footprint to include consistent grade-separated walking and biking facilities, pedestrian scale lighting, enhanced bus stops, enhanced pedestrian crossings, and additional tree canopy.

Currently Hall Boulevard does not have continuous walking and biking facilities and has few safe crossing opportunities. The corridor ranks high in Tigard’s Safety Action Plan and there have been 14 fatal or serious injuries between 2013 and 2022. The area includes a high concentration of people of color and people experiencing low incomes. The City of Tigard utilizes an equity lens when selecting projects for their Capital Improvement Plan, and various projects such as Steve Street Park and Locust Street Sidewalk improvements are being developed to serve these areas. However, without making improvements to the Hall Blvd Corridor the community members in these areas will still have a barrier to accessing them.

The City of Tigard and ODOT Region 1 staff have estimated that the cost to bring the proposed segment to a state of good repair and the desired standard is \$81M. ODOT is delivering improvements in this segment that include Americans with Disabilities Act (ADA) compliant curb ramps and a planned enhanced pedestrian crossings with crosswalk and rectangular rapid flashing beacons (RRFBs) at SW Ashford and Fanno Creek/Omara. Other funded pedestrian safety improvements include illumination, signal timing, signing, striping, and tree trimming. These upcoming, funded improvements have a value of \$18.5M. The City and ODOT worked closely with Representative Bowman to secure funds for these improvements. The City of Tigard has a street improvement fee and local gas tax which will be used to cover long-term maintenance and complete efforts to meet the City’s vision for the Corridor.





Cost to Transfer

<p>1. Provide the mutually agreed upon estimate of the cost to bring this section of highway up to the desired standard after transfer.</p> <ul style="list-style-type: none"> • Estimate includes current projects along Hall Blvd being delivered by ODOT, along with the proposed State of Good Repair and safety betterments. • State of Good Repair items are outlined below. • The Safety Betterments will be identified by the City of Tigard. 	<p>\$81,000,000</p>
<p>2. Provide a list of what ODOT has agreed to do to improve the section of highway associated with the transfer, and the estimated value of those improvements.</p> <ul style="list-style-type: none"> • K22421 OR141 ADA Project – Replacing settlement ramps. (\$10M) • Rep. Bowman secured \$3M in state funds to be used for pedestrian improvements on Hall Blvd. Project includes RRFB at SW Ashford and other pedestrian safety improvements including illumination, signal timing, signing, striping, and tree trimming. (\$2.4M) • K22647 OR 141: SW Hemlock-SW Spruce (\$3.5M) • K23509 OR141: Fanno Creek – Omara RRFBs (\$2.6M, including Rep Salinas Congressional Designated \$1M and \$550K of the Rep Bowman \$3M identified above) 	<p>\$18,500,000</p>
<p>3. Subtract line 2 from line 1. This is the cost to transfer =</p>	<p>\$62,500,000</p>
<p>4. Multiply cost to transfer (above) by 20%. This is the local share =</p> <ul style="list-style-type: none"> • In lieu of a cash contribution the City will provide the 20% match with maintenance credits over a 20 year time horizon following transfer. 	<p>\$12,500,000</p>
<p>5. Subtract line 4 from line 3. This the total amount requested:</p> <ul style="list-style-type: none"> • \$30M for agreed upon State of Good Repair items • \$20M for City-identified Betterments 	<p>\$50,000,000*</p>

State of Good Repair improvements to be completed with the requested \$30M include:

- Improve pedestrian access and connectivity by replacing non-compliant ADA ramps
- Pavement resurfacing and rehabilitation to improve ride quality for vehicles and cyclists.
- Safety improvements including replacing striping, tree trimming and signal improvements for detection and ADA-compliant pedestrian push buttons.
- Replacement of the Ash Creek Bridge
- TV inspection and cleaning of all storm water conveyance systems and repairs as needed.

The Committee unanimously recommends this transfer and funding in the amount of \$50M to the Joint Committee on Transportation. The Oregon Department of Transportation provided a letter of support for the City of Tigard's application for the jurisdictional transfer of Oregon Highway 141, Hall Boulevard and related request for \$30 million in funds toward the State of Good Repair for Hall Boulevard, contingent on the transfer of the facility by the Oregon Transportation Commission.



OR281, City of Hood River

The proposed Jurisdictional Transfer of OR-281 from the intersection of 13th street and Cascade Avenue to the intersection of Pacific Avenue and 12th Street will transform the City of Hood River's Heights District from its current state as a vehicular focused business district with no bicycle infrastructure and minimal pedestrian infrastructure into a vibrant and accessible hub for local city residents.

This section of OR-281 is a one-way couplet without any bike lanes, traffic calming strategies, or pedestrian crossing lights outside of two signalized intersections. Vehicle turning movements, one-way traffic patterns, and speed place pedestrians and bicyclists in conflict with vehicles.

The Heights is home to four schools, the city's only hospital, and a federally-qualified health center, as well as a diverse mix of locally owned businesses. Almost all residential properties in Hood River (97%) are within a one-mile radius of the Heights. Data from the 2018-2022 American Community Survey indicates the Heights area has a higher concentration of individuals living below the poverty threshold as compared to the surrounding neighborhoods.





The City of Hood River estimates that the cost to bring the segment proposed for transfer up to the desired standard with envisioned safety and multimodal improvements and into a state of good repair is \$41.8M. The City completed a four-year planning process resulting in an locally adopted "Heights Streetscape Plan." This plan envisions the reconfiguration of traffic patterns to separate through-district traffic from neighborhood traffic, the addition of separated cycle tracks, and the installation of enhanced crosswalks, along with other improvements. ODOT is contributing Americans with Disabilities Act (ADA) compliant curb ramps with a value of \$3.5M. The remaining funding request for jurisdictional transfer is \$38.3M. The City of Hood River established an Urban Renewal District which will provide the City's 20% funding match, an amount of \$7.7M.

Cost to Transfer

<p>1. Provide the mutually agreed upon estimate to bring this section of highway up to the desired standard after transfer.</p> <ul style="list-style-type: none"> • Critical path projects needed to transition away from two one-way couplets, making 13th a dedicated through street and 12th a neighborhood street optimized for bike/ped • ADA curb ramp installations required under ODOT settlement agreement. 	<p>\$41,800,000</p>
<p>2. Estimated cost of improvements ODOT agreed to deliver in this section of highway associated with the transfer, and the estimated value of those improvements.</p> <ul style="list-style-type: none"> • ODOT remediated ADA curb ramps outsideof the Heights Streetscape Plan and on 12th Street. 	<p>\$3,500,000</p>
<p>3. Subtract line 2 from line 1. This is the cost to transfer =</p>	<p>\$38,300,000</p>
<p>4. Multiply cost to transfer (above) by 20%. This is the local share =</p> <ul style="list-style-type: none"> • Hood River Heights Urban Renewal District funds for the Heights Streetscape Plan improvements. 	<p>\$7,700,000</p>
<p>5. Subtract line 4 from line 3. Total amount requested:</p>	<p>\$30,600,000</p>



Specific improvements expected to be completed with the requested funds include:

- Transition of 13th Street to a two-way road with a center turn lane, with 13th becoming the primary route for through district traffic.
- Enhanced crosswalks with curb bump outs, signage, and striping at intersections along 13th Street to improve neighborhood access and safety for people walking and biking.
- Approximately 4,800 feet (34,000 square feet) of new sidewalk. Sidewalks are widened with Six pedestrian operated rectangular rapid flashing beacons (RRFBs) at key intersections and crossings to improve safety.
- New medians, curb bump outs, and restriping on 13th Street, to reduce vehicle speeds.
- A new roundabout at the intersection of 13th and May Streets to improve intersection performance and improve safety while continuing to accommodate freight traffic.
- Reconstruction of Taylor Avenue with new sidewalks and two-way cycle track, as identified in Hood River County’s Safe Routes to School Plan, to establish safe comfortable east/west crossing.
- Realignment and improvements of key intersections at 12th Street, 13th Street, and Belmont Avenue, to establish 12th Street as a pedestrian and bike focused neighborhood street.
- Interim two-way north/south cycle track along 12th Street, consistent with Safe Routes to School Plan. (Two-way cycle track will be made permanent at a later project phase).
- A southbound bus stop on 13th Street and a northbound bus stop on 12th Street, consistent with Hood River Transportation District’s Master Plan.



The Committee unanimously recommends to the Joint Committee on Transportation this transfer be considered for funding in the amount of \$30.6M. Region 1 of the Oregon Department of Transportation submitted a letter of support for the City of Hood River’s application for the jurisdictional transfer of Oregon State Highway 281 in Hood River, made contingent on the transfer of the facility by the Oregon Transportation Commission.

FURTHER RECOMMENDATIONS

In this inaugural cycle of the Jurisdictional Transfer Advisory Committee, the committee focused on establishing and refining the objective criteria to align with ODOT's Strategic Plan and the 2023 Oregon Transportation Plan including prioritizing safety, community vision, climate impacts, and economic benefits of investment. The committee worked closely with the local jurisdictions to ensure the process was fair, equitable, and accessible regardless of jurisdiction size, capacity, or geography. The committee also worked to verify both broad support and readiness for project implementation. The committee's overarching goal was to establish a process which would be predictable for applicants, trustworthy for funders/lawmakers, and which could sustainably contribute to an objectively prioritized list of jurisdictional transfers for funding each biennium, as part of a statewide "complete streets" investment strategy for Oregon's communities.

In the coming year the Committee will utilize the lessons learned and feedback received in the first round to refine the application materials and update the charter. We will also work to increase awareness across Oregon about the jurisdictional transfer opportunities available through the committee, so that more jurisdictions will be ready to apply for the next cycle in 2025-2026.