

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** July 19, 2023    **Approx. Start Time:** 10:00 am    **Approx. Length:** 60 minutes

**Presentation Title:** Transportation Funding

**Department:** Transportation & Development (DTD)

**Presenters:** Dan Johnson - Director, Mike Bezner – Assistant Director

**Other Invitees:** N/A

### WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Staff is seeking policy direction on transportation funding and approval to reassign Community Road Fund Congestion Relief funds.

### EXECUTIVE SUMMARY:

On August 3, 2022 staff updated the Board on the various funding sources utilized by the County to fund needed transportation improvements and maintenance. Those funding sources primarily focused on transportation in Clackamas County include:

- State Highway Funds,
- Secure Rural Schools funding,
- Community Road Funds,
- Strategic Investment Funds,
- State and Federal grants,
- Urban Renewal and
- System Development Charges

These are not the only possible funding sources of transportation funding in the State, but only those which are currently utilized by Clackamas County.

At the conclusion of the August 3, 2022 presentation there was a request by the Board for Staff to return with a discussion on a County wide diversion plan with an equitable distribution of projects, along with an opportunity for the Board to revisit previous policy direction regarding the Community Road Fund.

### Community Road Fund (Local Vehicle Registration Fee)

Adopted in 2019, the Community Road Fund (CRF) is the first and only countywide locally generated road fund in Clackamas County, Per the BCC's ordinance that created it, this fund allocates revenue from the County's portion of the local vehicle registration fee to:

- Congestion relief projects from the TSP that are proposed by the Community Road Fund Advisory Committee (CRFAC) and approved by the BCC.
- Safety projects from the TSAP with input from the Traffic Safety Commission (TSC).
- Local road paving projects from the Network-Level Five-Year Maintenance and Rehabilitation Plan, road jurisdictional transfers and projects of mutual concern between the County and a city, as recommended by C4 and approved by the BCC.

Prior to the adoption of this program there was extensive public outreach to the public and businesses throughout the county and these were the focus areas most supported.

**Attachment A** is a map illustrating current and historic Community Road fund projects, as well as projects funded through HB 2017, an increase of State Highway Funds that prior Boards have specifically directed towards paving and safety projects.

With few limitations on Community Road funding, it is able to be extensively leveraged against other funding sources, most notably System Development Charges (SDCs) and can be distributed on urban or rural projects.

Staff meets semi-annually with the CRFAC and brings any proposed adjustments to the Board for final consideration.

### Diversion Planning

Generally speaking the diversion of traffic is the result of redirected trips based on traffic volumes or acts constraining the flow of traffic, such as a crash or the implementation of a tolling program. Diversion creates congestion and safety issues on the adjoining transportation system. Irrespective of the current regional tolling discussion, the county transportation system is already feeling the impacts of existing diversion and has been planned accordingly.

Analysis of these systematic issues are primarily done through the development of the following plans:

#### Transportation System Plan (TSP), Chapter 5 of the County Comprehensive Plan

- Current plan adopted by BCC in 2013 – Major updated planned to begin in 2023
- Reflects relevant national, state, and regional transportation and planning requirements, and provides policies, guidelines and projects to meet transportation needs for residents, businesses and visitors in unincorporated Clackamas County for 20 year period.

#### Transportation Safety Action Plan (TSAP)

- Current plan adopted by BCC in 2019
- This plan is the roadmap to achieve the County's goal to eliminate fatal and serious injury crashes on its roads by 2035.

These plans serve as the foundation for the development of the 5 Year Transportation Capital Improvement Plan that includes funded projects that are scheduled to be constructed in the next 5 years. As noted above, the TSP is planned to begin a major update this year. This update will include significant public outreach, engagement with interested parties and agencies, the Planning Commission and final review and approval by the Board of County Commissioners. This plan guides investments on the County's transportation network to address many issues, including diversion.

It is possible that diversion could also change paving maintenance and rehabilitation priorities. Currently paving projects are developed using the County's 2022 Network-Level Five-Year Maintenance and Rehabilitation Plan. While existing diversion is already reflected in this plan, future tolling might have an impact. However, this will be dependent on ODOT's proposed mitigation projects and whether heavy trucks divert from I-205 and I-5.

### Tolling Mitigation Projects

As the Board is aware, staff has worked over the past months to thoroughly review the environmental Assessment (EA) for I-205 tolling. The County submitted to the Oregon Department of Transportation (ODOT) a lengthy comment letter identifying concerns and deficiencies in the EA. ODOT is currently reviewing all comments and will be revising the EA, although the timetable for the revision is unclear. The final EA will include mitigation projects that ODOT must fund as part of the I-205 project, but the County won't know the exact scope until the final EA is published. As mentioned above, there are already known issues with existing diversion. ODOT is not planning to participate in funding projects to mitigate existing diversion and a number of these projects are already called out in our TSP/5 Year CIP.

With ODOT's recent release of the Urban Mobility Finance Plan, there is additional analysis needed and a discussion with the Board as we go forward.

Work has just begun on ODOT's second tolling project known as the Regional Mobility Pricing Project (RMPP), which will toll I-5 and I-205. Although no traffic modelling work has been completed at this time, County staff

have already identified over a hundred potential projects that might be needed to address diversion on the County transportation system. Work on this will continue as the project proceeds.

### Equitable Distribution of Projects

Project distribution is guided by several factors, but primarily by *need* and *funding*.

*Need:* The need for a particular project is data driven by factors impacting a particular roadway, such as congestion levels, crash history, or pavement condition. This data is collected and analyzed in the aforementioned planning documents including the TSP, TSAP and Network-Level Five-Year Maintenance and Rehabilitation Plan.

*Funding:* Funding sources vary based on the urban or rural location of the project.

#### *Urban* Funding sources:

- State and Federal grants\*
- Urban Renewal\*
- System Development Charges\*
- Community Road Funds
- State Highway Funds (Minimal)

\* "conditions" on funding

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#### *Rural* Funding sources:

- State and Federal grants\*
- System Development Charges\*
- Community Road Funds
- State Highway Funds (Minimal)

Staff attempts to distribute projects as equitably as possible, although the various funding sources and what they can be used for are guided by state statute, local program development and grant criteria.

Funded projects are included in the County's 5 Year Transportation *Capital Improvement* Plan (CIP).

### Actions to proactively deal with Diversion:

As noted above, the County's TSP already includes a number of projects dealing with issues caused by known diversion. Projects in the TSP are advanced when funding becomes available. One such funding opportunity has presented itself for Board consideration.

The Johnson Creek Boulevard (55th Avenue to Bell Avenue) project was originally selected by the CRFAC and approved by the BCC to be partially funded by CRF congestion relief funds. However, after re-evaluating the project in response to public feedback and new scoping, staff has determined that the reduction to congestion is much less than originally thought. Therefore, staff believes the Johnson Creek Boulevard project should be limited to paving the existing surface using HB2017 Road Funds and CRF congestion relief funds should be reallocated to a different congestion relief project.

The next project on the prioritized list of capacity improvement projects is the 65<sup>th</sup>/Elligsen/Stafford Road Roundabout project at an estimated construction cost of \$13-14 million. There are existing congestion and safety issues at this intersection which will be exacerbated by further diversion should tolling be implemented.

Staff reviewed the issue with the CRFAC and asked for committee support to reallocate the CRF funds from the Johnson Creek Boulevard project to a different congestion relief project. The CRFAC voted to recommend reallocating the \$6.8 million in CRF to the 65th/Elligsen Rd/Stafford Rd Roundabout project.

This CRF funding allocation will be leveraged against other funding, including SDCs and contributions from other jurisdictions to begin project design and move toward fully funding the estimated project cost.

## FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget?  YES  NO

What is the cost? \$6.8 million

What is the funding source? Community Road Fund

## STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department's Strategic Business Plan goals?  
The Transportation Line of Business's purpose is to provide safety, maintenance, engineering, construction and operation services to users of the transportation service so they can travel safely and efficiently in Clackamas County.
- How does this item align with the County's Performance Clackamas goals?  
This project aligns with the goals of:
  - Build public trust through good government
  - Build a strong infrastructure
  - Ensure safe, healthy and secure communities

## LEGAL/POLICY REQUIREMENTS:

State Highway funds and Community Road Funds are limited by the Oregon Constitution to be spent for road purposes.

## PUBLIC/GOVERNMENTAL PARTICIPATION:

CRFAC and TSC meetings are noticed public meetings. In addition, the TSP was heard by the Planning Commission and adopted by the BCC in public meetings. The CRF ordinance was adopted by the BCC after public hearings and public meetings throughout the County.

## CONSIDERATION #1 OPTIONS:

1. Direct staff to continue to focus on Congestion, Safety, Local Road paving, jurisdictional transfers and projects of mutual concern between the County and a city when prioritizing CRF projects with the CRFAC for consideration by the Board.
2. Direct staff to propose a CRF ordinance amendment to change the legal uses of the CRF.

## CONSIDERATION #1 RECOMMENDATION:

Option 1: Direct staff to continue to focus on Congestion, Safety, Local Road paving, jurisdictional transfers and projects of mutual concern between the County and a city when prioritizing CRF projects with the CRFAC for consideration by the Board.

## CONSIDERATION #2 OPTIONS:

1. Direct staff to reallocate \$6.8 million of Community Road Funds (CRF) from the Johnson Creek Boulevard, 55<sup>th</sup> Ave to Bell project to the 65<sup>th</sup>/Elligsen/Stafford Road Roundabout project as recommended by the CRFAC.
2. Direct staff to reallocate \$6.8 million of Community Road Funds (CRF) from the Johnson Creek Boulevard, 55<sup>th</sup> Ave to Bell project to a different project.


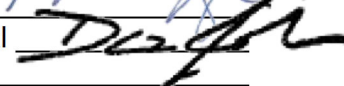
**CONSIDERATION #2 RECOMMENDATION:**

Option 1: Direct staff to reallocate \$6.8 million of Community Road Funds (CRF) from the Johnson Creek Boulevard, 55<sup>th</sup> Ave to Bell project to the 65<sup>th</sup>/Elligsen/Stafford Road Roundabout project as recommended by the CRFAC.

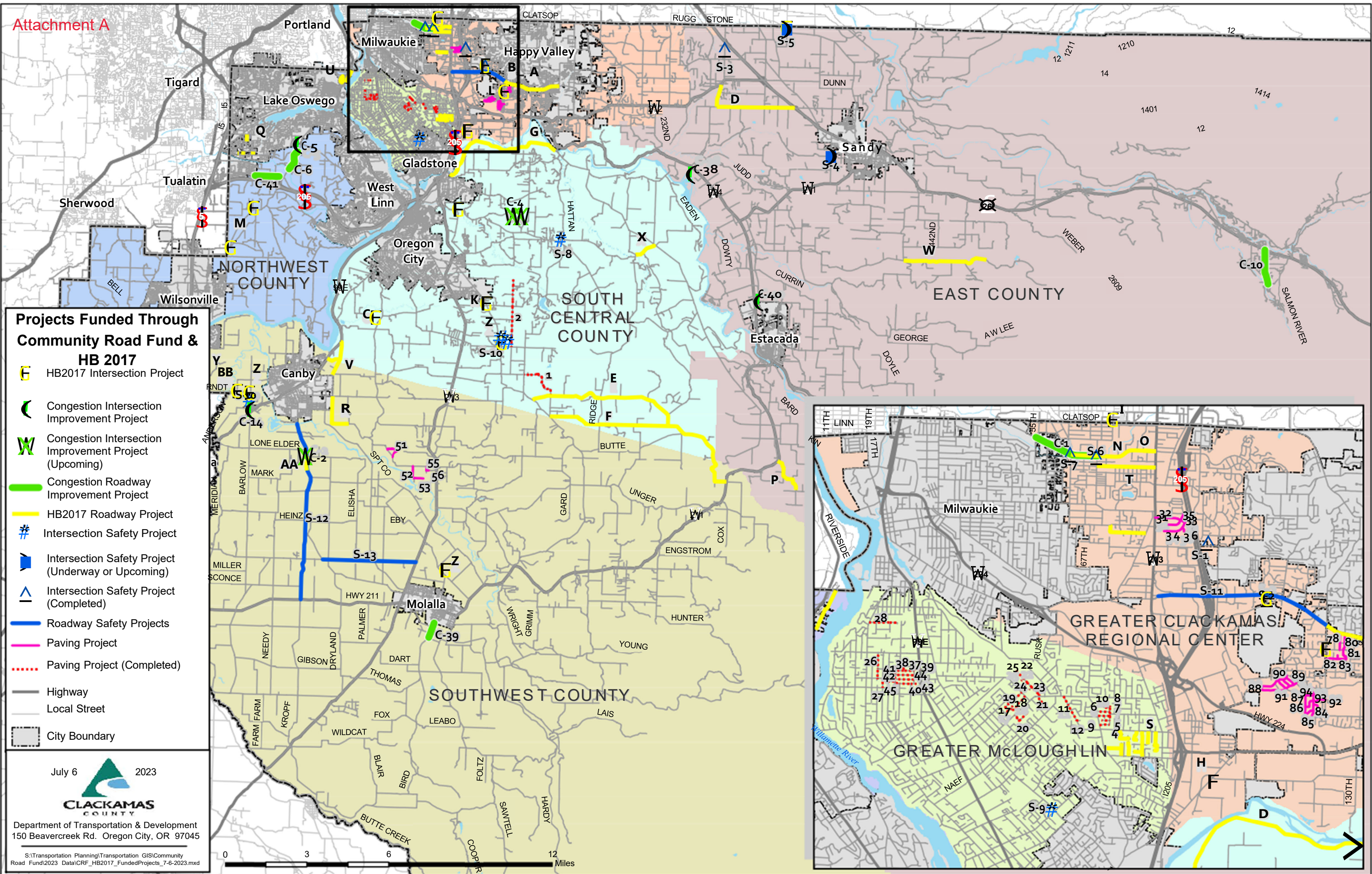
**ATTACHMENTS:**

Attachment A: CRF/HB 2017 Project Map

**SUBMITTED BY:**

Division Director/Head Approval   
Department Director/Head Approval   
County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments, please contact Mike Bezner: [mikebez@clackamas.us](mailto:mikebez@clackamas.us) or 503-742-4651



**Projects Funded Through  
Community Road Fund &  
HB 2017**

- HB2017 Intersection Project
- ◐ Congestion Intersection Improvement Project
- Congestion Intersection Improvement Project (Upcoming)
- ▬ Congestion Roadway Improvement Project
- ▬ HB2017 Roadway Project
- # Intersection Safety Project
- ▬ Intersection Safety Project (Underway or Upcoming)
- ▬ Intersection Safety Project (Completed)
- ▬ Roadway Safety Projects
- ▬ Paving Project
- ▬ Paving Project (Completed)
- ▬ Highway
- ▬ Local Street
- City Boundary

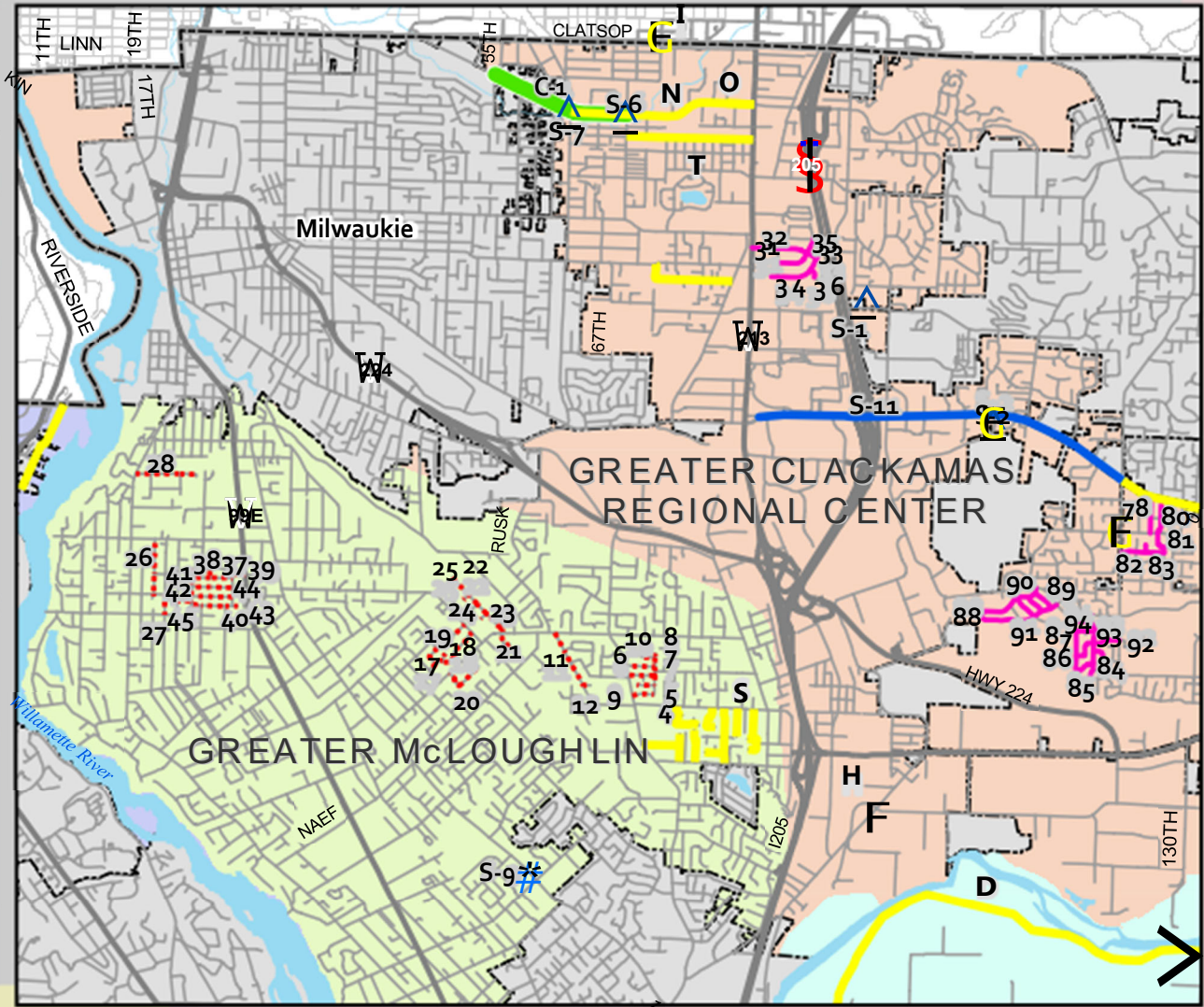
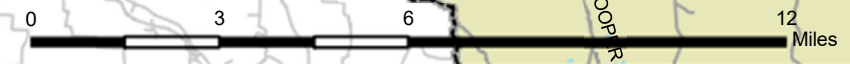
July 6 2023



**CLACKAMAS COUNTY**

Department of Transportation & Development  
150 Beaver Creek Rd. Oregon City, OR 97045

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PROJECTS FUNDED THROUGH COMMUNITY ROAD FUND (CRF) & HB 2017 – July 2023

Safety Projects	
S-1	Bob Schumacher Rd & Causey Rd
S-2	Sunnyside Rd & Sunnybrook Blvd
S-3	282nd Ave & Haley Rd
S-4	362nd Ave & Colorado Rd
S-5	Bluff Rd & 327th Ave
S-6	Johnson Creek Blvd & Bell Ave
S-7	Johnson Creek Blvd & Linwood Ave
S-8	Redland Rd & Fischers Mill Rd
S-9	Oatfield Rd & Jennings Ave
S-10	Beavercreek Rd and Barlow Rd
S-11	Sunnyside Rd (between Clackamas Town Center & 122nd)
S-12	Canby-Marquam Hwy (between Molalla River & Hwy 211)
S-13	Barnards Rd (between Hwy 213 & Jackson Rd)

Congestion Relief Projects	
C-1	Johnson Creek Blvd
C-2	Canby-Marquam Hwy
C-4	Redland Rd (intersections with Ferguson & Bradley)
C-5	Stafford Rd (Childs Rd to Tualatin River)
C-6	Stafford Rd (Childs intersecion)
C-10	Welches Rd
C-14	Barlow Rd
C-38	Amisigger Rd (OR 224 intersection)
C-39	Molalla Ave (Sawtell Rd to Molalla City Limits)
C-40	Duus Rd (Eagle Creek Rd intersection)
C-41	Borland Rd (Tualatin City Limits to Rolling Hills Church)

Paving Projects	
1	Carus Rd
2	Ferguson Rd
4	San Marcos Ave
5	Antigua Ave
6	Cypress Ave
7	Renada St
8	Eldorado Ct
9	Del Rey Ave (Cypress to Antigua)
10	Del Rey Ave (Cypress to dead end)
11	Aldercrest Ct
12	Kern Ct
17	El Centro Way
18	El Centro Ct
19	La Mesa Way
20	Sierra Vista Dr
21	Harmon Ct
22	Vista Ln
23	Ancona Ct
24	Bantam Ct
25	Cornish Ct
26	Lee Ave
27	Arista Dr
28	Silver Springs Rd
31	Owen Dr (85th to King)
32	King Rd (82nd to Owen)
33	King Rd (Owen to Spencer)
34	Spencer Rd
35	Owen Dr (King to Marcus)

Paving Projects (cont.)	
36	Spencer Ct
37	Woodland Way
38	Park Rd
39	Chestnut St
40	Laurel St
41	Pine Ln
42	Bunnell St
43	Maple St
44	Walnut St
45	Park Entrance Rd
51	Adkins Cir
52	Fish Rd
53	Buff Rd
55	Airport Rd
56	Landing Ln
78	125th Ave
80	126th Ave (north of Mather Rd)
81	126th Ave (south of Mather Rd)
82	Huron St
83	124th Pl
84	119th Ave
85	Grand Vista Dr
86	117th Ave
87	Landis Dr
88	Highland Loop
89	Meadows Ln
90	Terrace Dr
91	Summit Dr

Paving Projects (cont.)	
92	Mountain Sun Rd
93	Regal Ct
94	Broyles Ct

BLUE – Completed or Underway Safety Project

GREEN – Upcoming Congestion Relief Projects

RED – Completed Paving Project

**HB 2017 Projects**

- A. Sunnyside Rd (132<sup>nd</sup> Ave to 162<sup>nd</sup> Ave) – Paving
- B. Sunnyside Rd (122<sup>nd</sup> Ave to 132<sup>nd</sup> Ave) – Paving
- C. Central Point Rd & New Era Rd – Intersection Realignment
- D. Clackamas River Dr – Paving
- E. Lower Highland Package – Paving
- F. Upper Highland Road Package – Paving
- G. Kelso Rd & Richey Rd Package – Paving
- H. Jennifer Rd & Evelyn Rd – Safety Improvements
- I. 72<sup>nd</sup> Ave & Luther Rd Intersection – Safety Improvements
- J. Sunnyside Rd & Sunnybrook Blvd – Safety Improvements
- K. Beavercreek Rd & Henrici Rd – Safety Improvements
- L. 122<sup>nd</sup> Ave & Mather Rd – Intersection Control Feasibility Study
- M. Stafford Rd & Gage Rd/Schatz Rd – Intersection Safety Improvements
- N. \*Johnson Creek Blvd (82<sup>nd</sup> Ave to Milwaukie Limits) Improvements

**HB 2017 Projects (cont.)**

- O. \*Johnson Creek Blvd (79<sup>th</sup> Pl to 82<sup>nd</sup> Ave)
- P. Hillockburn Rd Paving Package
- Q. Pilkington Paving Package
- R. Mulino Paving Package
- S. West Clackamas Paving Package
- T. Overland Paving Package
- U. Birdshill Paving Package
- V. Haines Rd Paving Package
- W. Wildcat Mountain Dr Paving Package
- X. Fischers Mills Paving Package
- Y. Airport Rd & Miley Ave – Traffic Safety and Capacity
- Z. Intersection Feasibility Study (multiple intersections)
- AA. Canby-Marquam Hwy – Safety Improvements
- BB. Knights Bridge Rd & Arndt Rd – Safety Improvements