

# **CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS**

## **Policy Session Worksheet**

**Presentation Date:** 10/24/17      **Approx. Start Time:** 2:00pm   **Approx. Length:** 60

minutes   **Presentation Title:** Road Transfer Policy

**Department:** Transportation and Development

**Presenters:** Mike Bezner

**Other Invitees:** Barb Cartmill, Randy Harmon

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

No action is requested at this time. This is informational only.

### **EXECUTIVE SUMMARY:**

Clackamas County owns and maintains a few dozen miles of roads within city boundaries. The county discusses transferring jurisdiction of some of these roads on a regular basis, but there is no governing policy to assist staff to identify which roads should be pursued, when they should be pursued, and how much compensation the county should offer the cities to take them. Most Urban Growth Management Agreements (UGMAs) between the cities and the county include provisions as to when these roads should be transferred and how much money the county should pay to make the transfer, but the agreements are not consistent and many were negotiated a long time ago.

There are a few different scenarios where road transfers are currently considered with different practices:

- Local Access Roads are public roads that have never been accepted as county roads. These automatically transfer when the city annexes the road and require no further action or payment.
- When a city development occurs on a county road, the county requires a city to take jurisdiction in order to have the new roadwork be to city standards instead of county standards.
- Existing county roads within cities are sometimes transferred after the county resurfaces the road and improves its condition.
- When a city annexes the road, jurisdiction is sometimes transferred. However this is difficult to do when it is a cherry-stem annexation and only a portion of the road is annexed.

Each individual road transfer has its own compensation terms based on unique negotiations for each transfer. Oftentimes cities will take roads without compensation if they want to apply their own road standards, but other instances of this are rare. Usually the county offers a payment equal to the cost of a 2" asphalt concrete overlay over the entire existing paved area of the road. Even then, the cost is negotiated based on current asphalt prices.

Staff intends to develop a road transfer policy moving forward that will be consistent with annexation policies and future UGMA updates. The policy will have to consider the following:

- Road conditions vary. If a road has a Pavement Condition Index (PCI) of 75 or greater, the county likely wouldn't offer any compensation. But, for a PCI of less than 75 the county would offer payment based on the cost of a 2" overlay. For roads in particularly poor condition that require more than a 2" overlay, the county should consider repairing the road prior to transfer or arranging a different payment. A method of determining the price will be investigated.
- Some roads cost very little to maintain. A cost/benefit analysis can be made to determine whether the county will want to keep jurisdiction of a road if it costs far less to maintain than to transfer.
- When cities annex cherry-stems or islands, a city should take jurisdiction of whatever county roads are needed to make a connection to the nearest city street.
- The county can develop a plan with each city to make payments to transfer existing roads in each city within a certain number of years, depending on the amount and cost.
- DTD's annual budget already contains an allowance for funding road transfers. This will have to be analyzed to see if it is the correct amount to be consistent with the new policy.

**FINANCIAL IMPLICATIONS (current year and ongoing):**

Is this item in your current budget?  YES  NO

What is the cost? \$500,000 in budget for transfers What is the funding source? Road Fund

**STRATEGIC PLAN ALIGNMENT:**

- This item aligns with our Department's Strategic Business Plan goals by supporting our well-maintained county transportation system.
- This item aligns with two of the County's Performance Clackamas goals:
  - Build a strong infrastructure
  - Build public trust through good government

**LEGAL/POLICY REQUIREMENTS:**

Oregon Revised Statutes (ORS) set legal requirements for road transfers. The county cannot transfer county roads to cities without their consent.

**PUBLIC/GOVERNMENTAL PARTICIPATION:**

Each transfer has legal requirements to post public notices and hold a public hearing.

**OPTIONS:**

As outlined above, there are several options that can be included in a road transfer policy.

**RECOMMENDATION:**

Staff will continue to work on a policy governing all road transfers and developing a plan to continue transfers in a strategic manner.

**ATTACHMENTS:**

County roads inside city boundaries maps.

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_

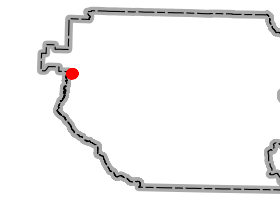
Department Director/Head Approval \_\_\_\_\_

County Administrator Approval \_\_\_\_\_

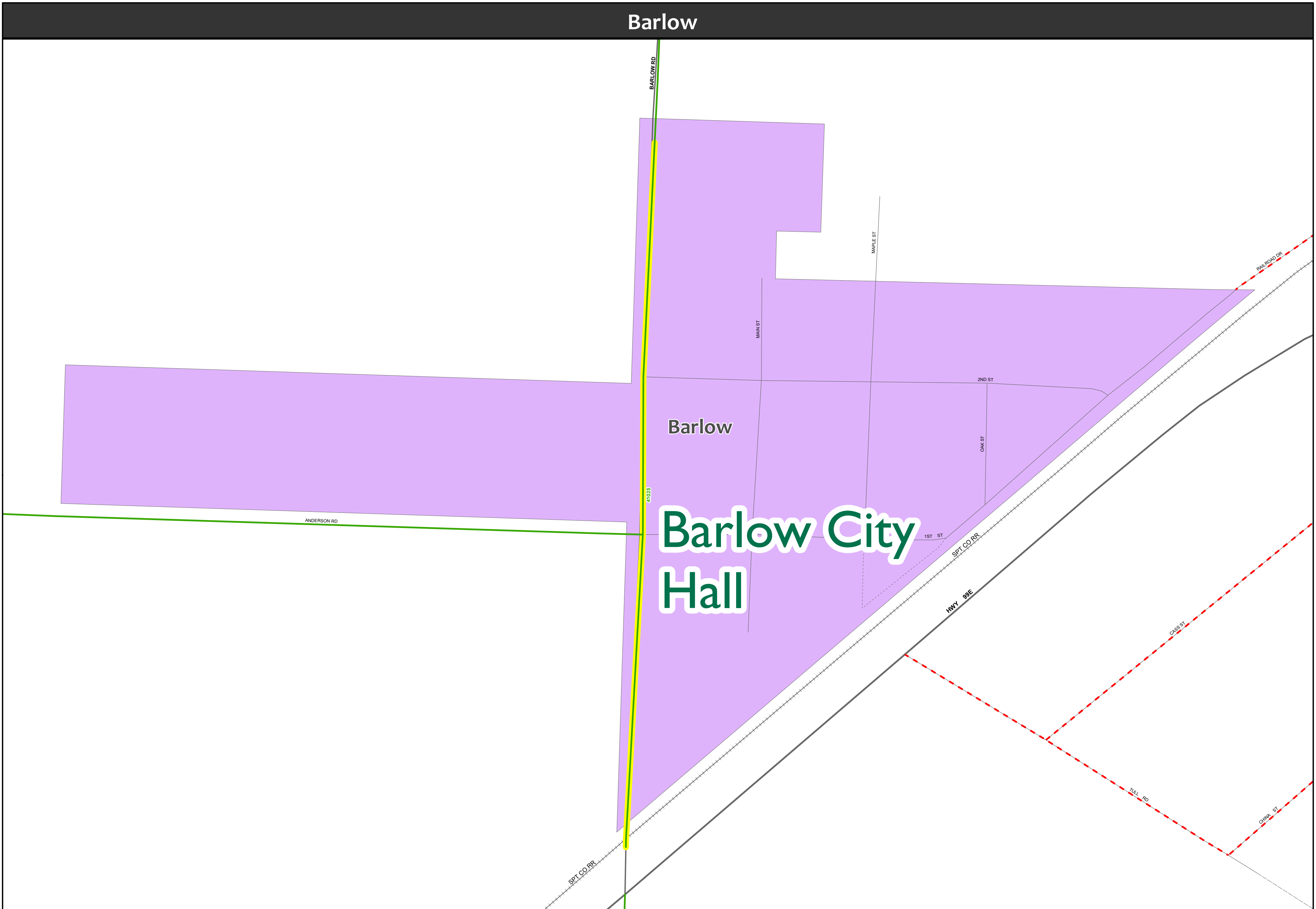
For information on this issue or copies of attachments, please contact Mike Bezner @ 503-742-4651
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1 in = 144 ft



## Barlow



■ Portion of County Road inside City Boundary

■ County Road - Not Maintained

■ County Road - Maintained

--- Public Road

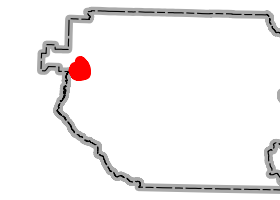
● County Bridge

# County Roads Inside City Boundaries

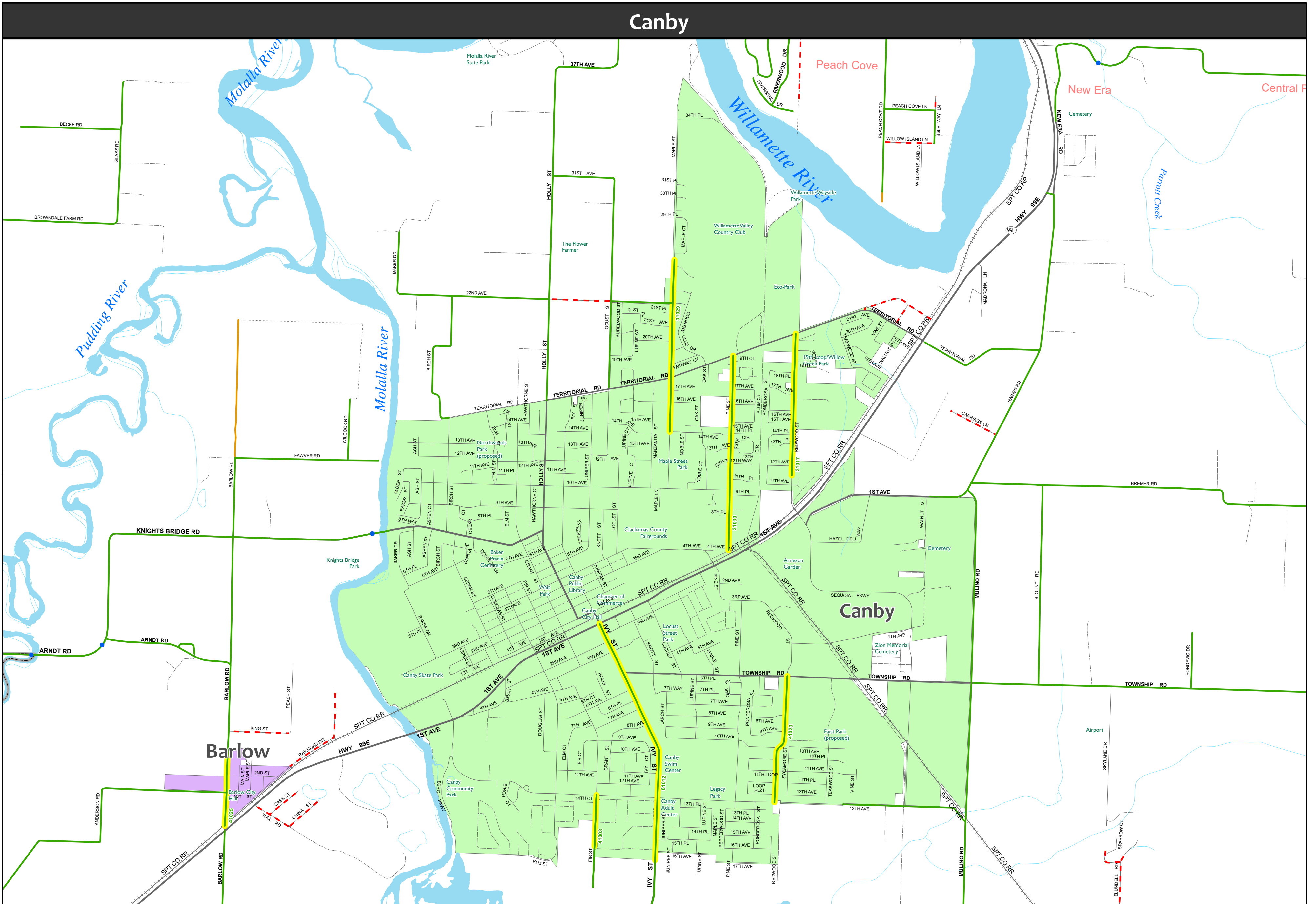
August 30, 2017



1 in = 1,344 ft



CLACKAMAS COUNTY  
DEPARTMENT OF TRANSPORTATION & DEVELOPMENT  
TRANSPORTATION MAINTENANCE DIVISION  
400 ADAMS STREET, SUITE 200  
GRESHAM, OREGON 97030

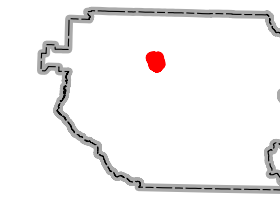


- Portion of County Road inside City Boundary
- County Road - Not Maintained
- County Road - Maintained
- - - Public Road
- County Bridge

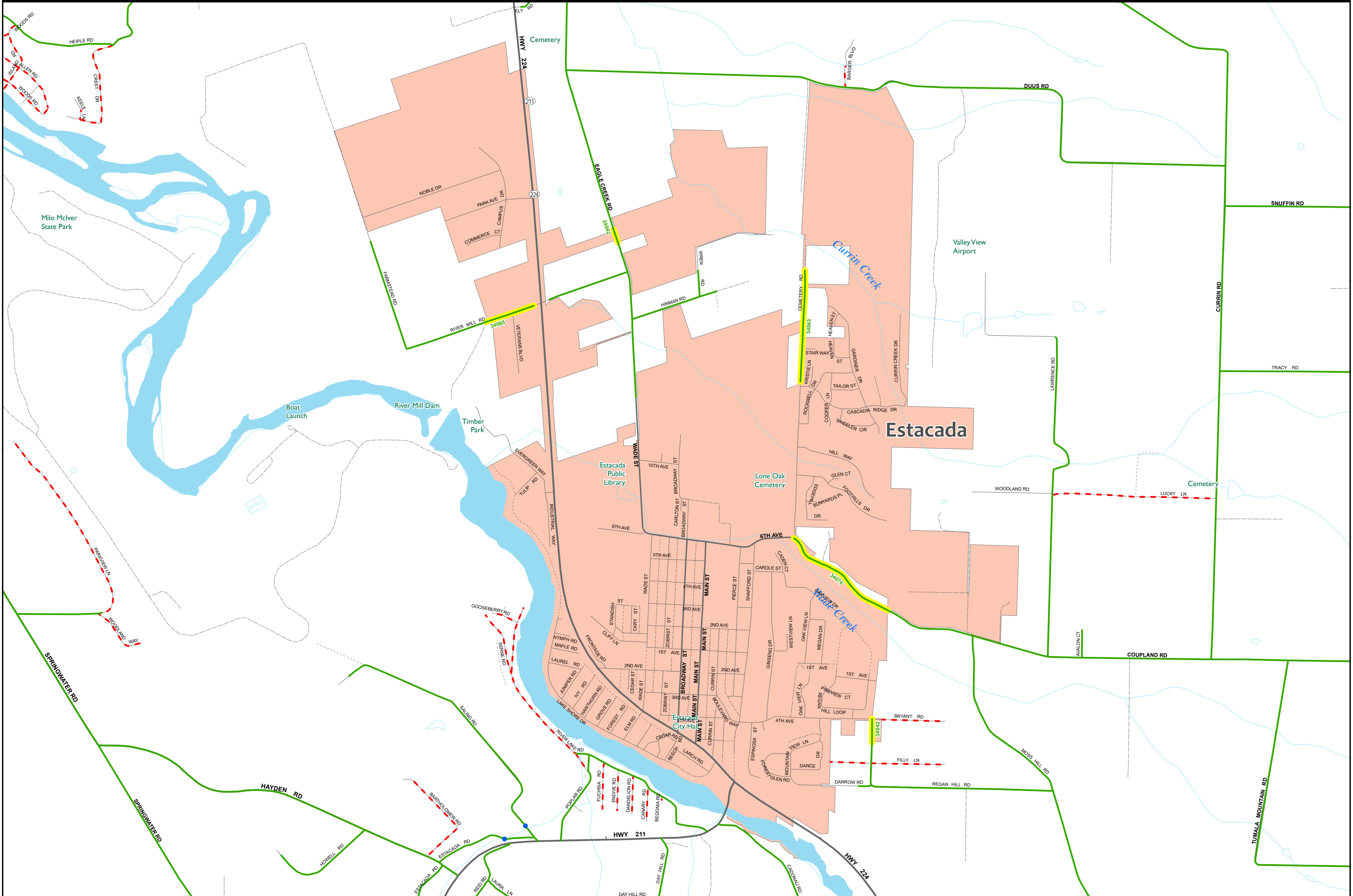




1 in = 1,050 ft



## Estacada



Yellow line: Portion of County Road inside City Boundary

Orange line: County Road - Not Maintained

Green line: County Road - Maintained

Red dashed line: Public Road

Blue dot: County Bridge

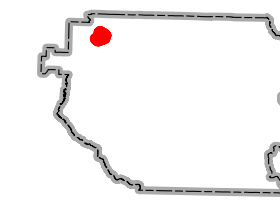


# County Roads Inside City Boundaries

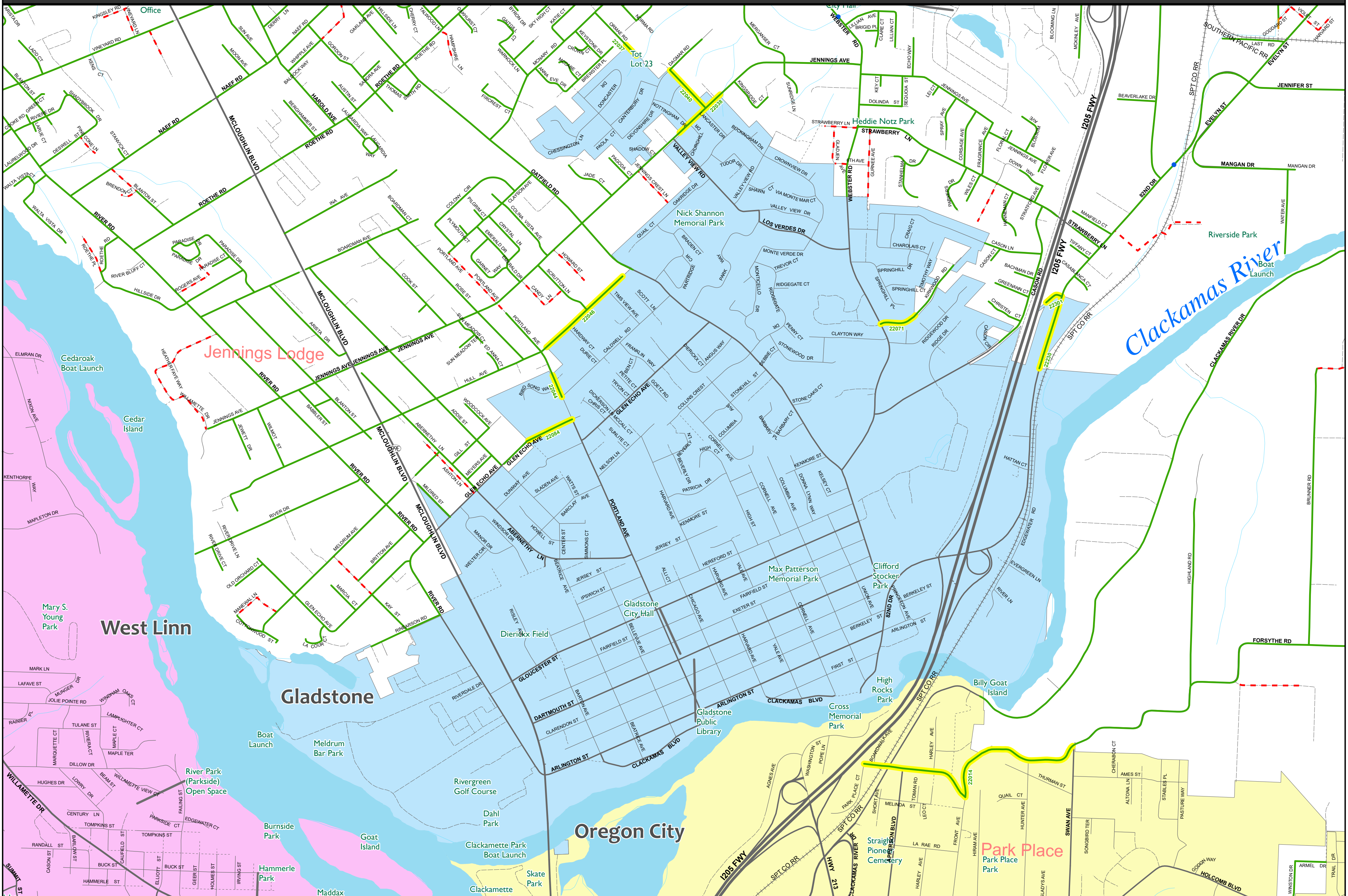
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1 in = 921 ft



## Gladstone



Yellow line: Portion of County Road inside City Boundary

Orange line: County Road - Not Maintained

Green line: County Road - Maintained

Red dashed line: Public Road

Blue dot: County Bridge

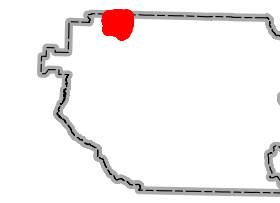


# County Roads Inside City Boundaries

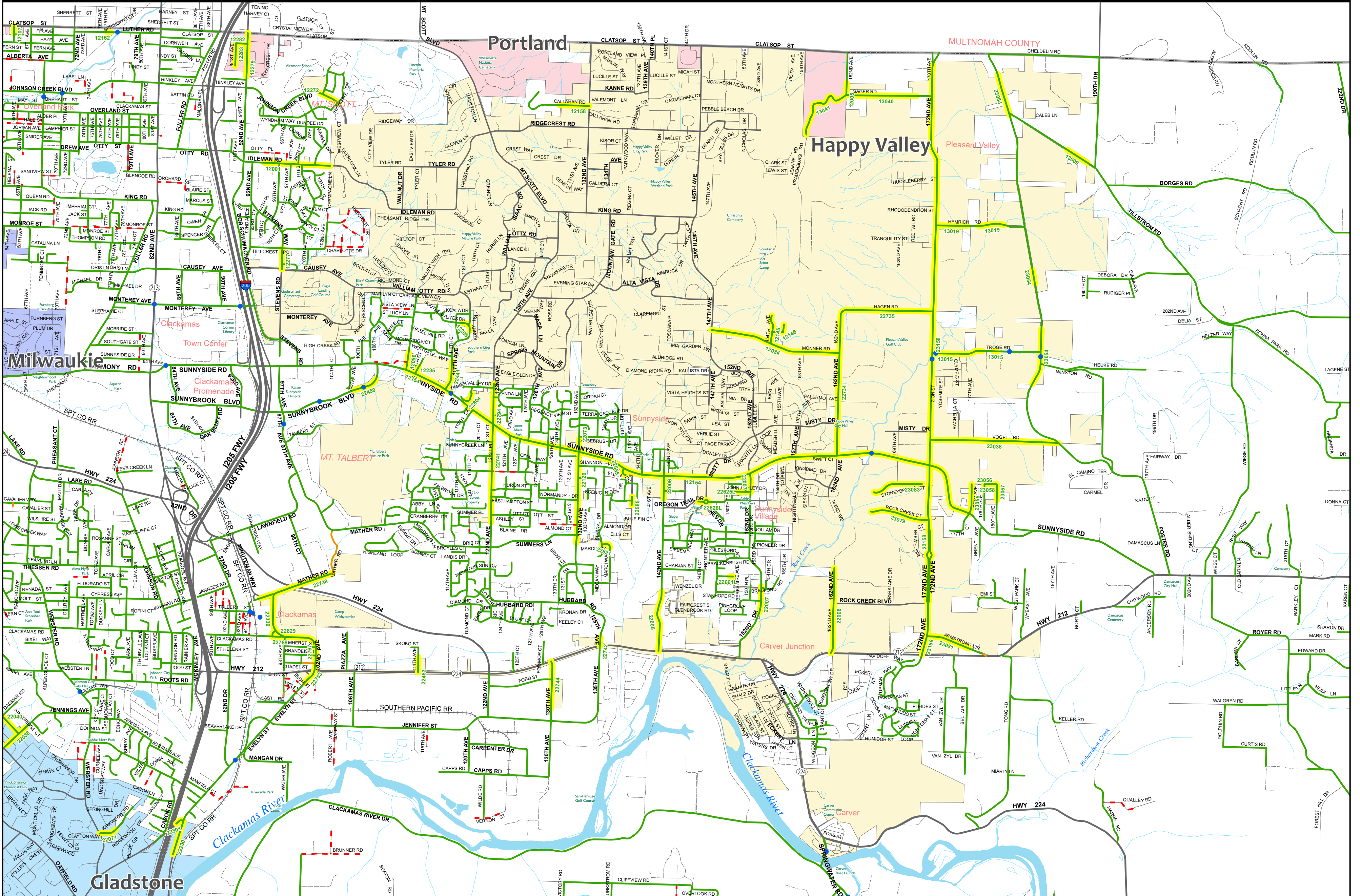
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1 in = 1,998 ft



## Happy Valley

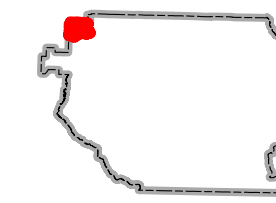


- Portion of County Road inside City Boundary
- County Road - Not Maintained
- County Road - Maintained
- - - Public Road
- County Bridge

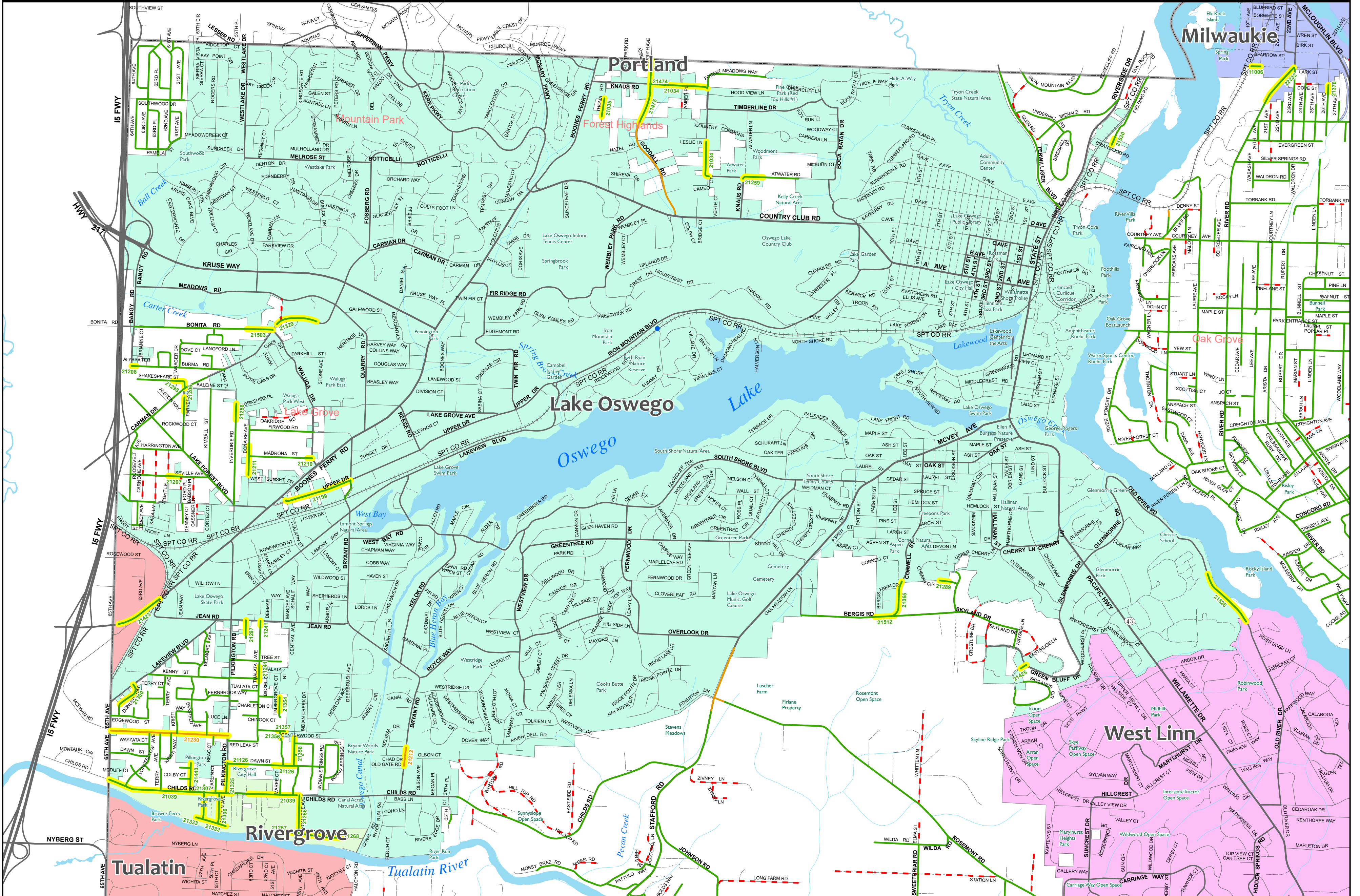




1 in = 1,488 ft



## Lake Oswego



— Portion of County Road inside City Boundary    
 — County Road - Not Maintained    
 — County Road - Maintained    
 - - - Public Road    
 • County Bridge

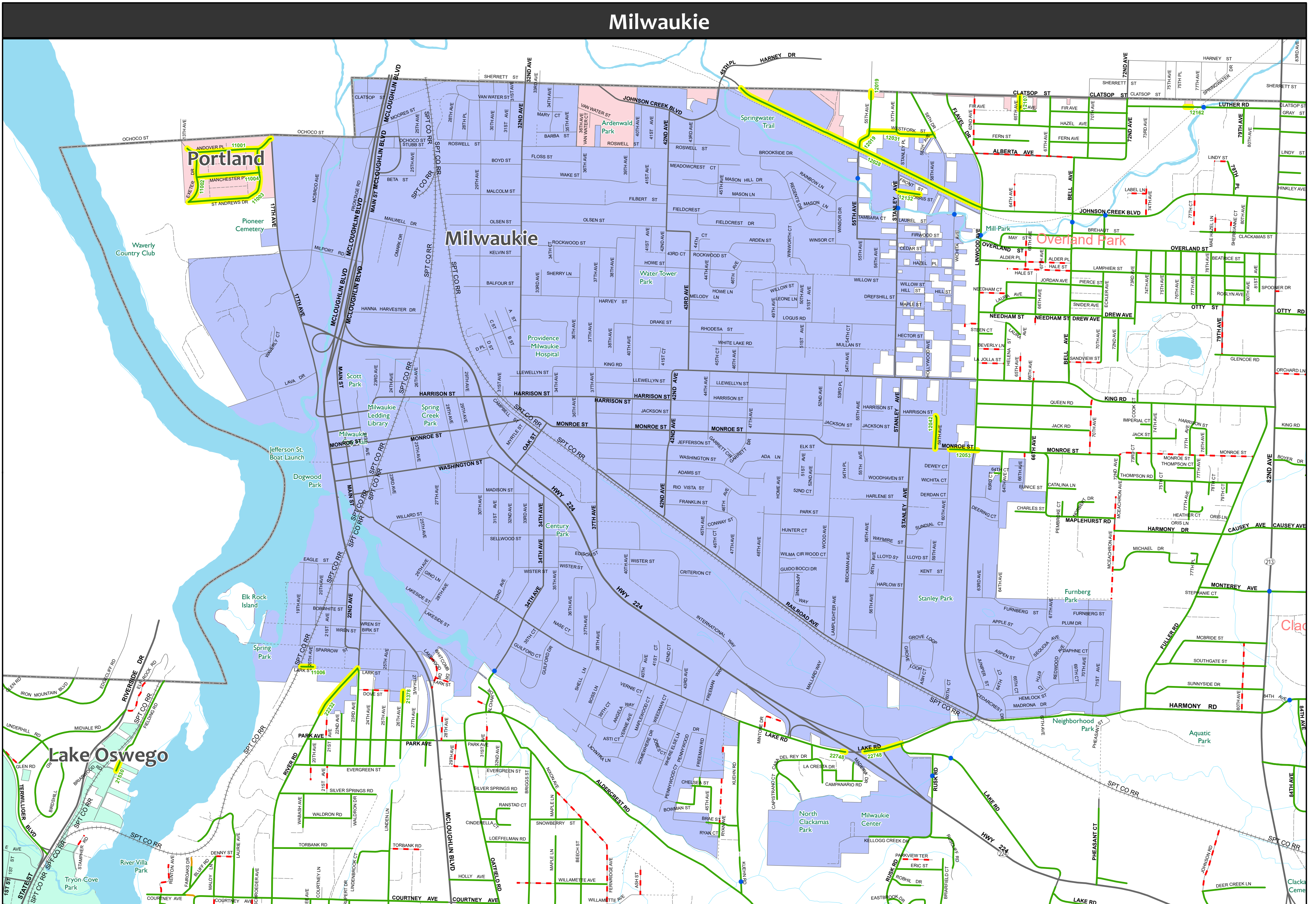
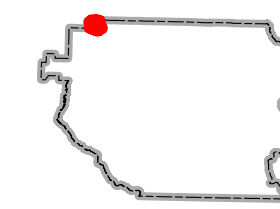


# County Roads Inside City Boundaries

August 30, 2017



1 in = 1,087 ft



— Portion of County Road inside City Boundary    
 — County Road - Not Maintained    
 — County Road - Maintained    
 - - - Public Road    
 • County Bridge

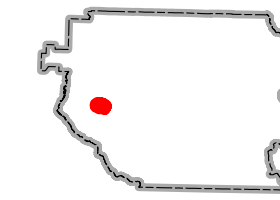


# County Roads Inside City Boundaries

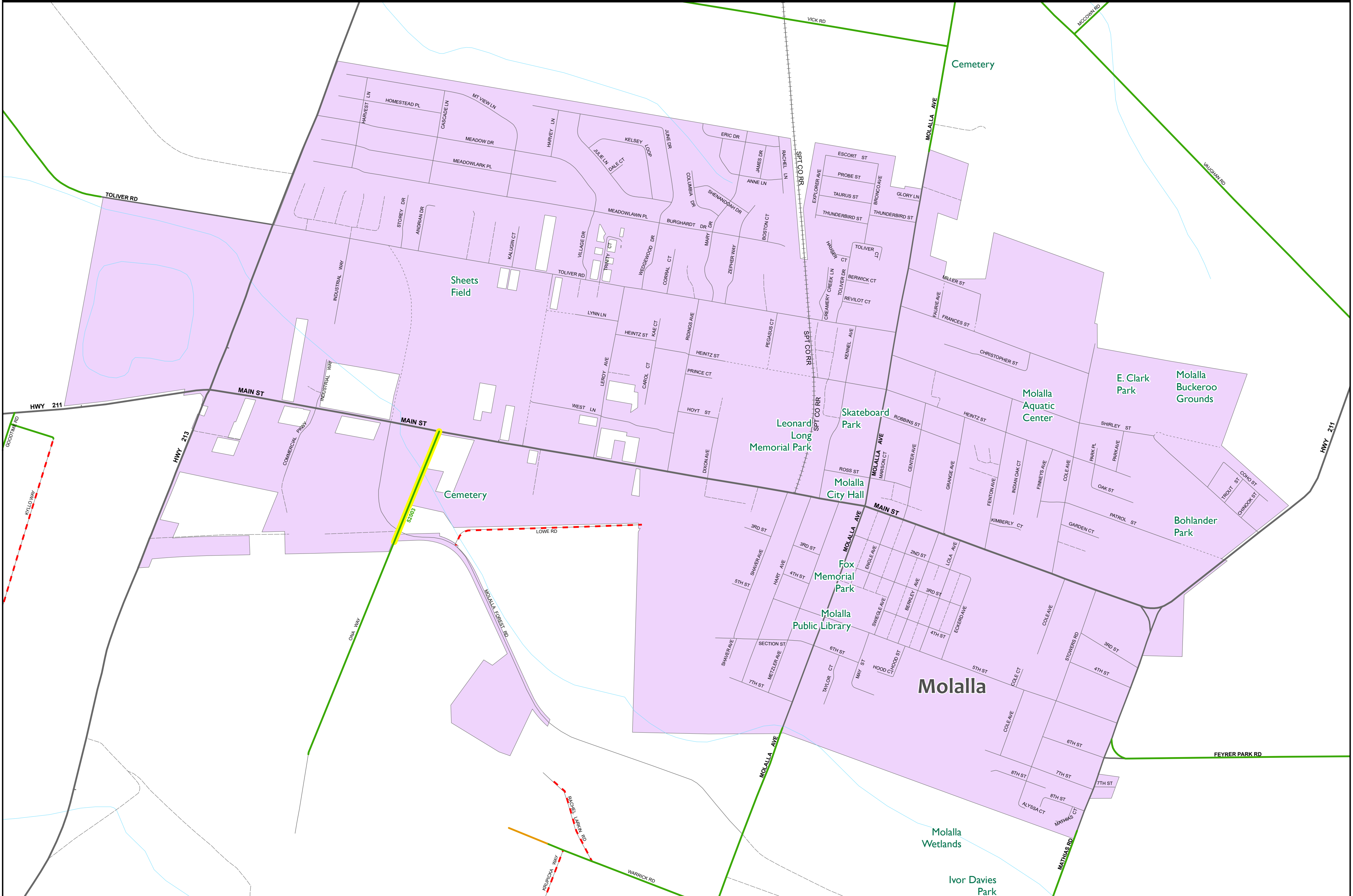
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1 in = 746 ft



## Molalla



■ Portion of County Road inside City Boundary

— County Road - Not Maintained

— County Road - Maintained

- - - Public Road

• County Bridge

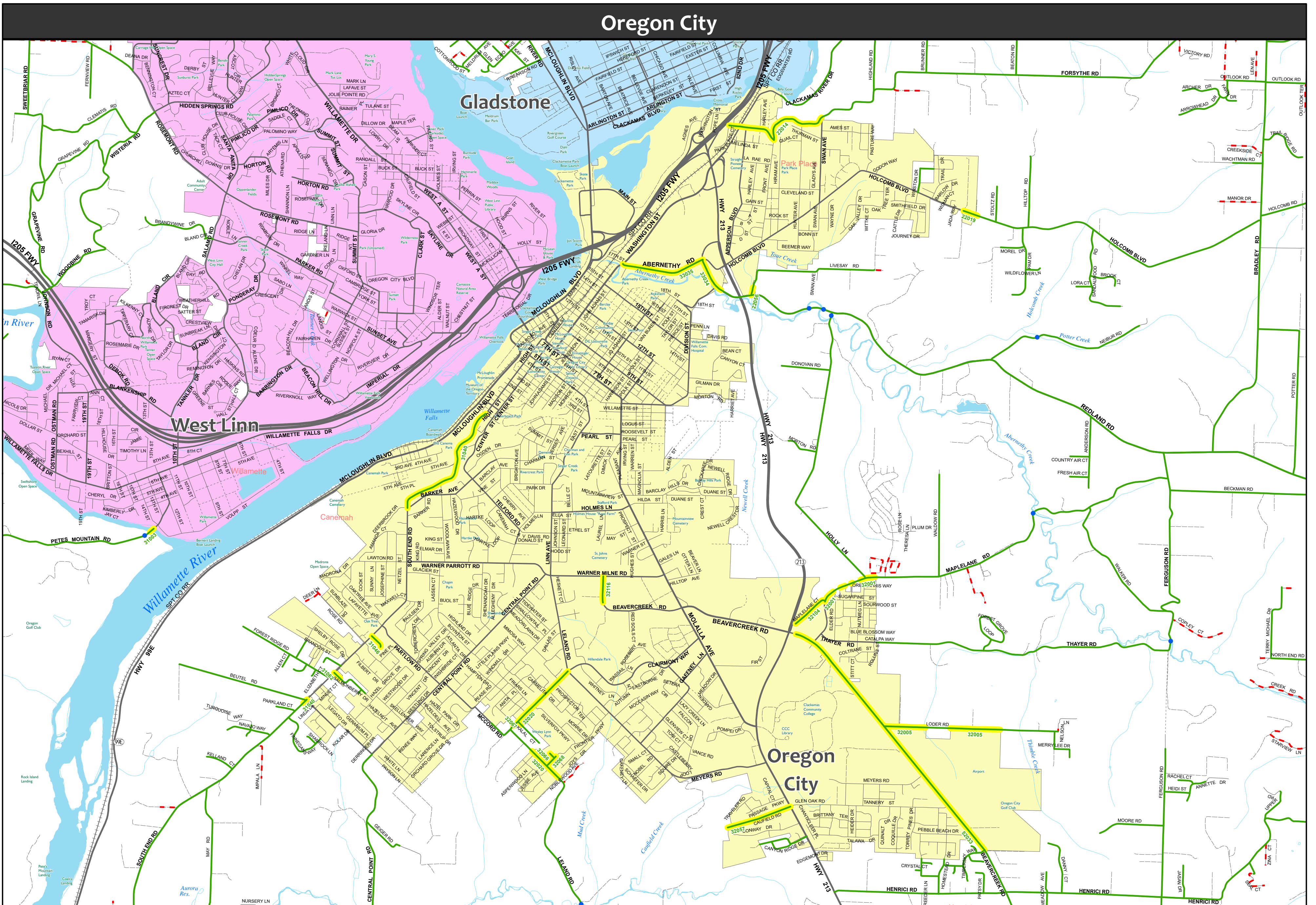
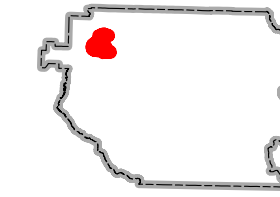


# County Roads Inside City Boundaries

August 30, 2017



1 in = 2,018 ft



Portion of County Road inside City Boundary

County Road - Not Maintained

County Road - Maintained

Public Road

County Bridge

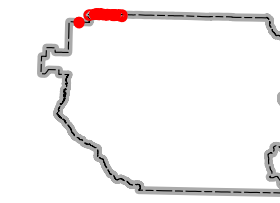


# County Roads Inside City Boundaries

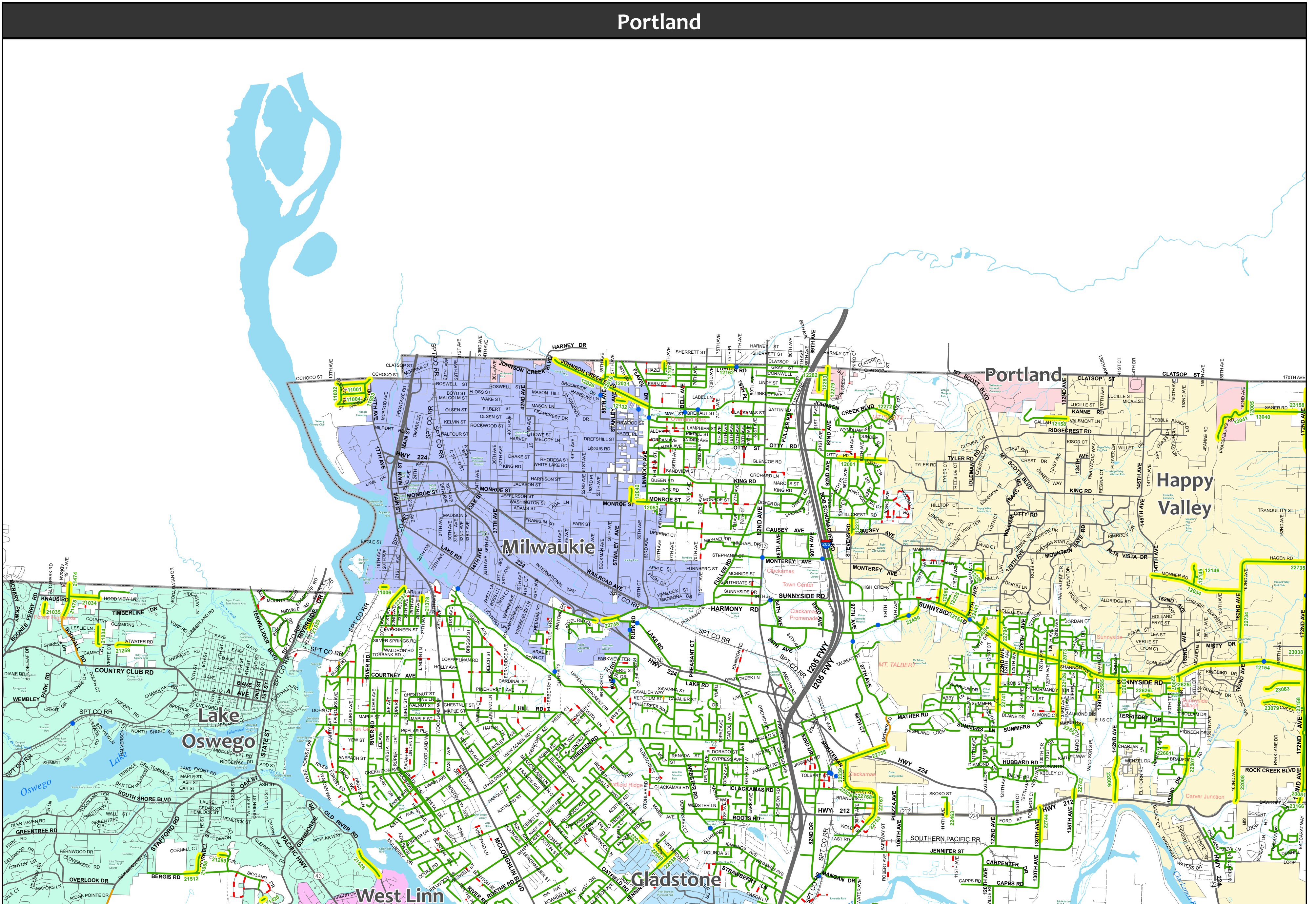
August 30, 2017



1 in = 2,765 ft



## Portland



Yellow line: Portion of County Road inside City Boundary

Orange line: County Road - Not Maintained

Green line: County Road - Maintained

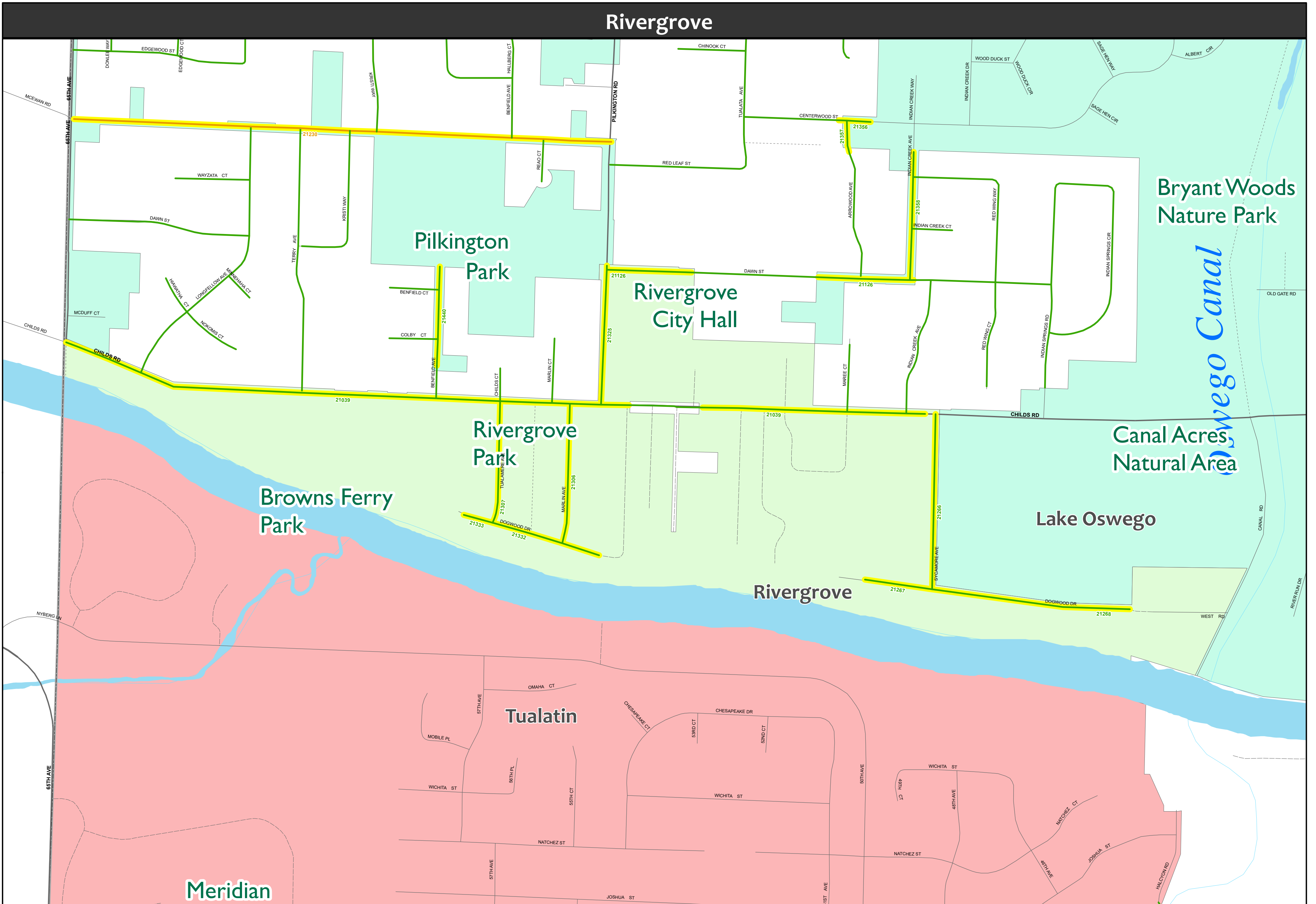
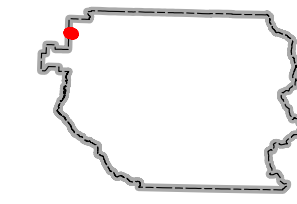
Red dashed line: Public Road

Blue dot: County Bridge





1 in = 315 ft



— Portion of County Road inside City Boundary    
 — County Road - Not Maintained    
 — County Road - Maintained    
 - - - Public Road    
 • County Bridge

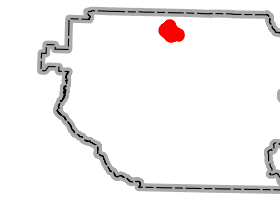


# County Roads Inside City Boundaries

August 30, 2017

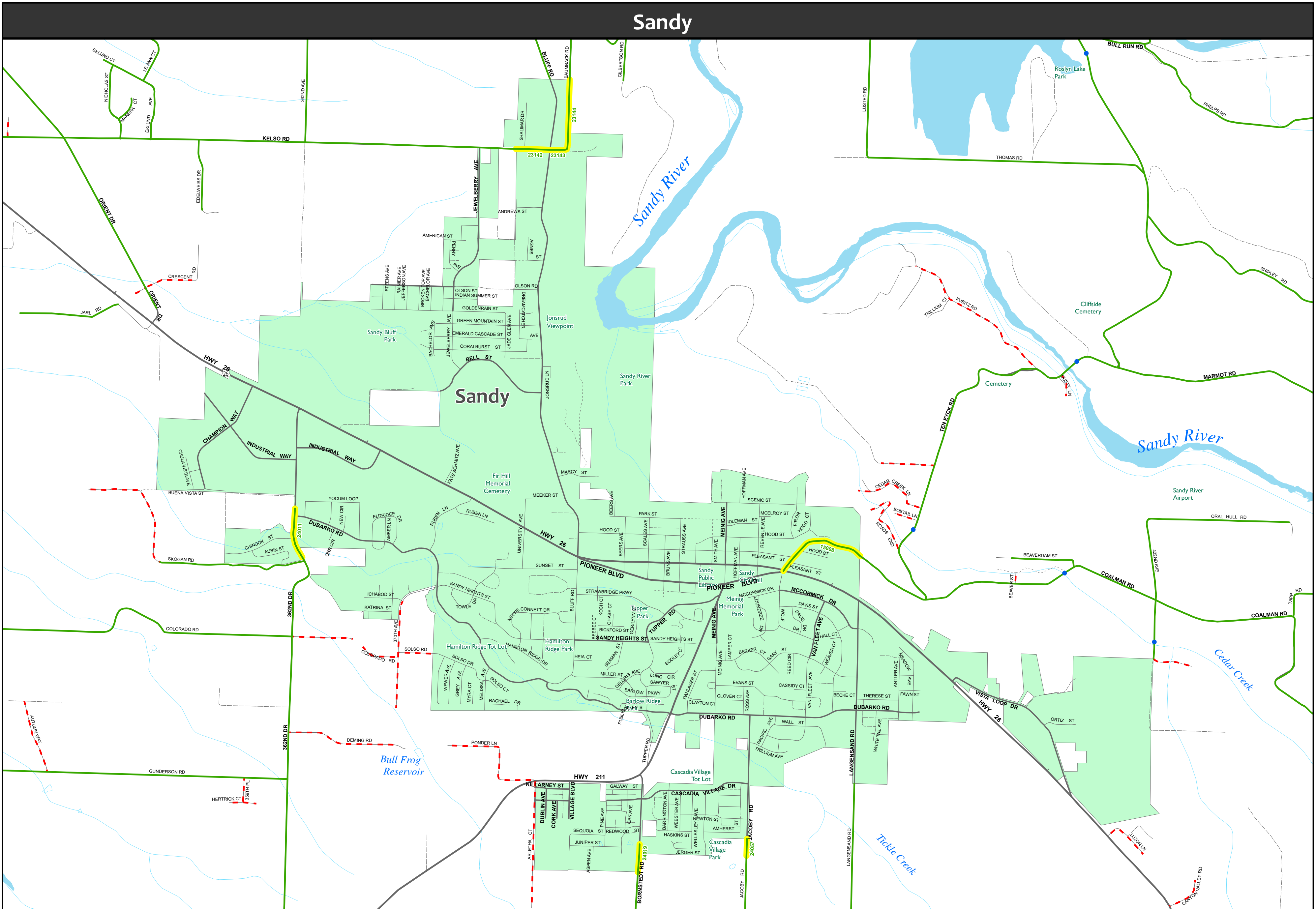


1 in = 1,181 ft



DEPARTMENT OF TRANSPORTATION & DEVELOPMENT  
TRANSPORTATION MAINTENANCE DIVISION  
3000 ABERNETHY RD  
GRESHAM, OR 97030

This map was prepared by the Department of Transportation & Development, Clackamas County, Oregon. It is intended to provide a general overview of the county's transportation infrastructure. It is not intended to be used for engineering or legal purposes. The Department of Transportation & Development is not responsible for any errors or omissions on this map. The Department of Transportation & Development reserves the right to modify this map at any time without notice.



Portion of County Road inside City Boundary

County Road - Not Maintained

County Road - Maintained

Public Road

County Bridge

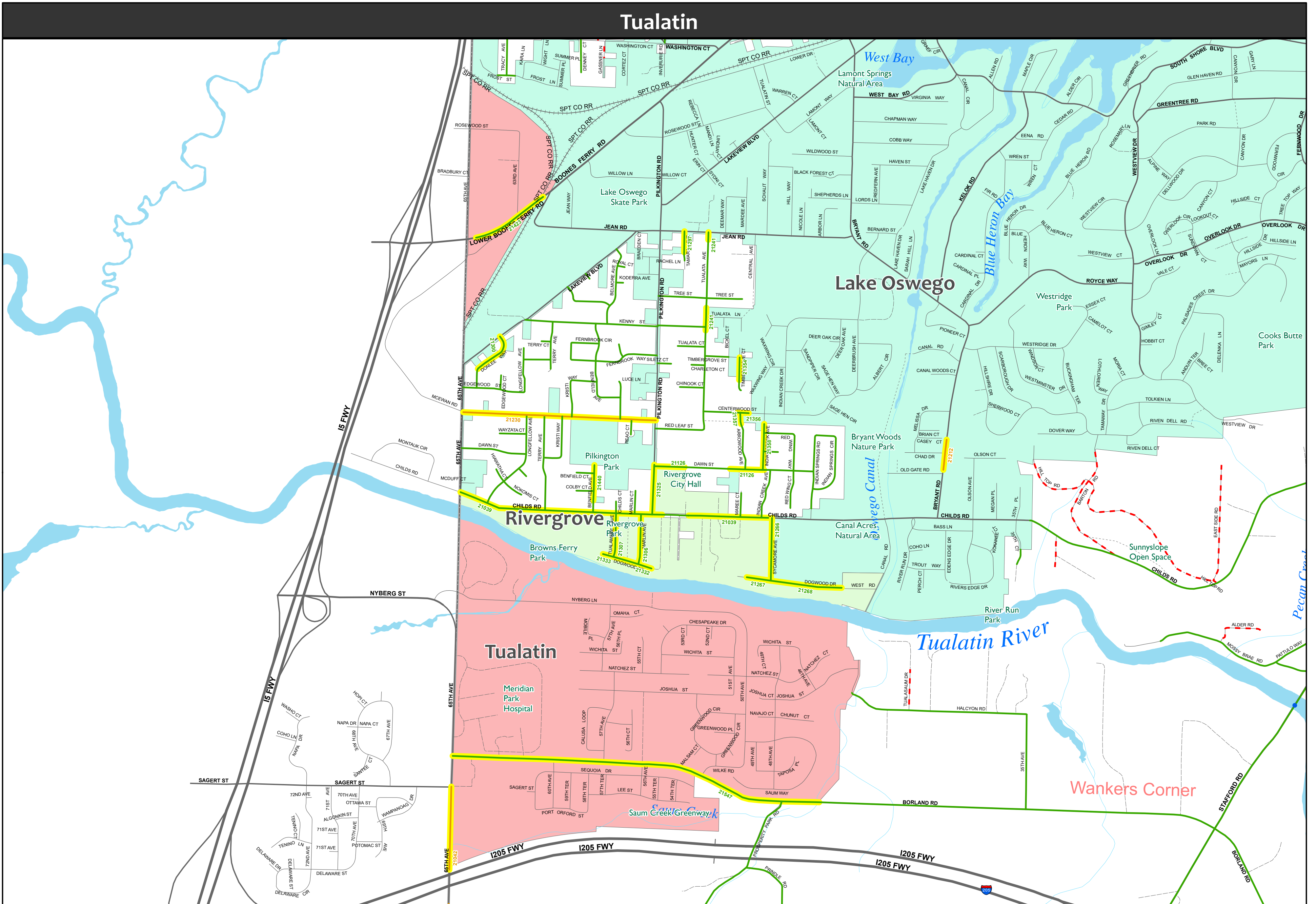
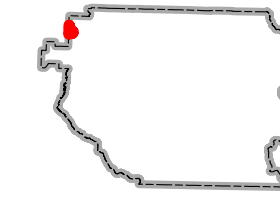


# County Roads Inside City Boundaries

August 30, 2017



1 in = 879 ft



— Portion of County Road inside City Boundary    
 — County Road - Not Maintained    
 — County Road - Maintained    
 --- Public Road    
 ● County Bridge

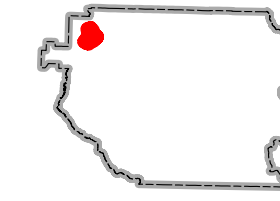


# County Roads Inside City Boundaries

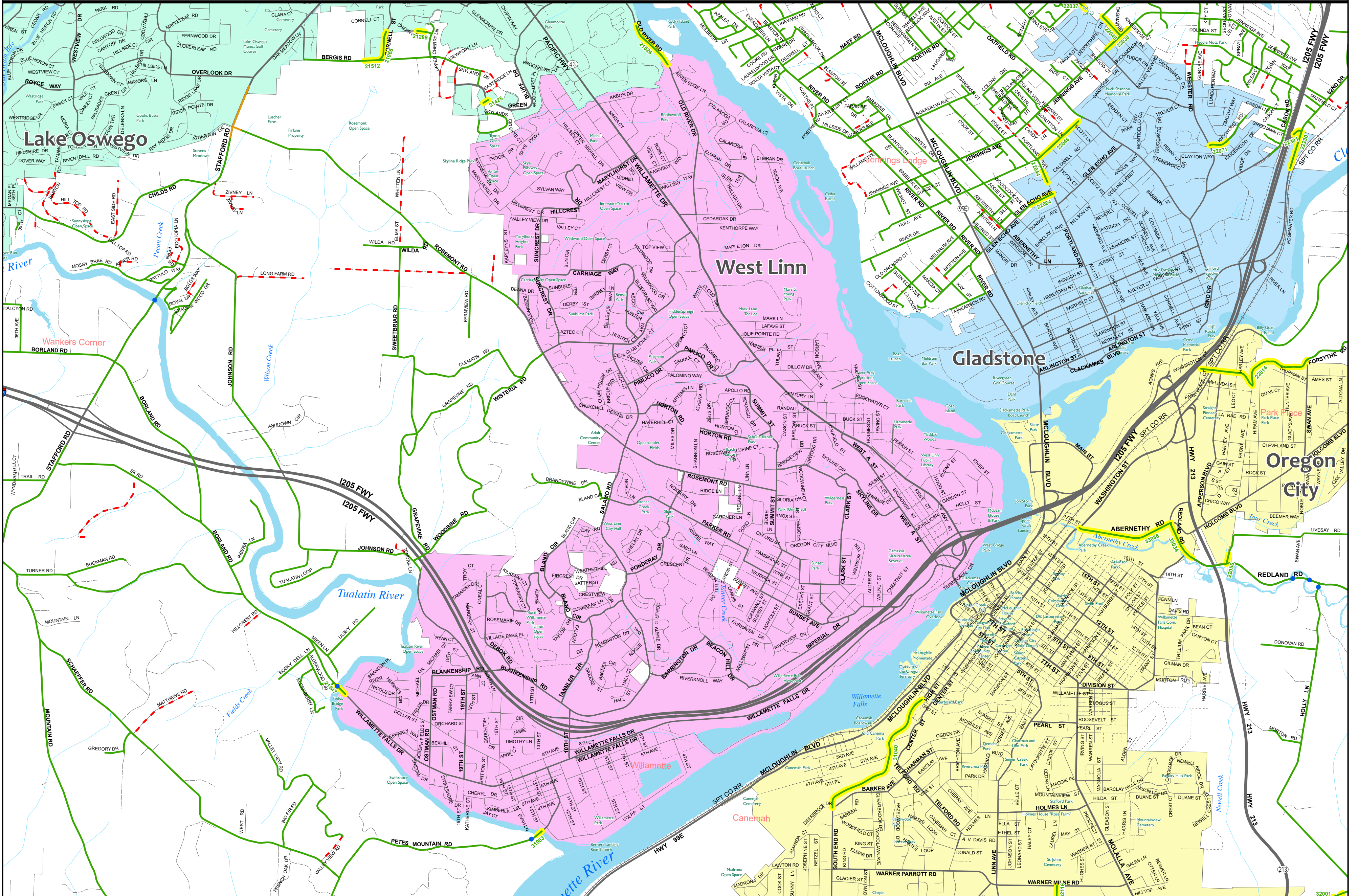
August 30, 2017



1 in = 1,817 ft



## West Linn



— Portion of County Road inside City Boundary    
 — County Road - Not Maintained    
 — County Road - Maintained    
 - - - Public Road    
 • County Bridge

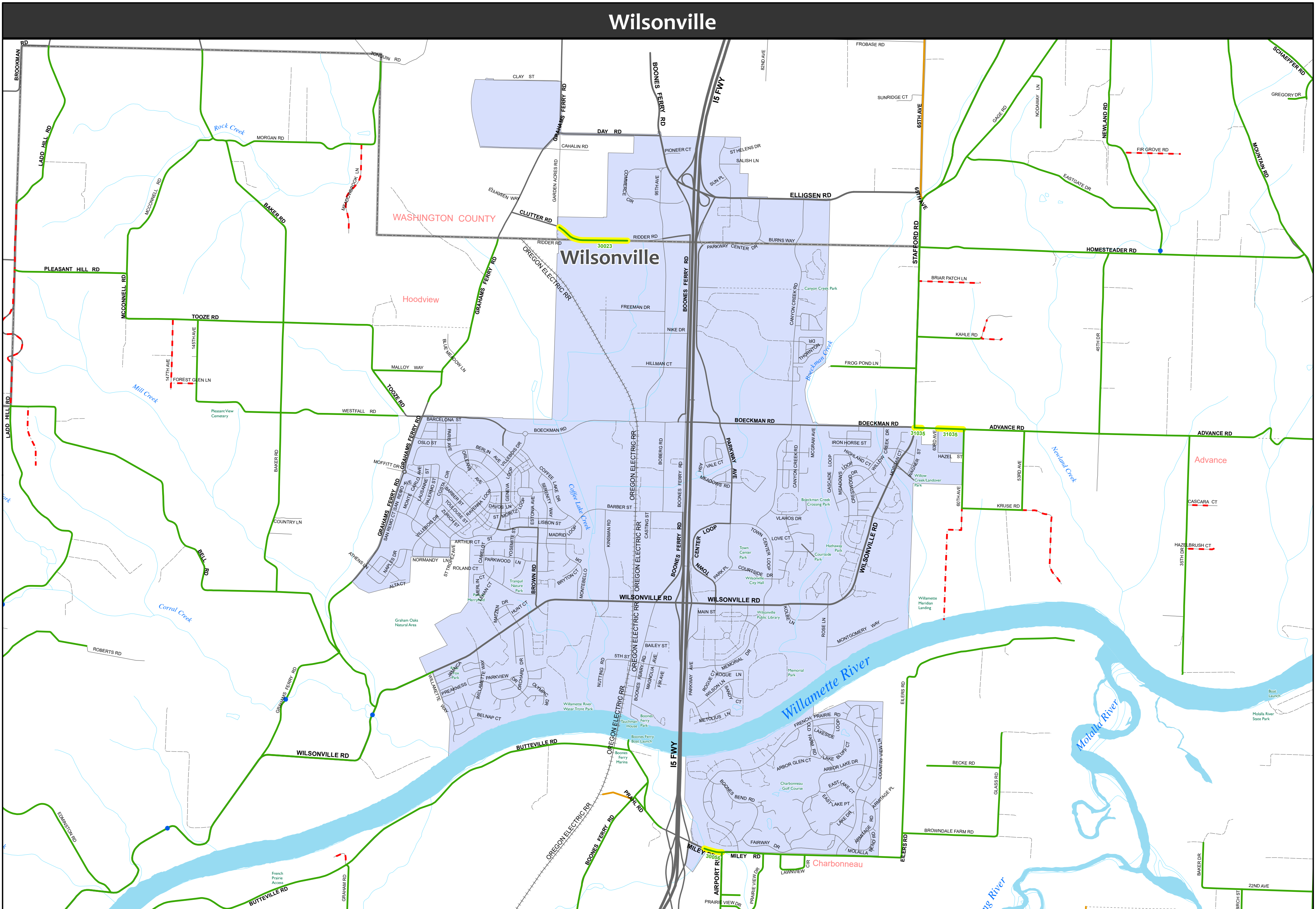
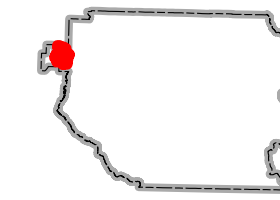


# County Roads Inside City Boundaries

August 30, 2017



1 in = 1,850 ft



- Portion of County Road inside City Boundary
- County Road - Not Maintained
- County Road - Maintained
- - - Public Road
- County Bridge