



## Part 4 – Implementation and Funding

Ultimately, the value of the Transportation System Plan (TSP) will be determined by the success of its implementation. In order to assure that the transportation system effectively meets the needs of county residents and businesses, Washington County must make the commitments necessary to pursue implementation. How provisions are carried out is at least as important as what is in the TSP. Among the most important provisions, the TSP stresses the need for efficient management of the system over time. The TSP implementation element consists of a number of interrelated activities and processes that should be carried out on a regular basis. Implementation objectives and strategies are addressed in the following three goals: Goal 9: Coordination, Goal 10: Funding, and Goal 11: Maintenance.

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This element provides background information on Coordination, Funding, and Maintenance, along with the goals, objectives, and strategies associated with each element.

### MONITORING THE TSP

Public capital improvement programs cover a broad range of scale and type of improvements and funding categories. Development of capital improvement and maintenance programs rely heavily on the TSP monitoring activities. Information provided by regular system monitoring is needed in order to make informed decisions regarding selection of construction and maintenance projects. Coordination with state, regional and local jurisdictions and their transportation planning processes is imperative in order to develop unified requests for funds and to help secure optimum benefits for the transportation systems within Washington County. A periodic review of funding and maintenance should include items such as an inventory of capital and maintenance expenditures, updates of planning-level project costs, estimates of anticipated revenues and an update of the long-term revenue forecasts.

Likewise, public involvement is critical during the development and implementation of the TSP. Such public involvement ensures that transportation needs are appropriately defined and met. Engagement of interested groups and members of the public in transportation planning, programming and project development activities ensures that system implementation is reasonably and fairly carried out.

#### Monitoring

Transportation system operating characteristics are influenced by a number of different factors, which should be reviewed regularly to determine whether changes in project lists, prioritization or general plan policies are needed. Characteristics to monitor include population and employment growth, changes in travel patterns or modes, development activity, traffic volumes and accident analysis transportation facility construction and condition and plan amendments that occur over time.

Periodic reviews of the TSP help Washington County achieve satisfactory transportation and land use benefits as well as progress towards achieving regional mode share targets. Amendments and administrative adjustments are necessary to enable Washington County to ensure implementation actions are consistent with and advancing Plan goals and objectives. Washington County amends and adjusts the TSP as necessary, according to the following procedural descriptions:

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## Legislative Plan Amendments

Changes which involve the creation, broad scale implementation, or revision of public policy, including map changes where property owners are directly affected may be processed as legislative plan amendments, including public hearings as provided for in the Community Development Code (CDC). These include but are not limited to the Functional Classification Map and descriptions, Bicycle System map (excluding alignment modifications to off-street pathways); Plan goals, objectives and strategies, modification to the general location of facilities identified in the Plan and selection of the general location of facility in a Corridor Study Area.

## Quasi-Judicial Amendments

When property is proposed for development and is affected by (i.e., contiguous to or traversed by) a proposed road alignment as shown on the functional classification map, a modification to the proposed road alignment may be processed as a quasi-judicial plan amendment. Such quasi-judicial plan amendments are provided for in the CDC. Quasijudicial plan amendments may include a public hearing when the road alignment affects other properties in the immediate vicinity. Applications for quasi-judicial plan amendments may be initiated by the County Board of Commissioners, the Director of the Department of Land Use & Transportation or the owners of property affected by the proposed alignment. A quasi-judicial plan amendment may be approved only if all the following criteria are satisfied:

1. The new alignment maintains the intent and purpose of the proposed alignment as originally shown on the Plan maps;
2. The new alignment will not adversely affect the carrying capacity, safety, or integrity of the transportation system;
3. The new alignment is necessary to preserve a significant natural feature, minimize engineering or construction constraints, or would result in a significant enhancement of the development potential of the affected properties;
4. The new alignment will not significantly increase the cost or complexity of any off-site improvements;
5. The new alignment does not have significant adverse effects on nearby property; and
6. The new alignment does not render a parcel unbuildable unless the owner consents.

## Minor Adjustments include:

1. Adjustments to reflect minor modifications of existing roads outside an Urban Growth Boundary (UGB) that are determined to comply with the provisions of OAR 660-12-065.
2. Adjustments to reflect minor modification of a proposed road alignment that is part of a proposed development action within the UGB when the proposed change is contained within the subject site and does not adversely affect an adjacent property.

When these criteria are met, the change in alignment may be processed as part of a development application without separate notice or hearing. The Minor Adjustment criteria do not apply to adjustment of Special Area Streets.

## Special Area Streets

For Special Area Streets, adopt road alignment corridor maps in Community Plans which allow limited movement of road centerlines through a Type II process. Modifications to streets to a greater extent than



is allowed through a Type II process may be allowed through a Type III process subject to the criteria in the CDC. Modifications that do not meet the Type III criteria shall be subject to a quasi-judicial or legislative plan amendment process.

### Director's Determination

The Director of the Department of Land Use & Transportation shall determine if a proposed road alignment modification is legislative, quasi-judicial or a minor adjustment.

## COORDINATION

Coordination is essential in the implementation of the County's TSP. Input from community residents and businesses, a broad range of public agencies, elected officials, non-profit organizations, and special interest groups is needed in order to develop a transportation plan that meets the transportation needs and aspirations of the County in an efficient and equitable manner.

### Public Involvement

Engaging the general public and interested stakeholders is imperative to ensure that the transportation system effectively meets the needs of all County residents and businesses, and to ensure that recommended transportation system improvements are implemented in a fair and equitable manner. Public involvement is critical during plan development to ensure that transportation needs are appropriately defined and that solutions are identified that will meet the community's aspirations. Washington County uses an active citizen involvement program during all stages of transportation planning and project development. Methods for engaging the public, interested stakeholders, and community groups are constantly evolving. In 2014 the County adopted [Public Involvement Guidelines for Transportation Planning](#), Programs and Projects through Resolution & Order 14-115. As stated in the Guidelines,



Washington County TSP booth at the Beaverton Winter Market in February 2014.

*Public input provides transportation decision makers with community insights that illuminate the issues being considered. Community input is an important consideration along with technical data, analysis, and professional expertise in helping decision makers reach an informed decision. LUT is committed to providing access to information and meaningful public participation opportunities in our transportation planning, programs, and projects.*

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The Guidelines are a resource for:

- LUT staff and project team members involved in transportation planning, project selection, and project development, or final design and construction of capital transportation projects;
- Transportation planning, program, or project decision makers, stakeholders, and other participants; and
- The general public.



The guidelines describe the means and opportunities for public involvement in LUT transportation planning efforts, programs, and policies. They also include public information and involvement tools, techniques, and strategies to guide LUT's efforts to keep residents and project stakeholders informed and to enlist their help in planning, identifying, programming, and developing Washington County's future transportation improvements.

## Agency Coordination

Agency coordination is essential in Washington County, where the State of Oregon, Metro, TriMet, 16 local governments, several special services districts (including Tualatin Hills Park & Recreation District), and a number of private enterprises either provide or rely on the transportation system. Local governments in Washington County have succeeded in coordinating and integrating their respective transportation plans, policies, programs, and transportation system improvements through a variety of activities conducted on an on-going basis; and through special committees or processes associated with individual planning and programming efforts.

Regular discussions at monthly meetings of the Washington County Coordinating Committee (WCCC) have strengthened consensus on transportation issues, funding, and investment strategies. The WCCC is composed of local elected leaders of Washington County and the cities within the County who review and comment on major land use and transportation issues, plans, and projects. It provides a forum for discussion of transportation issues, resulting in recommendations for a coordinated approach when appropriate. The WCCC's primary function is to establish positions of consensus on land use and transportation issues among Washington County's local governments, which may be carried into regional and state discussions as "countywide" positions. In addition, the WCCC has a specific role and authority in two countywide programs: the Major Streets Transportation Improvement Program (MSTIP) and the Transportation Development Tax (TDT) program.

The WCCC is supported by the WCCC Transportation Advisory Committee (WCCC TAC), which is composed of senior staff representatives from local governments. Submission of transportation activities, programs, and policies to the WCCC is voluntary and at the discretion of elected representatives.

## Plan Coordination and Consistency Requirements

As noted in the Introduction to this Users' Guide, public policies at the state, regional, county, and local levels provide direction and legal requirements for transportation planning in Washington County. Coordinating and achieving consistency with other planning work is an important part of TSP development. Washington County's TSP Update was developed to be consistent with the following documents and policies summarized below.

### Oregon Transportation Planning Rule (TPR)

Oregon Administrative rule 660-012 is referred to as the *Transportation Planning Rule* (TPR). It implements Statewide Planning Goal 12: Transportation. The purpose of the TPR is to ensure adequate coordination of transportation and land use planning for transportation system plans and in project development. The TPR is the legislative mandate that requires Washington County to prepare and update its transportation system plan.

### Oregon Highway Plan (OHP)

The *Oregon Highway Plan* sets vision, policies, and strategies for investing in state and federal highways in Oregon. Since adoption of the last Washington County transportation system plan in 2002, there have been two major amendments to the OHP that affect Washington County. These are described in Part 1 of this document, under Framework Documents.

### 2014 Regional Transportation Plan (2014 RTP)

There are several key items in the RTP that affect transportation planning in Washington County. These include the designation of mobility corridors, performance targets, and mobility standards. These requirements, along with desired outcomes for the RTP are included in Part 1 of this document. Most of the adopted city transportation system plans and the Metro 2014 RTP use 2035 as their plan horizon year, and include some consideration of Urban Reserves adopted by Metro. Washington County's 2035 horizon planning year must be updated to match the regional transportation plan when it is updated.

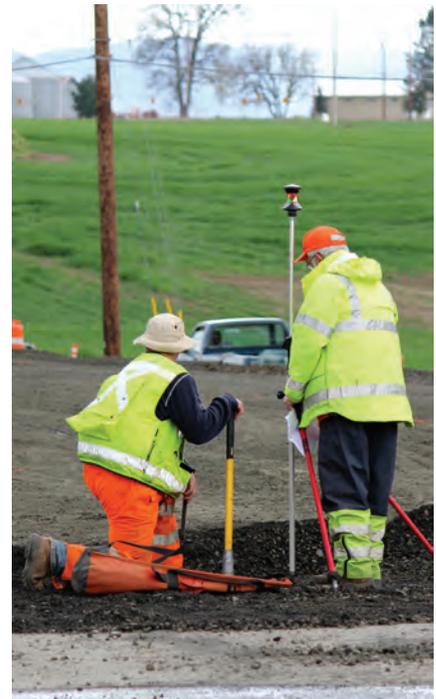


### Regional Transportation Functional Plan (RTFP)

The RTFP implements the goals, objectives, and policies of the RTP. If a transportation system plan is consistent with the RTFP, then it is also consistent with the 2014 RTP. Cities and counties in the Metro region carry out regional directives through the development and implementation of their respective transportation system plans. The RTFP includes requirements for the design of streets, transit systems, pedestrian systems, bicycle systems, freight systems and transportation system management and operations. The RTFP also includes specific requirements for the development and update of transportation system plans, the identification of transportation needs, assessment of solutions, and the use of performance targets and standards.

### Local Adopted Transportation System Plans

Most cities in Washington County have adopted transportation system plans. Some cities are in the process of updating their plans. The Washington County TSP is consistent with adopted local transportation system plans; it will be updated, as appropriate, to reflect changes in local adopted transportation system plans.



### Programming and Development Review

Many transportation system investments are completed by the development community as conditions of development approval. Implementing the TSP includes working with members of the development community to provide transportation system improvements proportional to the impacts of developments on transportation, and to ensure that the resulting transportation conditions reflect the aspirations of the community. Recognizing that many types of transportation improvements are defined by law as land use decisions, the County has adopted a specific land use review process, and standards for review of transportation improvements within unincorporated Washington County. The review procedures and standards are included in the county's Community Development Code (CDC); transportation development application notice requirements to the public and transportation service providers are also listed in the CDC.

The CDC implements the Washington County Comprehensive Plan through the adoption and coordination of planning and development regulations which provide for the health, safety and general welfare of the citizens of Washington County. Standards and requirements of the Community Plans, the Rural/Natural Resource Plan, and the TSP that are applicable to development applications, including but not limited to, urban land divisions, are specified in the CDC.

In general, Article V of the CDC identifies those public facilities and services that are necessary at a minimum level to accommodate development, including transportation facilities. Land within incorporated areas of Washington County may also be subject to Article V requirements, depending on the location of the development and if access to county roadways is contemplated.

Article VII of the CDC identifies public transportation improvements authorized by the TSP that are subject to development review, and establishes the standards and procedures for such review. A Project Review Committee consisting of Washington County Department of Land Use & Transportation (DLUT) staff evaluates applications for completeness and provides a recommendation to the DLUT Director and/or Hearings Officer.

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**Goal 9: Coordination**

**Implement the Transportation System Plan by working with the public, community groups, transit providers, cities and other government agencies.**

**Objective 9.1 Improve the effectiveness of the planning process, by providing opportunities for citizens to participate in the planning and development of transportation plans, processes and projects.**

- Strategy 9.1.1 Obtain a broad representation of public input and feedback on transportation system related planning, capital improvement programming and project selection pursuant to Washington County’s Citizen Involvement Program, by:
  - › Proactively undertaking community visioning.
  - › Engaging citizens early and throughout the planning process.
  - › Utilizing Citizen Participation Organizations and the Committee for Citizen Involvement as the primary ongoing citizen outreach forums.
  - › Participating in and soliciting feedback from transportation related interest groups.
- Strategy 9.1.2 Utilize input from the Urban Road Maintenance District Advisory Committee (URMDAC) and the Rural Roads Operations and Maintenance Advisory Committee (RROMAC). Identify needs for advisory committee membership and fill the positions.
- Strategy 9.1.3 Utilize existing information programs, newsletters and media outreach. Investigate and incorporate new technological solutions to improve public participation.
- Strategy 9.1.4 Seek to involve and incorporate feedback from populations that are historically underserved by the existing transportation system or underrepresented in transportation planning in a culturally relevant and equitable manner.
- Strategy 9.1.5 Ensure the availability and transparency of transportation related data resources as appropriate.

**Objective 9.2 Improve internal consistency and coordination with other Washington County plans and regulations.**

- Strategy 9.2.1 Utilize the development review process to review development applications, apply transportation related standards (including parking and other requirements) and require transportation related improvements and/or right-of-way dedication.
- Strategy 9.2.2 Resolve conflicts between the TSP and transportation elements of Community Plans or the Rural/Natural Resource Plan in favor of the TSP.
- Strategy 9.2.3 Involve Project Review Committee in the project development and design process, as appropriate and exempt from review those types of improvements which generally do not have significant impacts or which involve final engineering, design, construction, operation, maintenance, repair or preservation decisions.
- Strategy 9.2.4 Require that project development and development review procedures are consistent with the goals of the TSP.
- Strategy 9.2.5 When amending the TSP, utilize text in the Implementation section and use the land use ordinance process as described in Chapter X (ten) of the Washington County charter, to engage the public in the Planning Commission and County Board of Commissioners hearing process.

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**Objective 9.3 Coordinate with cities and agencies of Washington County as well as regional agencies to cooperatively plan and operate a seamless network of transportation systems and services.**

- Strategy 9.3.1 Work with the Washington County Coordinating Committee (WCCC) and the County Board of Commissioners for countywide transportation coordination with cities in Washington County as needed.
- Strategy 9.3.2 Work with cities and other agencies to plan for transportation systems that account for Urban and Rural Reserves. For Urban Reserves, coordinate concept plans to provide transportation systems for these areas, including finance strategies to implement these plans. Coordinate the transportation planning of the urban area to avoid and or limit impacts on Rural Reserves areas.
- Strategy 9.3.3 Coordinate with cities and other agencies on the development of concept plans prior to annexation.
- Strategy 9.3.4 Work with cities and agencies of Washington County to operate the transportation system in a manner that is seamless to the traveling public. This includes but is not limited to design standards, the implementation of the advanced transportation control systems, operation and coordination of signal systems, signage, maintenance schedules and procedures and repairs.
- Strategy 9.3.5 Coordinate with the cities to resolve conflicts and transfer roads to the appropriate jurisdiction as urban unincorporated areas are annexed and urban expansion occurs.
- Strategy 9.3.6 Where appropriate, facilitate the annexation of Neighborhood Routes and Local Roads to cities, by designating these roads as “local access” routes.
- Strategy 9.3.7 Participate in the regional technical and policy decision-making processes.
- Strategy 9.3.8 Coordinate with Metro to develop, update and comply with the Regional Transportation Plan and the Regional Transportation Functional Plan requirements.

**Objective 9.4 Ensure consistency with state and federal guidelines and coordinate planning activities, as appropriate, with state and federal agencies.**

- Strategy 9.4.1 Work jointly with Oregon Department of Transportation (ODOT) to identify and resolve state/county issues.
- Strategy 9.4.2 Coordinate with ODOT and Department of Land Conservation and Development and others to comply with the requirements of the Oregon Statewide Planning Goals, other state requirements and review all plan amendment requests for consistency with the applicable provisions of the Transportation Planning Rule as set forth in OAR 660-12-060.



## FUNDING

The transportation funding element identifies transportation revenue sources and describes the County’s overall funding strategy for needed transportation improvements. The information in this section reflects the funding conditions at the time the document was prepared. Projected revenues and estimated project costs are expected to change over time. Further, the list of candidate transportation improvements is anticipated to evolve as development occurs and new opportunities and challenges develop.

Washington County’s transportation system funding currently is based on numerous revenue sources. The main principle in the use of these revenues has been the creation of a sustainable funding program to implement improvements over time. Figure 4-1 illustrates the current Countywide transportation funding structure and recent program revenues. The TSP assumes that transportation needs will outstrip available funding resources. The challenge is two-fold: 1) to make the best use of existing resources; and 2) to generate the support necessary to provide additional resources to implement the transportation system improvements and services that Washington County residents and businesses desire. The ongoing Countywide funding programs, such as the Gas Tax, the Urban Road Maintenance District (URMD) and Major Streets Transportation Improvement Program (MSTIP) are consistent sources of revenue that can be programmed for improvements over a period of time.

**Figure 4-1: Transportation Funding Strategy**



### Washington County Transportation Funding Strategy “Three Legged Stool”



#### Existing Safety/ Capacity Deficiencies

##### Property Taxes (MSTIP)

- MSTIP 1: \$27 million (1986-1989)
- MSTIP 2: \$60 million (1989-1995)
- MSTIP 3: \$265 million (1995-2004)
- MSTIP 3b: \$65 million (2004-2007)
- MSTIP 3c: \$138 million (2007-2013)
- MSTIP 3d: \$175 million (2013-2018)  
*Approx. \$35 million/year*
- **Total to date:** \$730 million
- MSTIP 3e: \$175 million (2018-2023)  
*Approx. \$35 million/year*

#### System Maintenance

##### Gas Tax and User Fees

- Road Fund: State and county fuel taxes, state vehicle registration fees and weight-mile tax  
*Approx. \$24 million/year for maintenance-related activities*  
*Prioritization policy focuses on major transportation system first*
- Urban Road Maintenance District (Property tax)  
*Approx. \$4 million/year*  
*Unincorporated Area Local Streets*

#### Keeping Up with Growth

- TIF/TDT: Average \$13 million/year since 1990
- North Bethany Transportation SDC and County Service District
- Proposed Bonny Slope West Transportation SDC

Funding and expenditures are divided into two primary types: capital and maintenance. While these categories are not mutually exclusive, many funding sources are dedicated primarily toward one type of expenditure or the other. Table 4.1 summarizes the major funding sources for capital improvements and maintenance in Washington County.



**Table 4.1: Countywide Transportation Funding Programs**

Source	Use	2013 Estimated Amount
State and County Gas Tax	For maintenance and operation of Arterials and Collectors	\$23 million annual
Urban Road Maintenance District (URMD)	For maintenance and operation of unincorporated neighborhood and local streets, plus minor safety improvements	\$3.7 million annual property tax
Major Streets Transportation Improvement Program (MSTIP)	To meet existing deficiencies on Arterials, Collectors and other major system improvements as determined by the Board of Commissioners	\$35 million annual property tax (enacted 3 times, due to state law changes is now part of the general fund)
Transportation Development Tax (TDT)	For future capacity primarily on Arterials, Collectors and other major system improvements	Tax on new development, used for future needs. Varies based on amount of development
Special District Funding Sources	Dedicated funding for specific improvements within, or that directly benefit, the special district.	Varies

### Capital Funding Programs

Capital projects include improvements that expand, enhance, or extend the current transportation system. The TSP identifies projects consistent with the financially constrained list of projects included in Metro’s *2014 Regional Transportation Plan*. The TSP projected financial resources that will be available over the planning horizon are consistent with Metro requirements. The resulting revenue projections were compared to the identified project list to identify the gap between transportation system needs and the funding projected to be available for transportation system improvements to address these needs.

#### Major Streets Transportation Improvement Program (MSTIP)

MSTIP is an innovative pay-as-you-go program that is a key piece of Washington County’s transportation funding strategy. MSTIP has been praised across the state as a smart and balanced response to transportation needs. Between 1986 and 2013, MSTIP built 111 multimodal projects (totaling \$555 million) that County residents and businesses rely upon every day. MSTIP is a property tax measure that was passed by Washington County voters three different times during the 1980s and 1990s. Each of the three ballot measures identified a specific list of improvements that would be completed if the measure passed. In the late 1990s two statewide tax reform measures led to MSTIP being rolled into the County’s general property tax rate. Those property tax revenues support the County’s General Fund, which is used at the discretion of the Board of Commissioners. Thus far, the Board has invested the revenue generated by MSTIP in transportation improvements. The TSP funding structure assumes that MSTIP will continue to fund transportation improvements at the same rate. Periodically there have been discussions of a new MSTIP ballot measure. A new measure could ask voters to increase the Countywide property tax to pay for additional transportation investments. A new MSTIP ballot measure or other MSTIP increase is not included in the revenue assumptions for the TSP financial analysis (consistent with the requirements for a financially constrained regional transportation plan.)

#### Transportation Development Tax (TDT)

The TDT replaced the previous charge known as the Traffic Impact Fee (TIF), which was enacted in 1986. The TIF imposed fees on new development in unincorporated Washington County. In 1990, the TIF was enacted Countywide, including within the cities in the County. This was one of the first transportation-related development impact fees in the nation. The TDT is imposed on all new development in Washington County and is collected prior to the issuance of a building permit. In cases where no building permit is required (such as for golf courses or parks), the TDT is imposed prior to final approval of a development application. The TDT is based on the estimated traffic that will be generated by each type of development. The amount of TDT revenue generated varies by the amount and type of development that occurs during any given time frame. Revenue is held in a dedicated account and allocated toward transportation capital improvements as revenue becomes available.



### North Bethany Transportation Funding

The North Bethany subarea has two additional funding programs: the North Bethany Transportation System Development Charge and the North Bethany County Service District for Roads. These charges provide additional revenue to fund specific capital improvements needed to serve the planned development. Together, these charges are intended to raise more than \$35 million to be used towards 14 specific transportation projects. The timeline for the complete development of North Bethany is unknown. The funding strategy was designed to implement transportation improvements as development occurs and funding becomes available. These two funding programs will sunset once the area has developed and the specified improvements have been implemented and paid for.



New residential construction in North Bethany

New transportation districts are likely to be established in the future in conjunction with major developments, including within cities. Some of these may contribute financially to Washington County facilities. These districts have yet to be defined and therefore are not considered in this element.

### Federal and State Funding

Federal and state transportation capital improvement funds are awarded through a variety of competitive programs. These programs allocate funds to the most competitive projects based on needs, system benefits, and available funding. Metro currently uses a process known as the Regional Flexible Fund Allocation (RFFA) to distribute Metropolitan Transportation Improvement Program (MTIP) funds to specific projects. The MTIP includes all federally funded transportation projects in the Portland metropolitan area, including projects planned by TriMet, the Oregon Department of Transportation, and local agencies receiving federal funds allocated by Metro. Regional Flexible Funds currently come from three federal grant programs: the Surface Transportation Program, the Congestion Mitigation/Air Quality Program, and the Transportation Alternatives Program. The RFFA process identifies which projects included in the RTP will receive funding. Regional Flexible Funds are allocated every two years and are included in the MTIP. Project and program applications may be nominated by jurisdictions or by transportation or transit agencies operating within the region. These funds can be spent on a number of different types of improvements, except for local street construction.

The MTIP also incorporates the Statewide Transportation Improvement Program (STIP), which is Oregon's four-year transportation capital improvement program. The STIP includes projects on the federal, state, city, and county transportation systems; multimodal projects (highway, passenger rail, freight, public transit, bicycle, and pedestrian); and projects in the National Parks, National Forests, and Native American tribal lands.

### Local Improvement Districts (LIDs)

In addition to the Countywide transportation funding programs, there are a number of dedicated programs within Washington County specifically targeted toward local improvements. Frequently, LIDs are established to finance improvements or changes to identified streets. The additional property tax generated in these districts is dedicated to fund the improvements identified for the LID. LIDs are often needed to pay for paving of local roads or to otherwise maintain or preserve existing or new roadways. LIDs have been implemented in several areas in the County to finance installation or improvement of traffic management devices within neighborhoods.



## Maintenance Funding Programs

In order to maximize the effectiveness of maintenance-related resources, the Board of Commissioners has adopted target service levels for all types of assets. The primary tool used for selecting road maintenance projects is the Road Maintenance Priority Matrix described in TSP Goal 11: Maintenance.

### Urban Road Maintenance District (URMD)

The Urban Road Maintenance District was created by the voters in urban unincorporated Washington County in 1987; voters approved funding for the district in 1994. URMD provides preventive road maintenance services for public roads within URMD boundaries, except roads that are designated as Arterials or Collectors on the Functional Classification Map included as Figures 3-9 and 3-10 in this Users' Guide. Funding for maintenance for these roads comes from the Road Fund described below. In 2011 the Board expanded the services eligible for URMD funding to include construction of safety improvements. All roads under County jurisdiction within the District are eligible for safety improvements, including Arterials and Collectors.

### Road Fund

Washington County receives a portion of state highway funds generated by Oregon's 30-cents-per-gallon tax on gasoline, truck weight-mile fees, and vehicle registration fees. Anyone who buys gasoline, drives a truck that meets requirements for weight-mile fees, or registers a vehicle in Oregon pays the tax. This fund is currently distributed 50 percent to the state, 30 percent to the county, and 20 percent to the cities. Washington County also collects a local one-cent-per-gallon tax on gasoline. Anyone who buys gas/diesel in Washington County pays this tax. These revenues are used by Washington County to maintain roads under County responsibility. In the future, these gas-tax related programs may change; however, it is not possible to speculate on the nature of potential changes. For the revenue projections in this Funding Element, no increases or other significant changes to the Road Fund are assumed.

## Goal 10: Funding

### ***Seek adequate and reliable funding for transportation.***

#### **Objective 10.1 Preserve existing transportation assets by providing adequate maintenance.**

- Strategy 10.1.1 Look for opportunities to reduce maintenance costs through cooperative partnerships with other agencies and private enterprises, as well as periodic reviews and evaluations of best practices.
- Strategy 10.1.2 Consider long-term maintenance liabilities when planning and designing new transportation facilities.
- Strategy 10.1.3 Recognizing that recent declines in Gas Tax revenue are expected to continue, seek new or enhancement of existing funding sources for maintenance.

#### **Objective 10.2 Promote equitable, sustainable and fiscally responsible transportation system funding.**

- Strategy 10.2.1 Strive to distribute funding so that it is balanced between the various needs of the community, including modal and geographic considerations.
- Strategy 10.2.2 When considering the TSP or amendments to the plan, evaluate potential transportation system options with consideration for reasonable funding levels, given existing and anticipated future funding sources.
- Strategy 10.2.3 Regularly provide transparent reports on transportation funding sources and related investments.



- Strategy 10.2.4 As appropriate, prior to allowing urban development within urban growth boundary expansion areas, develop and implement financing strategies that provide adequate funding for the transportation systems and services necessary for the anticipated urban development.

**Objective 10.3 Monitor revenue sources, to meet transportation system needs.**

- Strategy 10.3.1 Monitor Road Fund and Urban Road Maintenance District (URMD) revenue to anticipate the occurrence and magnitude of potential funding shortfalls.
- Strategy 10.3.2 Monitor the Transportation Development Tax (TDT) and the proportion of the future growth needs being met by development related revenue and credits.
- Strategy 10.3.3 Continue the commitment of the Major Streets Transportation Improvement Program (MSTIP) revenue to fund transportation needs.
- Strategy 10.3.4 Rely upon the Road Fund to continue to maintain and operate the Arterial and Collector roadway system, as appropriate.

**Objective 10.4 Strategically invest in the transportation system to accomplish the other goals within the TSP.**

- Strategy 10.4.1 Seek to establish new and/or enhance existing funding mechanisms to adequately support the capital and maintenance needs identified in the TSP.
- Strategy 10.4.2 Work with regional and state partners to investigate alternatives to or enhancements of the Gas Tax, as appropriate.
- Strategy 10.4.3 Seek non-traditional funding alternatives and sources to enhance the transportation system.
- Strategy 10.4.4 Consider active transportation projects and improvements for appropriate sources of available funding.
- Strategy 10.4.5 All funding decisions should be consistent with the TSP goals.

**Objective 10.5 Seek adequate funding for transportation improvements that benefit Oregon as well as the Portland metropolitan region.**

- Strategy 10.5.1 Work with state, regional and local agencies and elected officials to leverage and increase state funding for transportation projects within Washington County.
- Strategy 10.5.2 Coordinate with the Oregon Congressional Delegation to pursue adequate federal transportation funding for Oregon and the Portland metropolitan region.
- Strategy 10.5.3 Seek funding for transportation projects in Washington County through the Metro Transportation Improvement Program (MTIP) and Oregon Department of Transportation's (ODOT) Statewide Transportation Improvement Program (STIP).
- Strategy 10.5.4 Coordinate with other agencies and organizations to establish adequate, uniform and equitable methods for funding local transportation system needs.

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## Transportation Project Development

### Capital Project Priorities

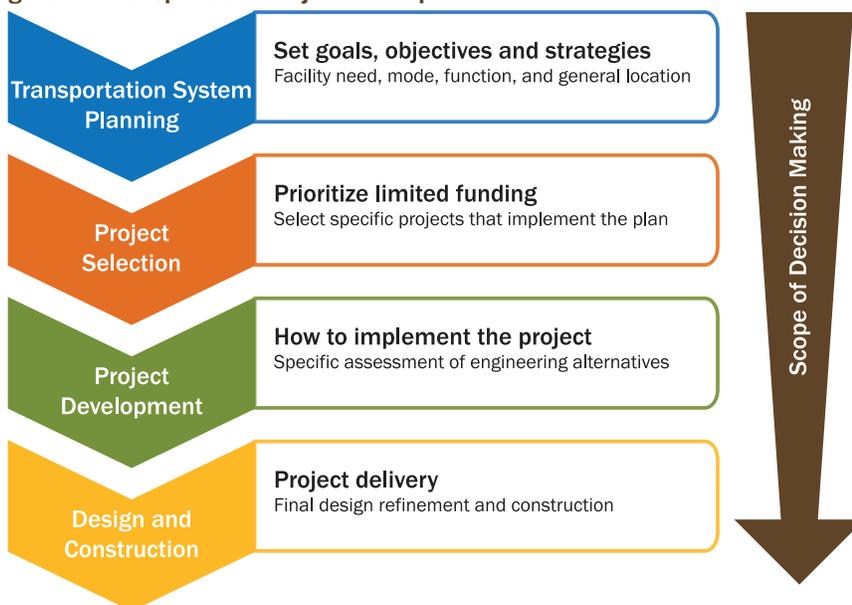
The goals, objectives and strategies of the TSP establish funding priorities. These priorities reflect a balance of important criteria to be considered when selecting projects for funding. Each funding program has different rules, criteria, and/or criteria weighting, which may change over time. Changes to the funding program rules and criteria are generally established through an independent process and are not directly linked to the County’s TSP. Prioritizing proposed projects to meet the different goals of the TSP must be based on the specific situations being addressed. Therefore, the TSP must be flexible enough to respond to the rules and criteria established by the various funding programs. Identifying how a particular project may score against the established rules and criteria of each funding program is critical in determining which funding sources would be most appropriate for individual projects and in applying for funds from different programs. In many cases, it is important to demonstrate within the funding application how a particular project is consistent with the goals of the TSP, while meeting the specific requirements of the funding source.

The TSP identifies the need, mode, function, and general location of transportation system improvements, but does not establish specific project priorities. The Oregon *Transportation Planning Rule* (TPR) requires that transportation planning be divided into two phases: Transportation System Planning and Transportation Project Development. Transportation System Planning is a land use action and establishes a network of facilities and services to meet overall transportation needs including their function, mode, and general location. Transportation Project Development implements the TSP by determining the precise location, alignment, and design of the improvements included in the TSP. Projects authorized in an acknowledged transportation system plan are not subject to further justification with regard to their need, function, or general location.

### Project Development Process

Figure 4-2 illustrates the transportation project development process for Washington County. This begins with establishing the need, mode, function, and general location of a transportation facility within the TSP, and proceeds through construction of the project. The figure depicts the four major steps in the transportation system planning and project lifecycle. Each stage of the process yields key decisions that shape the transportation system. The scope of decision-making becomes more narrowly focused as projects advance through these stages. “Bigger-picture” decisions occur during the planning and project selection stages; more specific project-level decisions occur in the project development and the design/construction stages. The public is kept informed and involved, as appropriate, throughout each of the transportation project development process steps.

**Figure 4-2: Transportation Project Development Process**





Bethany Boulevard project completed in 2014

## Washington County Capital Project List

The Capital Project List included as Appendix C to this Users' Guide identifies transportation improvement project "candidates" that respond to identified transportation needs, along with associated order-of-magnitude costs for each project. An identified transportation improvement remains a project candidate until it has been funded, after which it becomes a "project." The Capital Project List in Appendix C represents a snapshot in time based on current assumptions. The timeframe associated with each candidate project is derived from the [2014 Regional Transportation Plan](#) project list, in which candidates were assigned a "time bucket" for modeling and funding target purposes. While the Capital Project List conveys a sense of which projects would be particularly beneficial in addressing the County's transportation needs, it is not a prioritization tool. It is possible that candidates not on this list may become priorities in the future, while some candidates on this list may become less important and ultimately not pursued. In Washington County, transportation project prioritization and selection occurs through the various funding programs. For example, Major Streets Transportation Improvement Program (MSTIP) projects are selected through a collaborative, public process by the Washington County Coordinating Committee and the Board of Commissioners.

The TSP Capital Project List focuses on projects in which Washington County has transportation and/or land use jurisdiction, as well as a small number of additional projects that have been identified as important County priorities. Specifically, the list includes:

- Projects on County roadways in the unincorporated area (urban and rural),
- Projects on County roadways within cities,
- Projects on state highways in the unincorporated area,
- Trail projects in the unincorporated area (both within and outside of the Tualatin Hills Park & Recreation District),
- Transit projects in the unincorporated area,
- Washington County sponsored projects on the Regional Transportation Plan project list that do not otherwise meet the above criteria, and
- Regional-scale projects in which the County has made a funding commitment and that do not otherwise meet the above criteria (such as Southwest Corridor project development).

The Capital Project List does not include projects on city roadways or on trails wholly within cities, nor does it include all of the projects on the [2014 Regional Transportation Plan](#) project list located within Washington County. The TSP Modal Element maps depict an ultimate complete system that will be implemented gradually through capital projects and private development. The County reserves the right to "condition" right-of-way dedications and half-street improvements during development review based on designations shown on the TSP Modal Element maps, regardless of whether a particular road segment is included in the Capital Project List.



## MAINTENANCE

Preserving Washington County's investment in its transportation infrastructure is the principle purpose of maintenance. Adequate system maintenance is critical since it is much less expensive in the long run to maintain assets in a deliberate manner rather than allow them to deteriorate to the point where major improvements or reconstruction are needed. Competing interests and limited funds present a challenging task for those charged with maintaining a complex transportation network. Civic leaders must make difficult choices that are sometimes unpopular. Washington County's situation of an aging infrastructure coupled with a reduced revenue stream is not unique. In fact, the maintenance difficulties facing Washington County are similar to other transportation agencies throughout the region and across the country.

The Operations & Maintenance Division (OPS) of LUT strives to apply the appropriate level of resources at the right time to ensure the most cost-effective use of available funds to maintain the best overall condition of the County's transportation system assets. There are nearly 1,300 centerline miles of paved and gravel roads, almost 200 bridges, more than 3,000 culverts, close to 900 miles of drainage ditches, and numerous miles of roadside vegetation to maintain in Washington County. Achieving the best overall condition of the transportation system requires cooperation, creativity, and collaboration. To help achieve the needed balance for roadway maintenance investments, OPS utilizes a variety of tools including County policies, empirical analysis, professional judgment, and citizen input to decide where to spend road maintenance funds.

The maintenance goal of the County's Department of Land Use & Transportation (LUT) is to protect public safety and personal property, make effective use of available funds and preserve the public and private investments in the transportation system. In addition, LUT also strives to preserve and protect the natural environment.

### Maintenance Priorities

The four different types of priorities associated with maintenance are listed below:

- **Emergencies/Hazards Work** related to abating or managing an immediate threat to public safety, private property, or environmental resources. These occurrences may cause a road to become impassable, or an operator of a vehicle to lose control. These occurrences may require prompt action in order to protect human life or welfare and/or access.
- **Mandated Work** related to regulatory or legislative requirements that require the agency to perform certain activities. The specific authorization may vary by the type of activity.
- **Essential Work** that maximizes the efficiency of the transportation system but is not required, by law to be performed. This can include general maintenance and preventative activities required to keep a road or other facility in good condition.



Washington County road maintenance crew

- **Non-Essential Work** is typically for aesthetic or non-functional enhancements related to the movement of vehicles, bicycles, and/or pedestrians. This can include both minor improvements and reconstruction. Minor improvements may go beyond general maintenance, but can be completed in conjunction with general maintenance activities. Reconstruction projects rebuild substandard or deteriorated facilities. Such projects may be considered a comprehensive form of maintenance.



A long-standing tool used for selecting road maintenance activities has been the *Road Maintenance Priority Matrix* shown in Table 4.2. This guideline has been in place since adoption of the 1988 Transportation Plan and focuses on the functional classification of the roadway for the selection process.

**Table 4.2: Road Maintenance Priority Matrix\***

Activity	Arterial	Collector	Rural Resource Route**	Neighborhood Route	Local Road
Emergencies / Hazards	1	1	1	1	1
Mandated	1	1	1	1	1
General Maintenance	2	3	4	5	8
Minor Improvements	6	7	11	13	14
Reconstruction	9	10	12	15	16

\*"1" is the highest priority; "16" is the lowest.

\*\*Resource Routes are an identified network of rural local roads important to the economy and connectivity in the county. Their designation may be adjusted periodically as needed as part of the Board-adopted annual maintenance program.

### Target Service Levels

Each year LUT develops an Annual Road Maintenance Program. The Board of Commissioners evaluates the transportation system based on available resources and risks and adopts the Road Maintenance Program. This program becomes the department's plan for scheduled work during the fiscal year and focuses on preservation of existing transportation assets and safety. The target service levels provide a guideline for the department to use when establishing the annual road maintenance work program, responding to emergencies and service requests, selecting projects, and developing budgets. The target service levels supplement the Maintenance Priority Matrix to improve the process for selecting maintenance activities. The major assets that represent the foundation of the transportation system generally fall into the following categories:

- **Bridge:** A structure that typically consists of vertical supports and horizontal members connecting at least two segments that allows safe and efficient passage over an obstacle such as a body of water, a road, or a railway. In some instances, large culverts are considered bridges.
- **Culvert:** A structure underneath the roadway used to allow storm water to pass through a roadway fill section.
- **Pavement:** The hard surface of a road or other facility. The pavement can be made of bituminous material (asphalt or chip seal) or Portland cement concrete.
- **Gravel Road:** A facility that has crushed aggregate material as the wearing surface.
- **Ditch:** An open channel adjacent to a roadway used for the collection and conveyance of storm runoff.
- **Landscaped Area:** A region in the public right-of-way with ornamental trees, shrubs, and/or ground cover intended to provide erosion control, environmental mitigation, traffic calming, and aesthetic value.



Washington County bridge maintenance crew

The target service levels are intended to provide staff with formal guidance to plan maintenance work on the transportation system. The target service levels are intended to be the nexus between the maintenance budget and the annual work program to ensure the goals and priorities of the Board of County Commissioners are being realized. It is important to note that the identified service levels are merely "targets" and not mandates.



**Goal 11: Maintenance**

***Adequately maintain Washington County’s transportation facilities.***

**Objective 11.1 Preserve the public’s investment in transportation facilities.**

- Strategy 11.1.1 Inspect the transportation system as necessary to identify current and future roadway maintenance and reconstruction needs.
- Strategy 11.1.2 Prioritize road maintenance and reconstruction expenditures using the Road Maintenance Priority Matrix as a guide, to be reviewed and approved by the County Board of Commissioners.
- Strategy 11.1.3 Implement an asset management program to maintain an accurate inventory and condition rating of pavements, bridges, culverts, gravels roads, roadside drainage facilities and landscape areas.
- Strategy 11.1.4 Design projects considering future maintenance needs and costs.
- Strategy 11.1.5 Evaluate best maintenance practices for financial efficiencies.
- Strategy 11.1.6 Employ a right-of-way permitting program to protect and restore road assets to full functionality and service life thereby conserving maintenance dollars.

**Objective 11.2 Program maintenance activities through the annual Washington County Road Maintenance Program.**

- Strategy 11.2.1 Utilize the asset management system to systematically select maintenance activities based on adopted service levels.
- Strategy 11.2.2 Review maintenance service levels and annual work programs with and seek feedback from the Urban Road Maintenance District Advisory Committee (URMDAC) and the Rural Roads Operations and Maintenance Advisory Committee (RROMAC).
- Strategy 11.2.3 Annually program transportation maintenance expenditures, as adopted by the County Board of Commissioners.

**Objective 11.3 Maintain transportation facilities, within funding limitations, to adequately protect public safety, private property and the environment, and to provide a system that is structurally sound and reliable.**

- Strategy 11.3.1 Utilize URMDAC to assist in evaluating the cost effectiveness and efficiency of the Urban Road Maintenance District.
- Strategy 11.3.2 Utilize RROMAC to assist with identifying and evaluating the cost effectiveness and efficiency of maintenance program activities in the rural area.
- Strategy 11.3.3 Consult with both URMDAC and RROMAC to establish appropriate service levels for pavements, bridges, culverts, gravel roads, roadside drainage facilities and landscape areas.
- Strategy 11.3.4 Continue the practice of vegetation removal by county crews to address vegetation-related hazards and protect public safety.
- Strategy 11.3.5 Strive to limit soil disruption and/or damage to drainage tiles when conducting maintenance activities in rural agricultural areas.

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**Objective 11.4 Monitor the efficiency and cost effectiveness of transportation maintenance procedures and revise as needed, to provide effective use of available maintenance funds.**

- Strategy 11.4.1 Where practicable, limit construction maintenance related administrative costs.
- Strategy 11.4.2 Where practicable, implement efficient and cost effective maintenance operations by efforts to:
  - › Consolidate maintenance activity geographically,
  - › Monitor, identify and correct failures,
  - › Determine cause, and modify practices, and
  - › Take advantage of opportunities to leverage resources through cooperative arrangements with other agencies, regional utilities, and local businesses.

**Objective 11.5 Distinguish between countywide and local maintenance responsibilities. Address transportation system maintenance needs through mechanisms that recognize the primary responsibility of system users.**

- Strategy 11.5.1 Confine countywide road maintenance and reconstruction program (i.e. Road Fund) activities to roads that have been formally accepted as “County Roads”. Limit expenditures on noncounty roads (i.e. local access or public roads) to those prescribed by the Oregon Revised Statutes and the direction of the County Board of Commissioners.
- Strategy 11.5.2 Where appropriate, finance the reconstruction, minor improvement or maintenance of Neighborhood Routes and Local Streets through localized funding mechanisms, such as the Urban Road Maintenance District (URMD) or Local Improvement Districts (LIDs).

**Objective 11.6 Encourage the adequate maintenance of facilities intended for nonauto use.**

- Strategy 11.6.1 When and where appropriate, maintain the element of the transportation infrastructure intended for non-auto use by:
  - › Incorporating the non-auto facilities within the right-of-way into the regular maintenance program.
  - › Integrating pedestrian and bicycle improvements with road maintenance projects, such as resurfacing or shoulder widening, to take advantage of cost-sharing opportunities.
- Strategy 11.6.2 Consider a maintenance program to keep pedestrian facilities along County roads in adequate condition.
- Strategy 11.6.3 Consider developing supplemental funding sources for the maintenance of the non-auto system facilities.

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