



2026 Jurisdictional Transfer Advisory Committee Biennial Report

July 2026

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Executive Summary

In 2023, the Oregon Legislature passed House Bill 2793, establishing a Jurisdictional Transfer Advisory Committee (committee) within the Oregon Department of Transportation (ODOT). The committee reviews applications for jurisdictional transfers of portions of state highways from ODOT to a city or county and recommends funding to the Joint Committee on Transportation.

The committee consists of 11 governor-appointed members who develop the application process, solicit and review submitted applications, and recommend three transfers per biennium for legislative funding through a report to the legislature. The committee must solicit review and comment from the Oregon Transportation Commission on its list of recommendations. The committee is advisory; therefore, they do not have a budget and do not distribute funds. ODOT staff provides administrative and technical support to the committee.

In 2024, the committee recommended funding for two jurisdictional transfers – one to the City of Hood River and one to the City of Tigard. Neither transfer received funding in the 2025 legislative session.

In preparation of the 2026 legislative report, the committee received three applications; two were resubmissions from 2024, and one was new. The committee recommends funding for all three jurisdictional transfers.

1. **City of Hood River** (*resubmission*): OR 281 from the intersection of 13th Ave and Oak Street to the intersection of Pacific Ave and 12th Ave – recommended for the total requested amount of \$30.6 million although the legal jurisdiction has been transferred to the city effective July 1, 2026.
2. **City of Tigard** (*resubmission*): OR 141 (Hall Boulevard) from Locust Street to Durham Road – recommended for transfer to the City of Tigard for the total requested amount of \$50 million.
3. **Washington County** (*new submission*): OR 10 (Farmington Road) from SW 198th Avenue to SW Kinnaman Road – recommended for transfer to Washington County for the total requested amount of \$44.4 million.

The committee has five vacancies, including the chair position, which has remained unfilled since December 2025. Applications from local jurisdictions have been notably low. Without legislative funding in 2025, the committee has struggled to attract and retain members and attract new proposals from cities and counties. Given these challenges, the committee is requesting guidance from the Legislature to help it fulfill its advisory role in a more purposeful and effective way.

Jurisdictional Transfers Recommended for Funding

The Jurisdictional Transfer Advisory Committee reviews applications for jurisdictional transfers of portions of state highways from ODOT to a city or county and recommends funding for three jurisdictional transfers per biennium to the Joint Committee on Transportation.

In preparation of the 2026 legislative report, the committee received three applications; two were resubmissions from 2024, and one was new.

In evaluating jurisdictional transfers for recommendation, the committee considered:

- The difference between the applicant's and ODOT's standards of maintenance.
- The amount of deferred maintenance.
- A description of how the highway is used in the community.
- The climate impact of a transfer and subsequent upgrades the applicant could provide.
- The potential positive impacts on historically underserved groups.
- The increase in multimodal transportation options provided by a transfer.
- A description of the safety issues that exist.
- A transfer readiness assessment.

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. The committee and all three jurisdictions have been in discussions with ODOT about recommendations included in this report and have ODOT's support.

After reviewing applications and receiving input from the Oregon Transportation Commission in June 2026, the committee recommends funding for three jurisdictional transfers; each are summarized in subsequent pages.

OR 281, City of Hood River

The Hood River community took the initiative in 2012 to create a Heights Urban Renewal District to principally invest in right of way projects. It became clear during a series of community meetings in 2018 that ODOT's highway design standards did not align with the local vision for the area. This was the catalyst for a multi-year planning effort to fully re-envision the district. The result is the Heights Streetscape Plan which was adopted by the Hood River Urban Renewal Agency and incorporated into the Hood River Transportation System Plan. The Heights Streetscape Plan balances the need to move vehicles efficiently through the district, while also dedicating protected space for bicycle and pedestrian traffic. The plan is a comprehensive vision that includes a change to the existing one-way traffic circulation, new amenities like enhanced crosswalks, medians, gathering spaces, bus stops, a key intersection roundabout and protected cycle tracks.

The city's Heights Streetscape Plan covers the 12th/13th Street couplet area between May Street and where the one-way couplet joins just south of Belmont Avenue. ODOT and the City of Hood River have been in negotiations for the jurisdictional transfer of OR 281 since the completion of the Heights Streetscape Plan in late 2023. Hood River submitted an application to the committee in 2024. Although the application was recommended for funding, it was not funded during the 2025 legislative session. Subsequently, with negotiations between the city and ODOT ongoing, Hood River again applied to the committee in 2026.

During the committee's application and review process, the city and ODOT concluded negotiations and entered into an intergovernmental agreement to transfer jurisdiction of OR 281, from the intersection of 13th Street and Oak Street to the intersection of Pacific Avenue and 12th Street from ODOT to the city, effective July 1, 2026. Ownership and control of the roadway will provide the city with the ability to transform the 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.

The agreement includes payment of about \$4 million in state funds to the city, much less than the requested amount of \$30.6 million included in the application submitted to the committee. This funding includes \$2.3 million for repaving and other roadway improvements, and \$1.7 million for American with Disabilities Act (ADA) curb ramps installation.

Central to the negotiations for this jurisdictional transfer and the city's decision to move ahead and affect the transfer was the ADA curb ramps. ODOT has an obligation to remediate the curb ramps on OR 281 under a legal settlement agreement by 2032,

while the city has developed a plan for a redesigned roadway including wider sidewalks and curb bump outs which has most of the curb ramps in a different place to their current locations. There is thus a risk that ODOT will spend resources to remediate the curb ramps to meet the state's legal obligation, only for the city to tear up and reconstruct the ramps later on with the construction of their streetscape plan projects, a situation all parties want to avoid as far as possible.

Providing \$1.7 million for ADA curb ramps as part of the transfer agreement will allow the city to both fulfill a portion of ODOT's ADA curb ramp obligations in this area and allow the city to construct the ramps consistent with their roadway design plans. In the transfer agreement, the number of curb ramps the city will be constructing was based on what the city can construct with their available funds (including the contribution from ODOT), which is only a small subset of the total number of curb ramps in the transferred section. ODOT remains responsible for remediating the remainder of the curb ramps in the area.

In the absence of additional funding for the city, ODOT will proceed with remediating the remaining curb ramps on OR 281, and many of those curb ramps will be torn up and constructed again when the city secures sufficient funding to implement their streetscape projects.

Should the legislature fund the \$30.6 million requested in 2027, the city would be able to progress much further with their envisioned projects for the Heights, including being able to construct many more of the curb ramps consistent with their plans for the roadway. This would substantially reduce the waste of state resources installing ADA curb ramps that are later torn out.

[illegible]

1. *Journal of the American Medical Association*, 1997; 278: 1039-1044.

OR 141 (Hall Boulevard), City of Tigard

The proposed jurisdictional transfer of OR 141 (Hall Boulevard) includes approximately three miles between Locust Street (MP 4.09) and Durham Road (MP 7.07). The land use adjacent to Hall Blvd has changed over time. Originally OR 141 was constructed (1930s) to function as a rural “farm to market” route. Hall Blvd has seen very limited investment while the city surrounding it has steadily grown and urbanized. The current roadway impedes safe and efficient travel options for Tigard residents, particularly those most in need of protection from auto traffic.

Hall Boulevard (Hall Blvd.) is a high injury corridor per Metro, indicating that it is one of the roadways with the highest concentration of serious traffic crashes per mile in Tigard. The city’s Transportation Safety Action Plan (TSAP) from 2019 identified two intersections on Hall Blvd as high-priority intersections due to crash history, Hall Blvd/Highway 99W (ranked #1) and Hall Blvd/Durham Road (ranked #14).

The city completed a corridor visioning project in 2024 which includes maintaining 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, pedestrian crossing enhancements, and additional tree canopy.

The city and ODOT estimate the cost to bring the proposed segment to a state of good repair, and the desired standard is \$81.5 million. ODOT is delivering improvements in this segment that include Americans with Disabilities Act compliant curb ramps and enhanced pedestrian crossings with crosswalk and rectangular rapid flashing beacons at SW Ashford and Fanno Creek Trail/Omara Street. Other funded pedestrian safety improvements include illumination, signal timing, signing, striping, and stormwater conveyance. These upcoming, funded improvements have a value of \$18.5 million. The city 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.

This transfer would enable the city to establish its own vision for Hall Blvd, including its functional classification designation, design standards, and performance expectations. Without transfer the design standards will need to fall within the state requirements. Being able to develop standards at the city level provides more flexibility with a focus on local goals and priorities. Additionally, the community sense of ownership is limited without a transfer.

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Cost to Transfer

1. Provide the mutually agreed upon cost estimate to bring this section of highway up to the desired standard after transfer.	\$81,000,000
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. • K22421 OR 141 ADA Project – Replacing settlement ramps. (\$10M) • Rep Bowman secured \$3 million in state funds to use for pedestrian improvements on Hall Blvd. (\$2.4M) • K22647 OR 141: SW Hemlock- SW Spruce (\$3.5M) • K23509 OR 141: Fanno Creek – Omara RRFBs (\$2.6M, including Rep Salinas Congressional designated \$1 million and \$550,000 of Rep Bowmen \$3 million identified above).	\$18,500,000
3. Subtract line 2 from line 1. This is the cost to transfer.	\$62,500,000
4. Multiply cost to transfer by 20%. This is the local share.	\$12,500,000*
5. Subtract line 4 from line 3. This is the total amount requested.	\$50,000,000

*The city is providing the 20% match with maintenance credits calculated at \$21,900,000 over a 20-year time horizon after transfer.

The committee unanimously recommends this jurisdictional transfer be considered for funding in the amount of \$50 million.



OR 10 (SW Farmington Rd), Washington County

The unincorporated Aloha community within Washington County has long desired an improved SW Farmington Road. This section of SW Farmington Road is critical for accessing residential neighborhoods, schools, parks, employment, community retail and other essential destinations. The 2014 Aloha-Reedville Study identified a long-term goal to reconstruct Farmington Road to urban standards with sidewalks, bicycle lanes, street lighting, pedestrian crossings and transit improvements. The extensive input received through the Aloha-Reedville Study demonstrates that the public wants improvements in this area, including safe, comfortable, connected walking and biking facilities that connect key destinations and corridors in Washington County and in Aloha.

This section has been identified as a significant gap in the pedestrian and bicycle system through ODOT's Active Transportation Needs Inventory, which ranked SW Farmington Road in the 95th percentile of pedestrian and bicycle deficiencies within the ODOT network. This is based on multiple evaluation criteria and is a designated regional high-injury corridor with numerous fatalities and serious injuries to road users reported since 2007.

Washington County and ODOT recently completed the [Farmington Road Concept Plan](#), which identified a preferred design concept for Farmington Road between Kinnaman Road and 209th Avenue. The improvements include one travel lane in each direction, a center left-turn lane, and a multiuse path on each side of the roadway, separated from vehicle traffic by a planter strip. The multiuse path will be striped in the direction of traffic flow for bicycles and bidirectional for pedestrians, separated by a tactile strip or something similar.

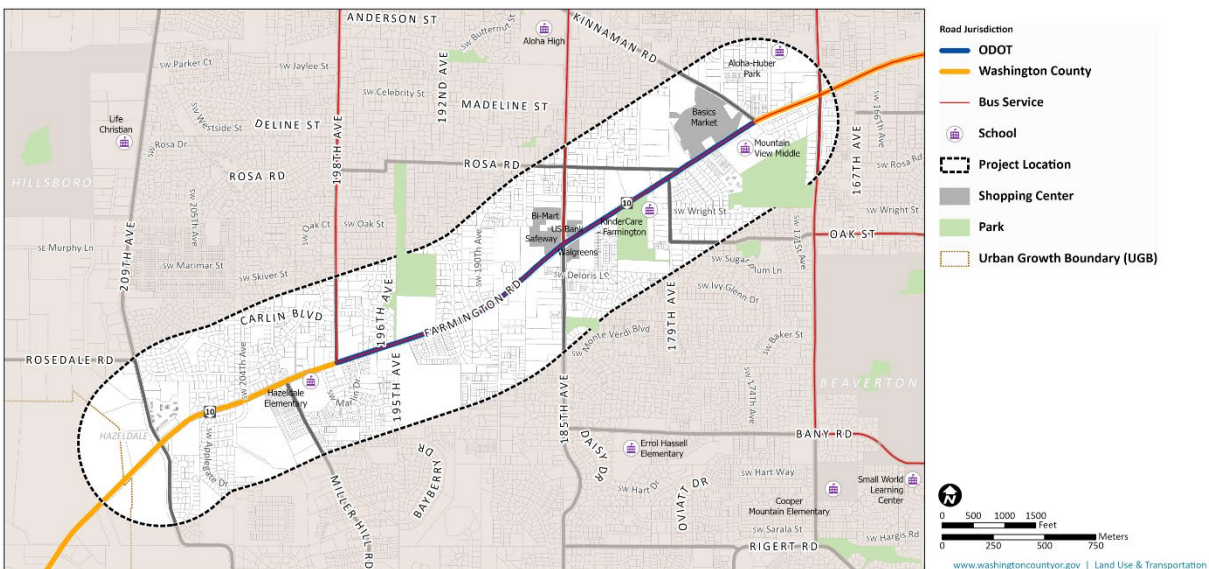
In addition to corridor-wide improvements, intersection improvements were identified at three key intersections. A second through lane in each direction is planned at both the 185th Avenue and Kinnaman Road intersections to manage congestion. The Rosa Road intersection is planned to be restricted to right-in/right-out only to improve safety for all modes.

While no specific land use changes are proposed as part of this concept plan, these improvements would expand access to employment, education and community destinations by providing continuous bicycle and pedestrian facilities including improved access to transit. Better multimodal access may lead to land use development that is less motor-vehicle oriented. By choosing a three-lane cross-section (versus the five-lane included in the county's TSP) for the majority of the corridor, right of way needs are less, resulting in fewer land use impacts.

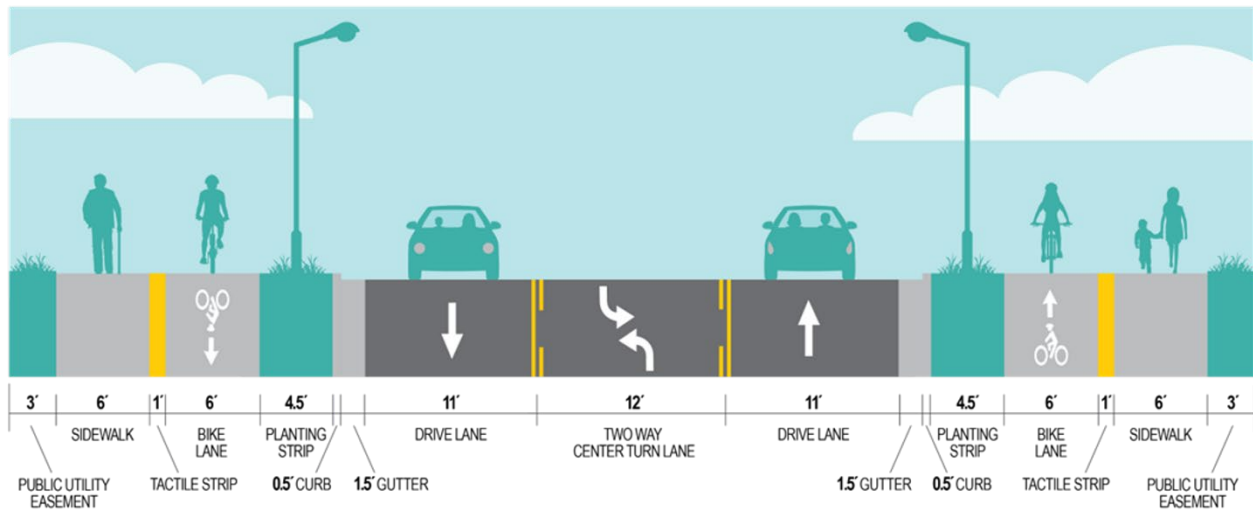
Cost to Transfer

1. Provide the mutually agreed upon estimate of the cost to bring this section of highway up to a state of good repair after transfer.	\$ 57,500,000
2. Provide a list of improvements ODOT has agreed to fund to improve the section of highway associated with the transfer, and the estimated value of those improvements.	\$ 2,000,000
3. Subtract line 2 from line 1. This is the cost to transfer.	\$ 55,500,000
4. Multiply cost to transfer (above) by 20%. This is the local share.	\$ 11,100,000
5. Subtract line 4 from line 3. This is the total amount requested.	\$ 44,400,000

The committee unanimously recommends this jurisdictional transfer be considered for funding in the amount of \$44.4 million.



OR 10 SW Farmington Road project area map



Rendering of project improvements on OR 10 SW Farmington Road

Additional Recommendations

Committee members expressed that a dedicated funding source would incentivize and increase participation by cities, counties, and ODOT Region offices in the work necessary to develop jurisdictional transfer proposals of mutual benefit to all parties and responsive to the legislatures policy direction.

The committee currently has five vacancies, and the chair role has been vacant since December 2025. The committee is struggling to attract new applicants, as well as new members due to the lack of legislative funding, uncertainty surrounding the return on investment, and prescriptive membership requirements. The committee recommends the legislature evaluate the utility of the committee against the administrative burden on the committee and applicants given the lack of funding in the 2025 legislative session. The committee welcomes a collaborative discussion.

The amount of funding needed to fulfill each recommendation in this report totals \$125 million. Beyond evaluating and providing a list of three recommendations for funding, the committee seeks guidance on what *additional* information it can supply the legislature to support greater success of funding. Specifically, the legislature may consider additional eligibility or selection criteria.

The committee recommends that, when evaluating legislation and funding for jurisdictional transfers, the legislature consider ways to prevent unnecessary waste related to ADA curb ramp installations. For example, if the legislature funds the City of Hood River's request, ODOT could transfer a portion of its ADA funds to the city. This would allow the city to install ADA curb ramps in the locations identified in its Heights Streetscape Plan, rather than having ODOT install ramps that the city would later need to remove during its project. The same may be true for other jurisdictions.

