

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE ) RESOLUTION NO. 03-3306  
DAMASCUS/BORING CONCEPT PLAN WORK )  
PROGRAM TO ADDRESS CONDITIONS ) Introduced by Councilor Rod Park  
IDENTIFIED IN RESOLUTION NO. 01-3098A.

WHEREAS, On September 20, 2001, the Metro Council approved Resolution No. 01-3098A (For the purpose of amending the Metropolitan Transportation Improvement Program to allocate FY 2004-05 Congestion Mitigation/Air Quality (CMAQ) and Surface Transportation Program (STP) funds), with conditions of approval, amending the Metropolitan Transportation Improvement Program (MTIP) to allocate \$2 million of Surface Transportation Program (STP) funds for concept planning for the Damascus area and to complete the Draft Environmental Impact Statement for the Sunrise Corridor -- Unit 1; and

WHEREAS, The first condition of Resolution No. 01-3098A directs a portion of this funding toward the Supplemental Draft Environmental Impact Statement (SDEIS)/Final Environmental Impact Statement (FEIS)/Preliminary Engineering (PE) for the Sunrise Corridor segment extending from I-205 to the Rock Creek Junction (Unit 1), with all other costs needed to complete the SDEIS/FEIS/PE to be provided by the Oregon Department of Transportation (ODOT) and Clackamas County; and

WHEREAS, A second condition of Resolution No. 01-3098A directs a portion of this funding for the preparation of a Damascus area concept plan upon completion of Metro's periodic review decision for the urban growth boundary and for completion of exceptions findings needed for the portion of the Sunrise Corridor extending from Rock Creek to US 26 with supplemental funds provided by Clackamas County; and

WHEREAS, A third condition of Resolution No. 01-3098A, requires the approval of the work program and budget by Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council to carry out these activities; and

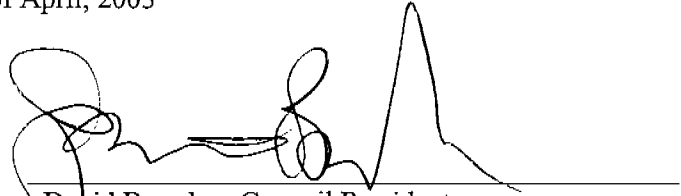
WHEREAS, On December 12, 2002, the Metro Council approved Ordinance No. 02-969B (For the purpose of amending the Metro urban growth boundary, the Regional Framework Plan and the Metro Code in order to increase the capacity of the boundary to accommodate population growth to the year 2022), amending Metro's urban growth boundary in the Damascus area and completing Metro's decision on the urban growth boundary; in addition, this urban growth boundary amendment included the requirement to develop a concept plan and recommend further territory to add to the urban growth boundary in the future; and

WHEREAS, A future resolution will address the work program and budget for the Supplemental Draft Environmental Impact Statement (SDEIS)/Final Environmental Impact Statement (FEIS)/Preliminary Engineering (PE) for the Sunrise Corridor Unit 1; now therefore,

BE IT RESOLVED:

1. The Damascus/Boring Concept Plan work program and budget shown in Exhibit A of the Resolution is approved.

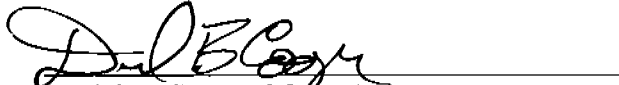
ADOPTED by the Metro Council this 10th day of April, 2003



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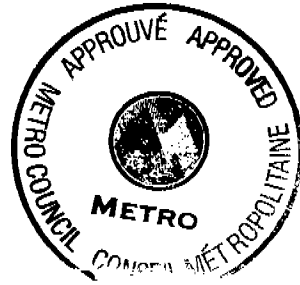
David Bragdon, Council President

Approved as to Form:



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Daniel B. Cooper, Metro Attorney





## Damascus/Boring Concept Plan Work Program

### Overview and purpose

The Damascus/Boring Concept Plan will be a cooperative planning effort to create a plan and implementation strategies for development of approximately 12,000 acres located south of Gresham and east of Happy Valley in Clackamas County. The concept plan is a follow-up to a December 2002 decision by Metro to bring the area inside the urban growth boundary. The Damascus/Boring Concept plan will be closely coordinated with the environmental analyses of the Sunrise Corridor Unit 1 effort and will address the general need and location of the proposed Sunrise Corridor (Unit 2). Important components of the concept plan are expected to include:

- A land-use element that locates a combination of uses and densities that support local and regional housing and employment needs, provides a diverse range of housing, and identifies commercial and industrial employment opportunities that allow residents to work near their home
- A multi-modal transportation system element that serves regional and community travel needs and informs the Sunrise Corridor planning process
- A natural resources element that identifies natural resources areas and protection strategies
- A public infrastructure and facilities element for water, sewer, storm water, parks, schools, fire and police

The concept plan will provide the basis for future comprehensive plan amendments and development code regulations that must be adopted before development can take place.

A separate, concurrent process is also underway to define improvements to the "urban" portion of Highway 212, from I-205 to the Rock Creek junction of Highways 212 and 224. This work is being led by Clackamas County, in partnership with Metro and ODOT, and will result in a Supplemental Draft Environmental Impact Statement (SDEIS) for improvements to this segment of the Sunrise Corridor, also known as Unit 1. The study will also examine future right-of-way issues east of Rock Creek junction to approximately 172nd Avenue. This work will result in the identification of potential improvements between I-205 and Rock Creek and does not preclude work related to the Sunrise Corridor that will be completed as part of the Damascus Concept Plan.

The Damascus/Boring Concept Plan will identify and evaluate multi-modal transportation system alternatives to serve regional and community needs in the area. The alternatives will include combinations of highway, arterial, boulevard and transit improvements that are complemented by a network of local streets, multi-use trails and bicycle and pedestrian connections. If the Damascus/Boring Concept Plan determines that the Unit II Sunrise Corridor improvements are needed, the concept plan will identify highway alternatives to be evaluated through a DEIS process similar to that already initiated for the Unit 1 portion of the Sunrise Corridor. However, the Damascus Concept Plan could also identify non-highway alternatives to the proposed Sunrise Corridor Unit II that would better meet the needs of the area while serving statewide travel.

**Project tasks and budget**

The following is a summary of major tasks identified in the Damascus/Boring Concept Plan work program and costs for completion of the tasks.

**Task 1**

**Project management and coordination**

The on-going management and coordination of the project includes oversight of schedules and budgets, creation and operation of an advisory committee, coordination of grant funding and management of consultant and grant contracts. Task 1 also includes communication with elected officials, community organizations and interested agencies and on-going coordination with the groups working on governance, Sunrise Corridor planning and Powell/Foster Corridor planning. Clackamas County and Metro will work with ODOT to define ODOT's role in the final work program. A project advisory committee to include Damascus and Boring residents, property owners and representatives from local governments and affected agencies will help direct the project. This task will be jointly managed by Clackamas County and Metro.

<b>Task 1 Summary</b>	
Clackamas County	\$143,000
Metro	\$129,120
Consultant	\$53,800
<b>Task 1 Total</b>	<b>\$325,920</b>

**Task 2**

**Establish a public involvement program with community**

This task involves the development and implementation of a public involvement program for the project. The primary objective of this task is to ensure that the community is meaningfully involved and to build consensus through a program to be designed by a community-based public involvement committee. The public involvement program, to be determined by the committee, is expected to include actions such as open houses, public meetings, workshops, project newsletters, a project website, media communications and other activities. Clackamas County will lead this task and the community-based public involvement committee will help direct it.

Oregon Solutions will facilitate a community-based process to develop core values, vision and principles to guide the Damascus/Boring Concept Plan, including principles of sustainability. The goal for the visioning process shall be to:

- develop and document the residents' Core Values
- develop and document the residents' vision of the community for 2024
- define the rules and laws that must be followed in the concept plan process
- explore and document how to sustain the area economically, socially and environmentally.

<b>Task 2 Summary</b>	
Clackamas County	\$128,000
Metro	\$50,500
Consultant	\$32,000
Oregon Solutions	\$10,000
<b>Task 2 Total</b>	<b>\$220,500</b>

**Task 3 Background and existing conditions**

This task includes development of a GIS data set and EMME/2 base transportation model for the study area and preparation of existing conditions/issues technical memoranda for land use, transportation, natural resources and public facilities and services. This task will produce a buildable lands map, natural resources map, existing conditions transportation system map and other materials that will be used in the development of alternatives (Task 5).

<b>Task 3 Summary</b>	
Clackamas County	\$160,200
Metro	\$121,800
Consultant	\$70,700
<b>Task 3 Total</b>	<b>\$352,700</b>

**Task 4 Alternatives development and analysis**

This task includes development of goals, principles and evaluation measures that will guide the creation and analysis of concept plan alternatives. Concept development workshops will be held in the community. A transportation analysis of the alternatives will be conducted using the regional travel model. An alternatives analysis report will be prepared, documenting how well the alternatives meet project goals and evaluation measures. This step will tie closely to the analysis of alternatives evaluated in the Sunrise Corridor planning effort.

<b>Task 4 Summary</b>	
Clackamas County	\$125,100
Metro	\$159,400
Consultant	\$90,200
<b>Task 4 Total</b>	<b>\$374,700</b>

**Task 5 Final concept plan and implementation strategies development**

This task will finalize a concept plan that refines lessons learned from the alternatives analysis, and develop implementation strategies that will guide future implementation of the concept plan. The plan will be based on input from the community and project advisory committee. A transportation analysis of the final concept plan will be conducted using the regional travel model, and a final report will be prepared that summarizes the recommended concept plan and implementation strategies.

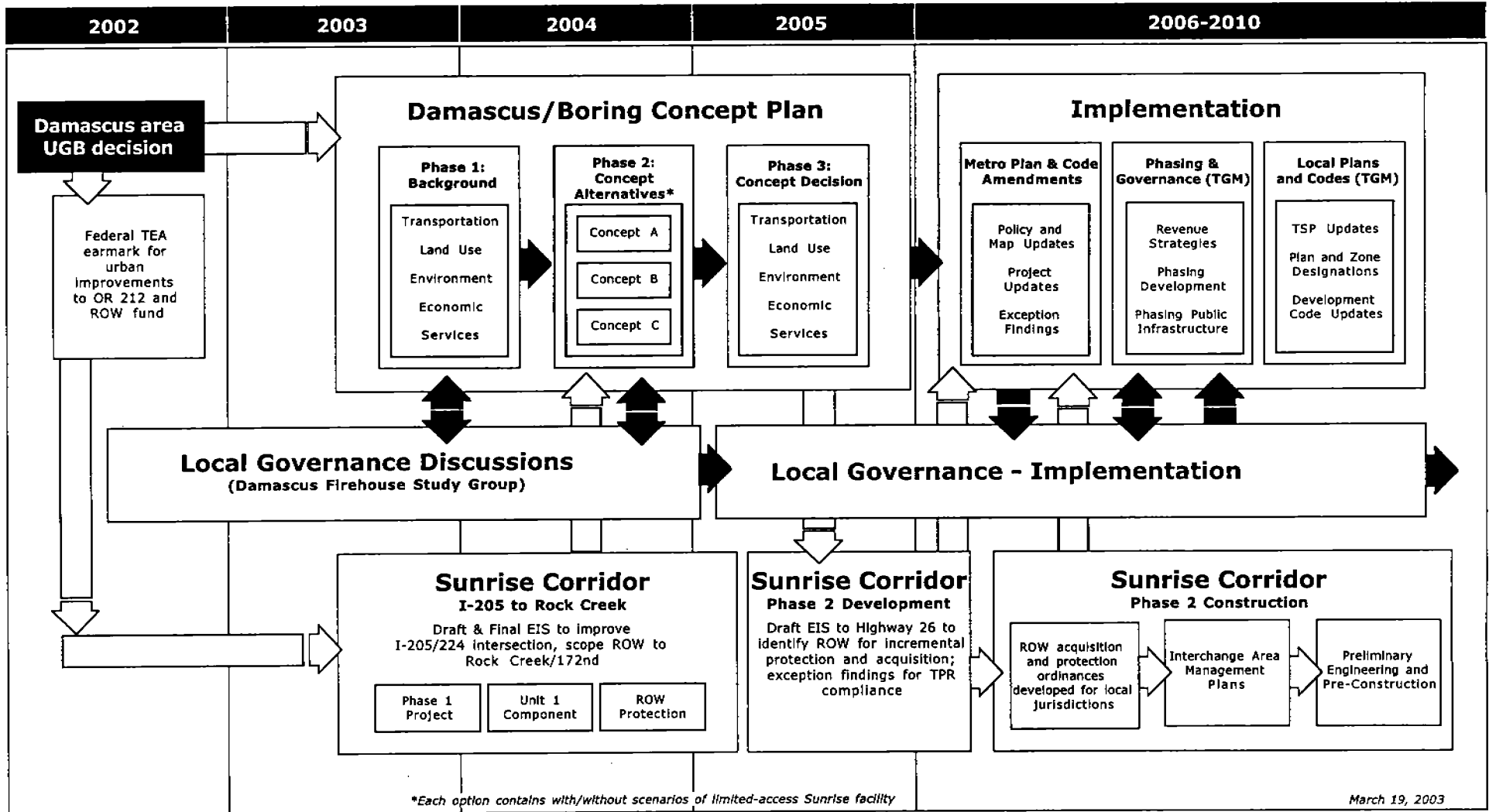
<b>Task 5 Summary</b>	
Clackamas County	\$77,500
Metro	\$70,300
Consultant	\$24,100
<b>Task 5 Total</b>	<b>\$171,900</b>

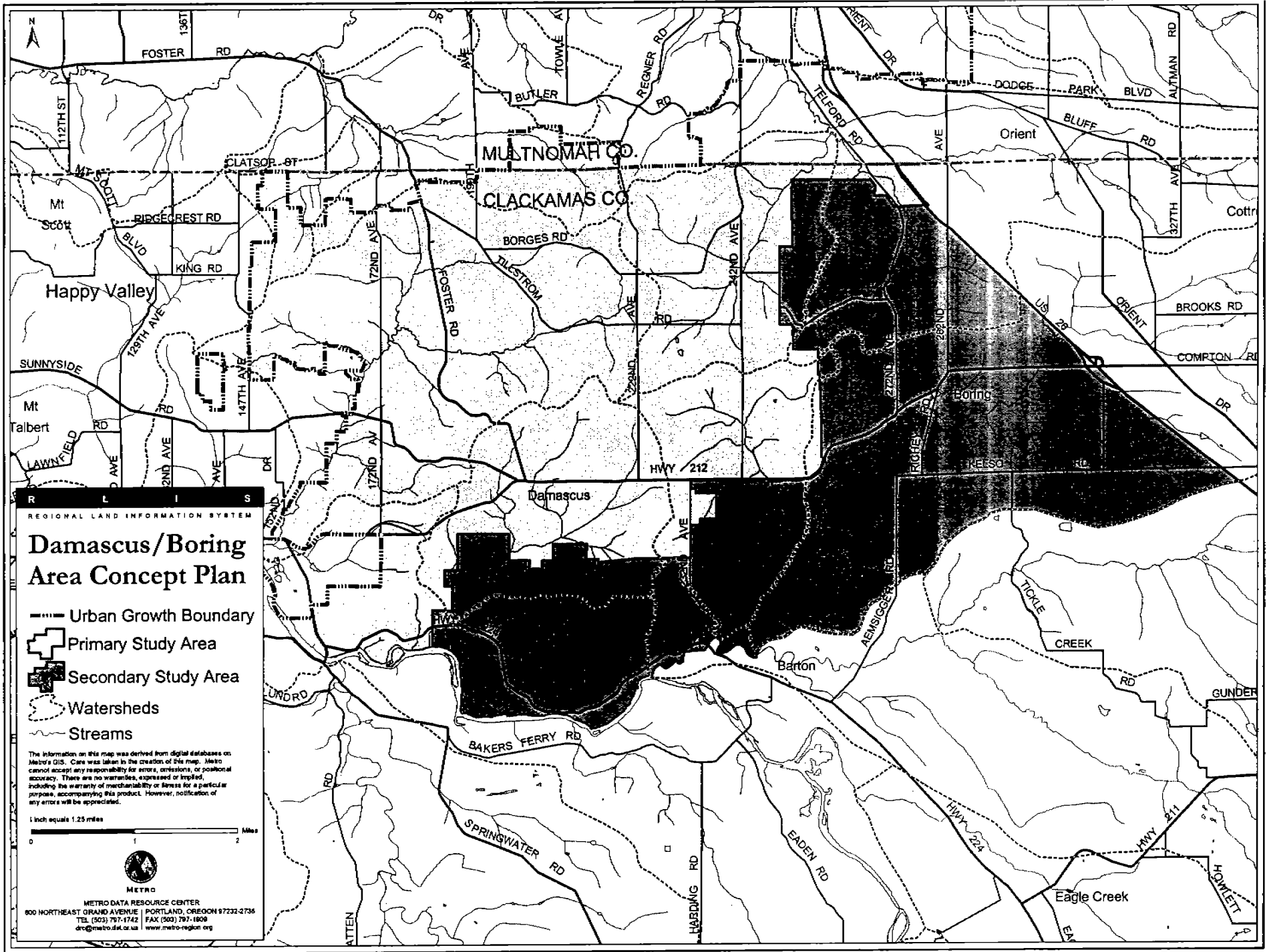
<b>Damascus/Boring Concept Plan Budget Summary</b>			
	<b>MTIP Grant Funded</b>	<b>Agency Contribution (i.e., match &amp; in-kind)</b>	<b>Total</b>
Clackamas County (includes M&S)	\$677,650	\$93,150	\$770,800
Metro	\$425,450	\$93,670	\$519,120
Consultant	\$243,000	(\$11,100 contributed by Metro and \$16,700 Clackamas County)	\$270,800
City of Happy Valley	\$22,000	\$2,500	\$24,500
City of Gresham	\$22,000	\$2,500	\$24,500
Oregon Solutions	\$8,973	(\$1,027 contributed by Metro and Clackamas)	\$10,000
<b>Total</b>	<b>\$1,399,073</b>	<b>\$220,647</b>	<b>\$1,619,720</b>



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# Damascus/Boring Concept Plan







## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 03-3306 FOR THE PURPOSE OF APPROVING THE DAMASCUS/BORING CONCEPT PLAN WORK PROGRAM TO ADDRESS CONDITIONS IDENTIFIED IN RESOLUTION NO.01-3098A.

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Date: March 20, 2003

Prepared by: Kim Ellis

Resolution No. 03-3306 addresses the work program and budget for the Damascus/Boring Concept Plan in response to conditions identified in Metro Resolution No. 01-3098A and Metro Ordinance No. 02-969B. Approval of this resolution allows Metro and Clackamas County staff to finalize a more detailed work program for the project and enter into a contract agreement to perform the tasks identified in the work program. A separate resolution will be presented to the Metro Council in the future to address the Sunrise Corridor Unit 1 work program and budget.

#### **BACKGROUND**

On September 20, 2001, the Metro Council approved Resolution No. 01-3098A amending the Metropolitan Transportation Improvement Program (MTIP) to allocate \$2 million of Surface Transportation Program (STP) funds for concept planning for the Damascus area and to analyze environmental implications of constructing Phase 1, Unit 1 of the Sunrise Corridor limited access highway. The Resolution identified the following three conditions of approval:

1. direct approximately \$1 million toward the Supplemental Draft EIS (SDEIS)/final Environmental Impact Statement (FEIS)/Preliminary Engineering (PE) for the Sunrise Corridor segment extending from I-205 to the Rock Creek Junction (Unit 1), with all other costs needed to complete the SDEIS/FEIS/PE to be provided by the Oregon Department of Transportation (ODOT) and Clackamas County;
2. direct approximately \$1 million for the preparation of a Damascus area concept plan upon completion of Metro's periodic review decision for the urban growth boundary and for completion of exceptions findings needed for the portion of the Sunrise Corridor extending from Rock Creek to US 26; and
3. require Metro's review of work program and budget to carry out these activities and to finalize the specific budget allocations to these tasks.

On December 12, 2002, the Metro Council approved Ordinance No. 02-969B amending Metro's urban growth boundary in the Damascus area and completing Metro's periodic review decision for the urban growth boundary.

**Sunrise Corridor.** A Sunrise Corridor Draft EIS was prepared in 1993. In 1996, the Clackamas County Board of Commissioners approved the preferred alternative, which consists of the central alignment within the Lawnfield/Mather Road area and the southern alignment around Damascus. A Supplemental Draft Environmental Impact Statement (SDEIS) is needed to update the design and environmental information, to consider whether alternatives to the Sunrise Corridor should be considered and to determine the construction phasing of Unit 1 (I-205 to Rock Creek junction).

This work will be led by Clackamas County, in partnership with Metro and ODOT, and will complete a SDEIS and FEIS, and start preliminary engineering needed for Unit 1 of the Sunrise Corridor. The study will also examine future right-of-way issues east of Rock Creek junction to approximately 172nd Avenue. This work will result in the identification of potential improvements between I-205 and Rock Creek and does not preclude work related to the Sunrise Corridor that will be completed as part of the Damascus/Boring Concept Plan. While this work is underway, Metro and Clackamas County will complete the land use planning elements for Unit 2, including Sunrise Corridor exceptions findings and the Damascus/Boring Concept Plan. A future resolution will be considered dealing with the scope and budget for the Sunrise Corridor – Unit 1.

Metro will be independently responsible for completing amendments to the Regional Transportation Plan (RTP) that result from the Damascus/Boring Concept Plan and the Sunrise Corridor planning efforts, including the completion of exceptions findings for the Sunrise Corridor. Clackamas County will be independently responsible for completing necessary amendments to the County’s comprehensive plan and implementing ordinances. These activities will not be funded by the Metropolitan Transportation Improvement Program (MTIP) grant funds allocated in Resolution No. 01-3098A.

**Damascus/ Boring Concept Plan.** The Damascus/Boring Concept Plan will be a cooperative planning effort to create a plan and implementation strategies for development of approximately 12,000 acres located south of Gresham and east of Happy Valley in Clackamas County. The Damascus/Boring Concept plan will be closely coordinated with the environmental analyses of the Sunrise Corridor Unit 1 effort and will address the general need and location of the proposed Sunrise Corridor (Unit 2). Early in the process, Oregon Solutions will facilitate a community-based process to develop core values, vision and principles to guide the Damascus/Boring Concept Plan, including principles of sustainability.

Important components of the concept plan are expected to include:

- A land-use element that locates a combination of uses and densities that support local and regional housing and employment needs, provides a diverse range of housing, and identifies commercial and industrial employment opportunities that allow residents to work near their home
- A multi-modal transportation system element that serves regional and community travel needs and informs the Sunrise Corridor planning process
- A natural resources element that identifies natural resources areas and protection strategies
- A public infrastructure and facilities element for water, sewer, storm water, parks, schools, fire and police

The concept plan will provide the basis for future comprehensive plan amendments and development code regulations that must be adopted before development can take place by the governing jurisdiction(s). Governance for this area is yet to be determined. The Damascus/Boring Concept Plan will identify and evaluate multi-modal transportation system alternatives to serve regional and community needs in the area. The alternatives will include combinations of highway, arterial, boulevard and transit improvements that are complemented by a network of local streets, multi-use trails and bicycle and pedestrian connections.

If the Damascus/Boring Concept Plan determines that the Unit II Sunrise Corridor improvements are needed, the concept plan will identify highway alternatives to be evaluated through a DEIS process similar to that already initiated for the Unit 1 portion of the Sunrise Corridor. However, the Damascus Concept Plan could also identify non-highway alternatives to the proposed Sunrise Corridor Unit II that

would better meet the needs of the area while serving statewide travel. Any further DEIS requirements that may be needed for any projects recommended through this concept plan will be undertaken at a future date.

#### **ANALYSIS/INFORMATION**

1. **Known Opposition.** There is no known opposition to the proposed legislation.
2. **Legal Antecedents.** This action responds to conditions identified in Metro Resolution No. 01-3098A which allocated \$2 million of Surface Transportation Program (STP) funds for Damascus area land use planning and to analyze environmental implications of constructing Phase 1, Unit 1 of the Sunrise Corridor limited access highway. This action also responds to Metro Ordinance No. 02-969B, which amended Metro's urban growth boundary in the Damascus area and included the requirement to develop a concept plan for this area and recommend further territory to add to the urban growth boundary in the future.
3. **Anticipated Effects.** Approval of this Resolution does two things. First, it satisfies a condition of approval of Metro Resolution No. 01-3098A, approving the Damascus/Boring Concept Plan work program and budget. Second, it allows Metro and Clackamas County staff to proceed with finalizing a more detailed scope of work and entering into a contract agreement to perform the work identified in work program. A separate resolution will be presented to the Metro Council in the future to address the Sunrise Corridor Unit 1 work program and budget.
4. **Budget Impacts.** There will be impacts on Metro's budget from this Resolution. The draft FY 03-04 budget already assumes that the work scope for the Damascus/Boring project will be completed and approved by JPACT and the Council during the current fiscal year, with \$212,725 in the draft Metro budget for Metropolitan Transportation Improvement Program (MTIP) grant funds in the upcoming fiscal year (FY 03-04). The work program also calls for \$460,325 in MTIP funding for Clackamas County, including consulting services, in FY 03-04 for the Damascus/Boring Concept Plan work. The MTIP grant covers a two-year work program, which means that another \$212,725 in Metro funding and \$460,325 in Clackamas County funds are proposed for Damascus/Boring planning FY 04-05.

#### **RECOMMENDED ACTION**

Approve Resolution No. 03-3306.