

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE ) RESOLUTION NO. 03-3321  
SUNRISE CORRIDOR UNIT 1 WORK )  
PROGRAM TO ADDRESS CONDITIONS ) Introduced by 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 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

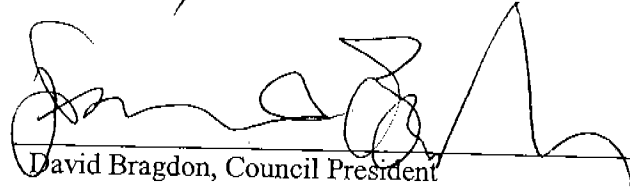
WHEREAS, on December 5, 2002, the Metro Council approved Ordinance No. 02-969B (For the purpose of amending the Metro urban growth boundary, the Regional Framework Plan and the Metro Code in order to increase the capacity of the boundary to accommodate population growth to the year 2022), amending Metro’s 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, on April 10, 2003, the Metro Council approved Resolution No. 03-3306 (For the purpose of approving the Damascus/Boring Concept Plan Work Program); now therefore,

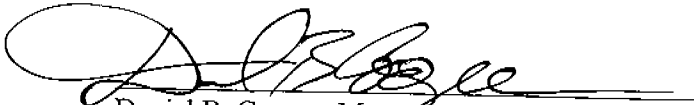
BE IT RESOLVED:

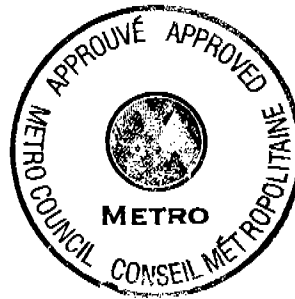
1. The Sunrise Corridor Unit 1 work program and budget shown in Exhibit A of the Resolution is approved.
2. The Metro Metropolitan Transportation Improvement Program is amended to program \$600,000 of FY 03 STP funds accordingly.
3. The State Transportation Improvement Program is amended to program \$ \_\_\_\_\_ in FY 03 funds accordingly.

ADOPTED by the Metro Council this 17 day of July, 2003

  
David Bragdon, Council President

Approved as to Form:

  
Daniel B. Cooper, Metro Attorney





## SUNRISE CORRIDOR I-205 TO 172ND EIS PROJECT WORK PROGRAM

### **Purpose of Work Program**

This work program is designed to complete a Supplemental Draft Environmental Impact Statement (SDEIS) and Final Environmental Impact Statement (FEIS) and start preliminary engineering (PE) needed for Unit 1 of the Sunrise Corridor (I-205 to Rock Creek Junction).

A Draft EIS was prepared for the Sunrise Corridor 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. However, a Supplemental DEIS is needed to update the design and environmental information, consider whether alternatives to the Sunrise Corridor should be considered and determine the construction phasing of Unit 1.

While this work is underway, Metro and Clackamas County will complete the land use planning elements for Unit 2, including the Damascus/Boring Concept Plan and the Sunrise Corridor exception findings. The Concept Plan will determine if there are alternatives to Unit 2 of the proposed Sunrise Corridor highway 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 the Concept Plan will be undertaken at a future date.

Clackamas County will be the local lead agency in preparation of the SDEIS/Final EIS, and will manage the project development process. ODOT will provide oversight to meet FHWA requirements and Metro will provide technical support and play a decision making role. The Corps of Engineers will be requested to be a cooperating agency.

### **Project Tasks**

Following is a summary of major tasks and costs for the completion of each task.

#### **Task 0**

##### **Project Management and Coordination**

The Project Manager and Steering Committee will manage and coordinate the development of the project. This task include the oversight of schedules and budgets, and the establishment of the lines of communication between the County, interested agencies, and the Consultant. Coordination will be achieved through a Steering Committee made up of staff from the County, Metro, ODOT, FHWA, affected resource agencies and the consultant. The Steering Committee will oversee both the project schedule and work performed, and will also coordinate the public involvement program.

Also, a Policy Review Committee will be formed to discuss and make policy recommendations on the project. This committee will consist of elected officials or senior managers from Clackamas County, ODOT, Metro, FHWA, and affected resource agencies. The Steering Committee and the Project Advisory Committee will review the technical information and make recommendations to the Policy Review Committee for their review and decision. The project manager will be the staff representative for the Policy Review Committee, coordinating this committee activity with the other two committees. It is expected that this committee will meet quarterly or at major project milestones.

<b>Task 0 Summary</b>	
Clackamas County	\$16,740
Metro	\$6,000
ODOT	\$15,000
Consultant	\$27,000
<b>Task 0 Total</b>	<b>\$64,740</b>

**Task 1**

**Establish a Public Involvement / Agency Coordination Program**

A public involvement program for the project will solicit comments and concerns about the alternatives. The project team will address those concerns. In the process, public and private stakeholders will become informed about the project alternatives and their issues and concerns will be heard. The objective of this task is to build consensus to ensure that the locally preferred alternative effectively meets the transportation needs and expectations of local agencies, private stakeholders, regulatory agencies and the public.

A Project Advisory Committee (PAC) will be set up to advise the project staff on concerns and issues of the community and to assist in the development of alternatives. This committee will include interested citizens and representatives from ODOT, Metro, Community Planning Organization (CPO) and business groups. The County will coordinate with other jurisdictions and agencies through the existing Clackamas County Transportation Coordinating Committee (CCTCC).

Because it has been some time since the original DEIS was issued for the project, a new Notice of Intent will be drafted and sent to FHWA for publication in the Federal Register.

<b>Task 1 Summary</b>	
Clackamas County	\$40,560
Metro	\$9,000
ODOT	\$22,500
Consultant	\$144,000
<b>Task 1 Total</b>	<b>\$216,060</b>

**Task 1a**

**Hold Stakeholders Interview**

As one of the first Public involvement tasks, hold stakeholder interviews to discuss the project purpose and need, concerns and potential alternatives. Stakeholders would include but not be limited to adjacent property owners, businesses (including freight/distribution), Community Planning Organizations (CPO), regulatory agencies, conservancy groups and services providers.

<b>Task 1a Summary</b>	
Clackamas County	\$4,195
Metro	\$600
ODOT	\$10,000
Consultant	\$14,400
<b>Task 1 Total</b>	<b>\$29,195</b>

**Task 2**

**Reaffirm the project's purpose and need statement and review existing corridor conditions**

The Purpose and Need for the project will be re-affirmed by interested stakeholders and additional goals and objectives added if necessary. The result will be used to provide

direction for all remaining tasks.. The Purpose and Need statement will be submitted to CETAS for Major Transportation Project Agreement concurrence on Purpose and Need.

The existing conditions within the corridor will be assessed to include operational and physical transportation deficiencies, environmental and community concerns and design standards. A Re-evaluation will be prepared and submitted to FHWA with a recommendation on the appropriate NEPA documentation and study updates required to update the NEPA process.

<b>Task 2 Summary</b>	
Clackamas County	\$38,720
Metro	\$18,000
ODOT	\$18,300
Consultant	\$45,000
<b>Task 2 Total</b>	<b>\$120,020</b>

**Task 3**

**CETAS Major Transportation Project Agreement Review**

The project will be submitted to CETAS for MTPA concurrence on the following Concurrence Points: Purpose and Need, Range of Alternatives, Criteria for Selection, and Preferred Alternative. The Project Manager will discuss the relationship of the project with the planning process and the Region 2040 Plan, and discuss environmental concerns and issues with the CETAS Technical Team.

<b>Task 3 Summary</b>	
Clackamas County	\$15,360
Metro	\$900
ODOT	20,000
Consultant	\$20,000
<b>Task 3 Total</b>	<b>\$56,260</b>

**Task 4**

**Update the transportation analysis to revise the 20-year traffic forecasts**

This task will update the transportation analysis, determine the feasibility of the alternative(s) and determine if any additional improvements and programs are needed to provide for a 20-year project life. This assessment will consider state, regional and local plans, the needs of the transportation disadvantaged, access for emergency services and the need for movement of goods and services to support industrial and commercial development.

<b>Task 4 Summary</b>	
Clackamas County	\$27,920
Metro	\$52,500
ODOT	\$27,000
Consultant	\$39,600
<b>Task 4 Total</b>	<b>\$147,020</b>

**Task 5**

**Evaluate potential alternatives and determine the feasibility of the alternatives to include a review of the current preferred build alternative.**

Develop and evaluate alternatives that meet the purpose and need statement and determine the feasibility of the alternatives. Review the "build" transportation alternatives from the previously published Draft EIS; and update/revise the build alternatives. The build alternatives will be re-evaluated in the Supplemental DEIS. A no build alternative will be carried forward and evaluated..

<b>Task 5 Summary</b>	
Clackamas County	\$37,640
Metro	\$15,000
ODOT	\$135,000
Consultant	150000
<b>Task 5 Total</b>	<b>\$337,640</b>

**Task 6**

**Preliminary Engineering**

Evaluate changes needed to the locally preferred alternative(s) required due to changes in traffic forecasts, environmental conditions and land use considerations. Prepare preliminary level engineering drawings for each of the conceptual alternatives. Finalize the geometrics for the alternatives, determine their features and limits, and identify impacts on surrounding properties and facilities. The products prepared in this task and in the engineering studies are intended to provide the information, documentation, and drawings necessary to prepare the Engineering Report and to provide input for the SDEIS.

<b>Task 6 Summary</b>	
Clackamas County	\$13,740
Metro	\$3,000
ODOT	\$270,000
Consultant	\$45,000
<b>Task 6 Total</b>	<b>\$331,740</b>

**Task 7**

**Review and update environmental issues, mitigation measures and concerns, update technical/background reports and prepare a biological assessment. Revise mitigation measures if necessary.**

This task will prepare a series of technical reports in support of the National Environmental Policy Act (NEPA) and related laws. These reports will serve as the foundation for the Supplemental Draft EIS. Based on preliminary review, the following areas will be investigated in background reports – traffic impacts, air quality, noise, wetland impacts, water quality, historic resources, right-of-way, cultural, non-Threatened & Endangered biological resources, soils and geology, hazardous materials, land use, visual, socio-economics and community impacts. The research will include work to support a biological assessment, and the necessary consultation in order to determine potential effects to threatened and endangered species and their habitats, as required by the Endangered Species Act (ESA). The Biological Assessment will not actually be completed until the FEIS is prepared or later.

<b>Task 7 Summary</b>	
Clackamas County	\$64,940
Metro	\$6,000

ODOT	\$60,000
Consultant	500,000
<b>Task 7 Total</b>	<b>\$630,940</b>

**Task 8**

**Prepare a Supplemental Draft Environmental Impact Statement (SDEIS)**

The SDEIS will be prepared to describe the Locally Preferred Alternative, the impacts to the community, and the mitigation efforts necessary for the project to have no significant impacts.

<b>Task 8 Summary</b>	
Clackamas County	\$17,840
Metro	\$6,000
ODOT	\$18,000
Consultant	75,000
<b>Task 8 Total</b>	<b>\$116,840</b>

**Task 9**

**Hold Public Hearing on the Supplemental DEIS**

Conduct a public hearing following the release of the SDEIS to answer questions and receive testimony on the alternatives. Based on hearing testimony, SDEIS comments and other comments, a Recommended Alternative Document will be prepared to support a Locally Preferred Alternative (LPA) for approval at a Board of County Commissioner public meeting. Prior to submittal to the Commission, the Project Manager will seek concurrence by CETAS on the Locally Preferred Alternative. (Confirmation by the Oregon Transportation Commission may be sought if controversy exists.)

<b>Task 9 Summary</b>	
Clackamas County	\$9,560
Metro	\$1,200
ODOT	\$3,000
Consultant	\$18,000
<b>Task 9 Total</b>	<b>\$31,760</b>

**Task 10**

**Prepare Final Environmental Impact Statement**

The Final EIS will be prepared to describe the Locally Preferred Alternative. It will list all of the changes from the DEIS, the SDEIS and mitigation measures to minimize impacts to the environment. The FEIS will respond to all substantive comments raised following the release of the SDEIS.

<b>Task 10 Summary</b>	
Clackamas County	\$14,760
Metro	\$3,000
ODOT	\$12,000
Consultant	75,000
<b>Task 10 Total</b>	<b>\$104,760</b>

**Task 11**

**Draft Record of Decision for adoption by FHWA**

This task will explain how and why the Preferred Alternative was chosen. It will announce the result, and list all of the mitigation commitments to be undertaken in the

**Exhibit A to Resolution No. 03-**

design and construction of the project. Publication of the ROD constitutes FHWA's approval of the preferred alternative and grants permission to proceed to Final Design.

<b>Task 11 Summary</b>	
Clackamas County	\$7,460
Metro	\$1,800
ODOT	\$6,000
Consultant	\$7,200
<b>Task 11 Total</b>	<b>\$22,460</b>

<b>Sunrise Corridor Unit 1 SDEIS Budget Summary</b>	
MTIP Grant Funded	\$ 600,000
Clackamas County contribution (SDC, TIF)	\$ 800,000
ODOT in kind contribution	\$ 900,000
<b>Total (including Tasks 0-10 and M &amp; S)</b>	<b>\$ 2,300,000</b>



## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 03-3321 FOR THE PURPOSE OF APPROVING THE SUNRISE CORRIDOR UNIT 1 WORK PROGRAM TO ADDRESS CONDITIONS IDENTIFIED IN RESOLUTION NO.01-3098A.

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Date: April 17, 2003

Prepared by: Ross Roberts

Resolution No. 03-3321 addresses the work program and budget for the Sunrise Corridor Unit 1 Supplemental Draft Environmental Impact Statement (SDEIS) 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 and enter into a contract agreement to perform the tasks identified in the work program.

#### **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 5, 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. On April 10, 2003, the Metro Council approved Resolution No. 03-3306, approving the Damascus/Boring Concept Plan work program and budget.

**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.

**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. This action complements Metro Resolution No. 03-3306, which approved the Damascus/Boring Concept Plan work program and budget.

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 Sunrise Corridor Unit 1 work program and budget. Second, it allows Metro, ODOT 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 the work program.
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 Sunrise Corridor Unit 1 project will be completed and approved by JPACT and the Metro Council during the current fiscal year.

#### **RECOMMENDED ACTION**

Approve Resolution No. 03-3321.