



Land Use Hearing Staff Report to the Board of County Commissioners

File Number: ZDO-284, Amendments to Comprehensive Plan Chapter 5 Transportation System Plan to add projects in the Damascus area

Staff Contact: Steve Williams, Principal Planner, Long Range Planning,
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Board of County Commissioners Hearing Date: September 28, 2022

PROPOSAL:

Adoption of Ordinance ZDO-284 will add projects to the county's Comprehensive Plan Chapter 5 Transportation System Plan that will improve safety and reduce traffic delay in the Damascus area. These projects will be added to the Transportation System Plan by making the following amendments to the adopted plan:

1. Updates to tables to include proposed prioritized projects on county roads and the seven regional projects that were identified in the *Damascus Mobility Plan*.
2. Update map which shows all the added projects in the Greater Clackamas Regional Center/Industrial/Damascus Area. The projects proposed to be added are color-coded to indicate the project priority and are highlighted in yellow on the attached updated Map 5-11a.
3. Amendments to the text of Comprehensive Plan Chapter 5 Transportation System Plan
 - a. Adding the *Damascus Mobility Plan* to Appendix B, *Summary of Supporting Documents*; and
 - b. Minor text amendments to Chapter 5, *Transportation System Plan*, to ensure policies support the proposed changes to the Capital Improvement Plan. These amendments will:
 - remove reference to the City of Damascus, and
 - amend the definitions of "rural" and "urban" as they are used in this chapter, to clarify that within the Portland Metropolitan urban growth boundary, areas with a Comprehensive Plan designation of Agriculture, Forest, Rural, Rural Commercial, Rural Industrial or Unincorporated Community Residential, are subject to the "rural" Plan policies and roadway cross sections.

BACKGROUND:

Clackamas County most recently updated the county Transportation System Plan (TSP) in 2013. At the time, Damascus was an incorporated city. When Damascus dis-incorporated in July 2016, all adopted city plans were eliminated and it became necessary for Clackamas County to develop and adopt plans consistent with county policy for the area of the former city. The *Damascus Mobility Plan* was developed to identify changes to the road system in the area of the former city to support existing county land use designations and regional growth through the 2045 planning horizon.

- The *Damascus Mobility Plan* addresses gaps in the 2013 Clackamas County Transportation System Plan (TSP) for the unincorporated areas that were previously in the City of Damascus.
- Identifies road and intersection improvement projects needed to address near- and long-term vehicular and freight congestion and safety needs. These changes reflect traffic growth associated with land development consistent with the County Comprehensive Plan as well as overall regional growth.
- Address vehicular congestion and identified safety issues at key intersections along the OR 212 corridor between SE 187th Avenue and SE 242nd Avenue and incorporate ODOT proposed improvements to the OR 212 intersections into the *Damascus Mobility Plan*.
- Coordinate with other County planning efforts for the area that identify the needs of people walking, riding bikes and taking transit. Two key plans supporting this plan are the County's previous adopted Transit Development Plan and the Active Transportation Plan that is currently being developed.

Additional detail on the development of the Damascus Mobility Plan can be found on the project webpage at [Damascus Mobility Plan | Clackamas County](#)

The *Damascus Mobility Plan* was created in partnership with ODOT and Happy Valley. At the same time this project was underway, Happy Valley was creating the Pleasant Valley North Carver Plan which provided guidance on the urbanization of the area extending from the existing Happy Valley limits east to approximately SE 187th Ave. Since the area east of SE 187th is not currently being planned for urban uses, the *Damascus Mobility Plan* focuses on the roadway improvements that are needed to support the development in the area under existing zoning and land use designations.

A five step process was used to identify the improvements proposed in the *Damascus Mobility Plan*:

1. Identification and documentation of existing conditions related to vehicular transportation and traffic.
2. Study of future conditions that included the preparation of population forecasts based on the County's Zoning and Development Ordinance (ZDO) and Metro's 2045 Population and Employment Forecasts.
3. Development of a project list for the Damascus area. The project list was developed through two distinct efforts:

- A Mobility Plan Alternatives Analysis that focused on existing and future conditions on the county roads, and
 - A study of the intersections in the OR 212 from SE 187th Avenue to SE 242nd Avenue that provided a more in-depth study of intersections of the local roads and OR 212
- A total of 21 projects on county roads were identified to through this process.

4. Prioritization of the 21 proposed projects on county roads into the categories used in the adopted TSP based on when the projects are needed to serve road and safety needs, and the availability of funding:

- **Tier 1:** Capital projects that are needed within the next 20 years and are matched with anticipated funding.
- **Tier 2:** Preferred capital projects that are needed to meet population, housing and employment projections but that do not have identified funding at this time.
- **Tier 3:** Long-term capital projects that would be beneficial if funding is available.

5. Public Engagement during the development of the *Damascus Mobility Plan* took place entirely during the Covid-19 pandemic. Due to the pandemic requirements the public engagement was conducted as a virtual, online process. All materials and memoranda were posted online to improve public access to the process. County staff also used social media platforms such as Facebook and NextDoor to provide updates on the process and notices of the posting of materials. In the course of the process, two virtual open houses were conducted to provide a method for direct public input. The virtual open houses were conducted over a three-week period and included the following:

- Notification with postcards (printed in English and Spanish) mailed to every residence and business in the former city of Damascus, as well as virtual open house announcements on social media.
- A special web page linked from the project website with surveys and input tools allowing the public to share their comments and concerns.
- Interactive maps that enabled the public to select intersections and road segments and provide input on issues or suggestions on improvements for that location.
- A Zoom public meeting during which the project team made a presentation and members of the public had the opportunity to ask questions and make comments.
- The engagement process also included one virtual meeting with the Damascus Community Planning Organization (CPO) and an in-person presentation at a CPO-sponsored community meeting.

There were 604 people who visited the online open house and viewed the materials. Of those, 35 provided comments. There were 21 attendees at the Zoom public meetings. Appendix B of the *Damascus Mobility Plan* provides additional detail and copies of all the materials that were used.

In addition to public involvement, the process also included the City of Happy Valley and the Oregon Department of Transportation. A project management team was formed that

included county staff, and representatives of the city and ODOT. Staff from the city and ODOT participated in all project meetings and reviewed all products and recommendations.

PROPOSED AMENDMENTS:

Ordinance ZDO-284 proposes amendments to the county's Comprehensive Plan that are needed to update the adopted Transportation System Plan to include the needed road improvement projects that were identified in the *Damascus Mobility Plan*. Adoption of the updates to the Transportation System Plan will require the following amendments to the Comprehensive Plan:

1. **Updates to Tables 5-3a 20-Year Capital Projects, 5-3b Preferred Projects, 5-3c Long Term Capital Projects, and 5-3d Regional Capital Projects** to include the 21 proposed prioritized projects on county roads and the seven regional projects that were identified in the *Damascus Mobility Plan*. The revised Tables 5-3a – d are attached with the added projects shown in red and underlined.
2. **Updates to Map 5-11a, Capital Improvement Plan**, which shows all the projects in the Greater Clackamas Regional Center/Industrial/Damascus Area, including those proposed to be added from the *Damascus Mobility Plan*. The projects that are proposed to be added in the Damascus area are color-coded to indicate the project priority and are highlighted in yellow on the attached updated Map 5-11a.
3. **Changes to the text of Comprehensive Plan, including:**
 - a. Adding the *Damascus Mobility Plan* to Appendix B, *Summary of Supporting Documents*; and
 - b. Minor text amendments to Chapter 5, *Transportation System Plan*, to ensure policies support the proposed changes to the Capital Improvement Plan. These amendments will:
 - remove reference to the City of Damascus, and
 - amend the definitions of “rural” and “urban” as they are used in this chapter, to clarify that within the Portland Metropolitan urban growth boundary, areas with a Comprehensive Plan designation of Agriculture, Forest, Rural, Rural Commercial, Rural Industrial or Unincorporated Community Residential, are subject to the “rural” Plan policies and roadway cross sections.

RELATED PRIOR BCC ACTION:

In the Long-Range Planning Work Program for FY2021 the BCC authorized the preparation of the Damascus Mobility Plan, intended to support the amendment of the Comprehensive Plan Chapter 5 Transportation System Plan for the area of the former City of Damascus. A BCC study session on the draft plan was held on July 27, 2022.

PLANNING COMMISSION ACTION:

A public hearing was held by the Planning Commission on August 22, 2022 for consideration of proposed amendments in ZDO-284 and the staff recommendation. That recommendation, with its findings on the approval criteria, is attached, along with the draft minutes from the Planning Commission hearing.

Two members of the public provided testimony at the Planning Commission. One member of the public, Diana Helms, spoke about concerns with the intersection of OR 212 and Sunnyside Road. Christine Boatman expressed concerns regarding impacts to local streets off OR 212 due to increasing traffic on the state highway, and also plans on the part of Happy Valley to pave 187th Ave.

The members of the Planning Commission expressed concerned about the timing of regional project ODOT's timing for the improvements to the intersection of Sunnyside Road and OR 212. The Planning Commissioners believed if certain local road projects proposed in the Damascus Mobility Plan occurred before the improvements at OR 212 and Sunnyside Road that the result would be greatly increased traffic on local roads.

A motion was made to recommend that the Board of Commissioner approve ZDO-284 with the stipulation that projects 1140, 1141, 1142, 1143, 2045 and 2046 only move forward in conjunction with the improvements at OR 212 and Sunnyside Road. The Planning Commission voted 6-0 with to recommend BCC approval of the motion.

CPO AND HAMLET RECOMMENDATIONS:

The local CPO is the Damascus CPO, who was provided notice of this application. Staff attended the July 21, 2021 CPO meeting and provided a presentation. Staff also attended the September 8th Damascus CPO meeting and responded to questions. No written comments were received from the CPO.

SIGNIFICANT ISSUES:

Two significant issues were discussed by the Planning Commission. The members of the Planning Commission were concerned about plans on the part of the City of Happy Valley to improve SE 187th Ave to a paved road with a roundabout at the intersection with Sunnyside Road and a signalized intersection at OR 212. Although SE 187th Ave is within the Happy Valley Urban Growth Boundary it is close enough to the intersection of OR 212 and Sunnyside Road that changes by ODOT to intersection of OR 212 and Sunnyside Rd could result in additional traffic on SE 187th Ave. In the process of developing the Damascus Mobility Plan staff from the county, Happy Valley and ODOT agreed that when the improvements for OR 212 and Sunnyside are being developed that the three partners would investigate methods to reduce the impact to the SE 187th area.

The Planning Commission was also concerned about the intersection of Sunnyside Road and OR 212. Currently, due to the traffic volume on OR 212 it is very difficult for traffic to turn from Sunnyside Road onto OR 212, particularly in the east bound direction. Members of the Planning Commission were concerned that if certain projects proposed to Damascus area roads were completed prior to improvements to the intersection of OR 212 and Sunnyside Road that it would result in increased traffic impacts on Damascus roads. In the Planning Commission action improvement projects #1140 (Foster Road), #1141 (Sunnyside Road), #1142 (Sunshine Valley Road), #1143 (Tillstrom Road), #2045 (190th Drive) and #2046 (190th Drive) were to be contingent on ODOT completion of the project that improves the intersection of OR 212 and Sunnyside Road. In making this recommendation the members of the Planning Commission were motivated by the concern that the local road projects identified would result in additional traffic using the OR 212 / Sunnyside Road intersection.

While Staff does understand the Planning Commission's concerns, the six projects that have been identified are safety projects that will provide shoulder widening and intersection

realignment to improve safety of these county roads. These projects will not result in increased road capacity or increased traffic and will not result in additional traffic at the intersection of OR 212 / Sunnyside Rd. Additionally, although the intersection improvements at OR 212 / Sunnyside Road are on the ODOT list of future projects, there is no funding allocated to the project in the State Transportation Improvement Program (STIP). As a result, ODOT does not have a set schedule to complete the improvements at OR 212 / Sunnyside Road. The effect of this recommendation by the Planning Commission will be to delay needed safety improvements on the identified county roads without resulting in safety improvements at OR 212 / Sunnyside Road in the foreseeable future.

STAFF RECOMMENDATION:

Staff recommends APPROVAL of the amendments proposed in ZDO-284, as recommended by the Planning Commission, *except* for their stipulation that certain projects be contingent on an intersection improvement by ODOT. The ZDO-284 amendments would:

- 1) Add 28 Damascus area road projects to Transportation System Plan Tables 5-3a – 5-3d;
- 2) Add the Damascus area road projects as revisions to Comprehensive Plan Chapter 5 Transportation System Plan Map 5-11a; and
- 3) Add the Damascus Mobility Plan to Comprehensive Plan Appendix B and make text amendments to Chapter 5 of the Comprehensive Plan.



Comprehensive Plan Amendment ZDO-284

Clackamas County Board of Commissioners
September 28, 2022

ZDO-284 Proposal

Legislative amendment to county's Comprehensive Plan to:

- 1) Add 28 Damascus area road projects to *Transportation System Plan* Tables 5-3a – 5-3d,
- 2) Add the Damascus area road projects to *Transportation System Plan* Map 5-11a
- 3) Add the Damascus Mobility Plan to Appendix B and make minor text amendments to Chapter 5, *Transportation System Plan*.

Purpose of ZDO-284

- ▶ When City of Damascus dis-incorporated an unincorporated area was created without a Transportation System Plan
- ▶ ZDO-284 amends the Comprehensive Plan Chapter 5 Transportation System Plan to add road projects to address the following transportation issues in the Damascus area:
 - Near- and long-term vehicular and freight congestion and safety on county roads (not a study of OR 212)
 - System solutions for local roads at key intersections, such as Sunnyside and Foster at OR 212 and 242nd at OR 212

[illegible]

Public Engagement Process



Public engagement: community meetings, open houses, web site, social media, email updates, postcard

<https://www.clackamas.us/damascusroads>

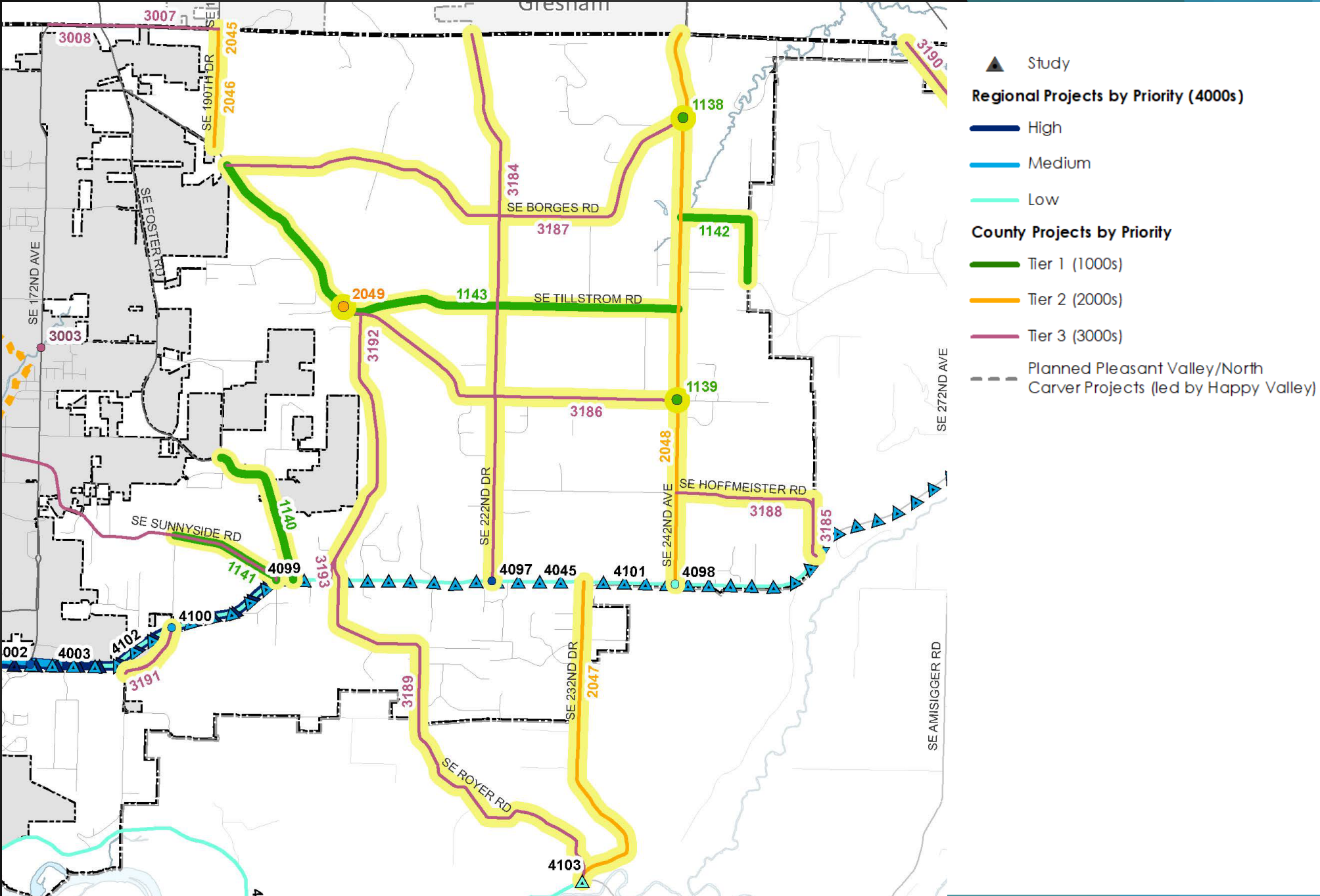
Main Project Tasks

- ▶ Evaluated existing and future traffic volumes and crash patterns;
- ▶ Analyzed Transportation Alternatives for the Damascus area and OR 212 intersections
- ▶ Prioritized these projects using County's Transportation System Plan (TSP) criteria
- ▶ Incorporated public feedback from open house in March 2022 to create final project list

Draft Project List

- ▶ **Prioritizes County projects into 3 tiers consistent with the Clackamas County TSP:**
 - » **Tier 1: 20-year capital projects** – Projects matched with available funding
 - » **Tier 2: Preferred capital projects** – Needed projects that do not have identified funding at this time
 - » **Tier 3: Long-term capital project needs** – Projects that would be beneficial to do if funds were available

Proposed Damascus Area Projects



Planning Commission Action on ZDO-284

- ▶ **The Planning Commission conducted a hearing on August 22, 2022**
- ▶ **Two members of the public testified raising two significant issues:**
 1. Concern that improvements to the intersection of OR 212 and Sunnyside Rd could result in additional traffic on SE 187th which is in Happy Valley's UGB. During the Damascus Mobility Plan process staff from the county, city and ODOT agreed that the issue of additional traffic on SE 187th would be studied and resolved before the OR 212 / Sunnyside Rd project moves forward.

Planning Commission Action on ZDO-284 (cont)

2. Concern that if certain road projects in Damascus take place before the improvement of OR 212 and Sunnyside Road that the result would be increased traffic on the local roads.
 - ▶ The Planning Commission discussed the public concerns and recommended that projects #1140 (Foster Road), #1141 (Sunnyside Road), #1142 (Sunshine Valley Road), #1143 (Tillstrom Road), #2045 (190th Drive) and #2046 (190th Drive) not take place until ODOT improves the intersection of OR 212 and Sunnyside Road.

Planning Commission Action on ZDO-284 (cont)

- ▶ **Staff does have some concerns about the Planning Commission recommendation**
 - ▶ The six identified projects would improve safety of the identified roads by adding paved shoulders and realigning an intersection.
 - ▶ Although the improvements at OR 212 and Sunnyside Road are included in ODOT's list of projects, no money is allocated for it in the State Transportation Improvement Program.

Planning Commission Action on ZDO-284 (cont)

- ▶ The six projects will not result in increased traffic at OR 212 and Sunnyside Road.
- ▶ Delaying implementation of these safety improvements will reduce the safety of the county road system without resulting in any improvement at the intersection of OR 212 and Sunnyside Road.

Staff Recommendation on ZDO-284

APPROVAL of the amendments proposed in ZDO-284, as recommended by the Planning Commission, **except** for their condition that certain projects be contingent on an intersection improvement by ODOT

Questions and Comments

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BCC Public Hearing on 09-28 at 10:00am: Land Use Hearing ZDO-284
Written Testimony submitted 09-27: Thomas Griswold

Good Morning Chair Smith and County Commissioners,

I'm Tom Griswold, a resident of the Damascus community and the Chair of the Damascus CPO. I wish to talk as a resident, not as a representative of the Damascus CPO.

My wife and I have a home off of 232nd. We purchased a parcel in 2010, had a house built and moved into our new home in August 2011. After we moved in, my wife met up with a group of knitters at a local coffee shop and learned about a young girl that was hit by a vehicle and killed on 232nd prior to our purchasing the parcel. There have been other instances over the years where vehicles have primarily run into the ditch. Shoulders on 232nd would be a welcome safety improvement.

Besides safety improvements to 232nd, I'm in favor of the safety improvements to the roads in Damascus as outlined by the amendments to the Comprehensive Plan Chapter 5. However, I'm concerned about the impact to local streets that the Pleasant Valley / North Carver Comprehensive Plan proposed by City of Happy Valley – specifically the impact to 187th which is a gravel road that runs between HWY 212 and Sunnyside Road.

Also, I'm concerned about the Oregon Department of Transportation (ODOT) treatment of the HWY 212 intersections in Damascus – when it was a city and now as part of unincorporated Clackamas County – ODOT has done nothing to improve these intersections. The one big thorn in the side of Damascus throughout the years has been the HWY 212 – Sunnyside Road – Foster Road multi-intersection. There have been numerous multi-car accidents – a T-bone between cars on HWY 212 and cars coming onto HWY 212 from Sunnyside Road, between cars coming down Foster Road with those exiting from the Bi-Mart parking lot, etc. Looking at the accident data there have been a lot accidents at this multi-intersection.

I hope that you vote in favor of the amendments to the Comprehensive Plan Chapter 5, stress to the City of Happy Valley that the concerns of the residents along 187th need to be heard and addressed, and that you as forcefully as possible put ODOT on notice about the importance of improving the HWY 212 – Sunnyside Road – Foster Road multi-intersection as soon as possible.

Thank you for your consideration of this matter,
Tom Griswold