Sunrise Project, I-205 to Rock Creek Junction

Final Environmental Impact Statement

December 2010

Oregon Department of Transportation

CLACKAMAS COUNTY

U.S. Department of Transportation
Federal Highway Administration

FHWA-OR-EIS-10-02-F

Sunrise Project: I-205 to Rock Creek Junction
Clackamas County, Oregon
ODOT Key # 12454, Federal Aid # C005(046)
Final Environmental Impact Statement

Submitted Pursuant to 42 U.S.C. 4332 (2) (c) and where applicable, 49 U.S.C. 303
by U.S. Department of Transportation (USDOT), Federal Highway Administration (FHWA), and
Oregon Department of Transportation (ODOT), and Clackamas County

for Jason Tell, ODOT Region 1 Manager

12/15/2010
Date of Approval

Phillip A. Ditzler, Division Administrator, FHWA

DECEMBER 16, 2010
Date of Approval

The following persons may be contacted for additional information concerning this document:

Thomas Picco
Principal Planner/Project Manager
Oregon Department of Transportation, ODOT Region 1
123 NW Flanders Street
Portland, OR 97209-4012
(503) 731-8230

Michelle Eraut
Environmental Program Manager
Federal Highway Administration
530 Center Street NE, Suite 100
Salem, OR 97301
(503) 587-4716

The Oregon Department of Transportation (ODOT) and Clackamas County plan to build a new, east-west oriented, limited-access highway—called the Sunrise Project—from Interstate 205 (I-205) to the Rock Creek Junction in Clackamas County, Oregon. A Draft Environmental Impact Statement (DEIS)—*Sunrise Corridor OR 212/224 (I-205 to US 26)*—was published in 1993. A Supplemental Draft Environmental Impact Statement (SDEIS) published October 10, 2008, evaluated two build alternatives, a no build alternative, and six design options.

The Sunrise Project **Preferred Alternative** will be part of the state highway network (as defined in the Oregon Highway Plan), connecting I-205, the Milwaukie Expressway, and OR 212/224. The highway will have six through-lanes plus two auxiliary lanes. The Sunrise Project will become the designated OR 212/224, with the existing OR 212/224 becoming a county arterial.

Major benefits from the project are significantly slowing the growth of traffic congestion and improving safety on I-205 and OR 212/224. Building the project will support planned growth in the northwest area of Clackamas County. Key issues in building the project are protecting a significant wildlife corridor and addressing noise impacts to a large residential area. Major environmental impacts from the **Preferred Alternative** include conversion of approximately 500 acres of land to highway use; relocation of about 80 businesses and 53 residences; creation of noise impacts to 241 residential properties after implementation of abatement measures; removal of about 94 acres of wildlife habitat; impacts to 23 acres of wetlands; and creation of 114 acres of new impervious surface. Minor impacts would involve the risk of encountering hazardous materials during construction, difficulties in managing soil and embankments due to nearby landslides and wet and loose soils, the costs and disruption from moving utility facilities, a decline in visual quality around I-205 to SE 142nd Avenue, and the acquisition of 0.18 acres of the recreation field at Clackamas Elementary School, addressed as a Section 4(f) *de minimis* finding.

Construction is planned to begin in 2013 and total project costs (consisting of right-of-way acquisition and construction costs) are estimated to be $1.49 billion (in 2013 dollars). Project construction is likely to be phased.

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TO THOSE WHO HAVE EXPRESSED INTEREST IN THE

Sunrise Project, I-205 to Rock Creek Junction

Final Environmental Impact Statement

Clackamas County, Oregon

Oregon Department of Transportation Key No. 12454

Federal Aid Number: C005(046)

Thank you for your interest in the **Sunrise Project**. The Federal Highway Administration, Oregon Department of Transportation, and Clackamas County have completed **the Final Environmental Impact Statement (FEIS).** If a federal Record of Decision is published, it will be no sooner than 30 days from the publication of this FEIS.

Comments may be sent to:

Thomas Picco
ODOT Principal Planner and ODOT Sunrise Project Manager
Oregon Department of Transportation, Region 1
123 NW Flanders Street
Portland, OR 97209-4012
(503) 731-8230
Thomas.J.PICCO@odot.state.or.us

Michelle Eraut
Environmental Program Manager
Federal Highway Administration
530 Center Street NE, Suite 100
Salem, OR 97301
(503) 587-4716
Michelle.Eraut@dot.gov

If you have questions or need additional information concerning the project, please contact **Thomas Picco (ODOT Project Manager) at: (503) 731-8230**.

Thank you for your participation,

Jason Tell
ODOT Region 1 Manager

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NOTICE OF AVAILABILITY

This Final EIS is available for review at the following locations:

Clackamas County Planning Department
Development Services Building
150 Beavercreek Road
Oregon City, OR 97045

City of Happy Valley
12915 SE King Road
Happy Valley, OR 97236

City of Damascus
19920 SE OR 212
Damascus, OR 97015

Clackamas Corner Library
(near Clackamas Town Center)
11750 SE 82nd Avenue, Suite D
Portland, OR 97266

Oregon Department of Transportation (ODOT)
Region 1
123 NW Flanders Street
Portland, OR 97209

Metro Regional Center
600 NE Grand Avenue
Portland, OR 97232

Multnomah County Library
801 SW 10th Avenue
Portland, Oregon 97205

ODOT Maintenance Building
9200 SE Lawnfield Road
Clackamas, OR 97015

North Clackamas Chamber of Commerce
7740 SE Harmony Road
Milwaukie, Oregon 97222

Federal Highway Administration (FHWA) Oregon Division
530 Center Street, NE, Suite 100
Salem, OR 97301

Oregon State Library
250 Winter St. NE
Salem, Oregon 97301-3950

ODOT Geo-Environmental Section
355 Capitol Street NE
Salem, OR 97301

The documents are also available on the project website: http://www.sunrise-project.org/

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ACRONYMS AND ABBREVIATIONS

AADT	Annual Average Daily Traffic
ADT	Average Daily Traffic
APE	Area of Potential Effect
API	Area of Potential Impact
BG	Block Group (Census)
BP	Business Park
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERCLIS	Comprehensive Environmental Response, Compensation, and Liability Information System
CETAS	Collaborative Environmental and Transportation Agreement for Streamlining
CFR	Code of Federal Regulations
CO	Carbon monoxide
CO_2	Carbon dioxide
CT	Census Tract
dBA	A-weighted decibels
DEIS	Draft Environmental Impact Statement
DSL	Department of State Lands
ECSI	Environmental Cleanup Site Information System
EFU	Exclusive Farm Use zoning designation
EIS	Environmental Impact Statement
EJ	Environmental Justice
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FEIS	Final Environmental Impact Statement
FHWA	Federal Highway Administration
gsf	gross square feet
GHG	Greenhouse gas
GIS	Geographic Information System
HCT	High Capacity Transit
HPA	High-probability area
I-205	Interstate 205
L_{eq}	Hourly Equivalent Noise Level
LOS	Level of Service
LUST	Leaking Underground Storage Tank
Metro	Metropolitan Service District (Portland)
mph	miles per hour
MSATs	mobile source air toxics
NAAQS	National Ambient Air Quality Standards
NAC	Noise Abatement Criteria
NEPA	National Environmental Policy Act
NFA	No Further Action
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NO_x	nitrogen oxides
NPL	National Priority List
NRHP	National Register of Historic Places
OAR	Oregon Administrative Rule

OCS	Oregon Conservation Strategy
ODEQ	Oregon Department of Environmental Quality
ODOT	Oregon Department of Transportation
ORNHIC	Oregon Natural Heritage Information Center
OTC	Oregon Transportation Commission
OTIA	Oregon Transportation Investment Act
PAHs	polycyclic aromatic hydrocarbons
PATA	Portland Air Toxics Assessment
PCBs	Polychlorinated Biphenyls
PEM	palustrine emergent wetland
PFO	palustrine forested wetland
POM	polycyclic organic matter
PSS	palustrine scrub-shrub wetland
ROD	Record of Decision
RCRA	Resource Conservation and Recovery Act
RTP	Regional Transportation Plan (Metro)
RI	Remedial Investigation
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SDEIS	Supplemental Draft Environmental Impact Statement
SHPO	State Historic Preservation Office
SPIS	Safety Priority Index System
SPUI	Single Point Urban Interchange
STIP	Statewide Transportation Improvement Program
T&E	Threatened and Endangered
TCM	Transportation Control Measure
TDM	Transit/Transportation Demand Management
TSM	Transit/Transportation System Management
UGB	Urban Growth Boundary
UIC	Underground injection control
UPRR	Union Pacific Railroad
USACE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service
UST	Underground Storage Tank
v/c	Volume-to-capacity
VHD	Vehicle Hours of Delay
VMT	vehicle miles traveled
vpd	vehicles per day
VOC	Volatile Organic Compound
WVC	Wildlife Vehicle Collision

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APPENDICES

Appendix A. Agency and Public Comments

Appendix B. Cultural Resource Documentation

- December 2010, Memorandum of Agreement among the FHWA, Oregon SHPO, and ODOT for Identifying and Evaluating Archaeological Sites in the Oregon 212/224: Sunrise Project (Interstate 205—Rock Creek)
- June 1, 2010, SHPO Concurrence Letter, Finding of No Adverse Effect on Historic Properties (Archaeology)
- July 26, 2010, SHPO Concurrence Letter, Finding of No Adverse Effect on Historic Resources
- SHPO Concurrence Letters for:
  - Mather-Foster House (No Historic Properties Adversely Affected)
  - Clackamas Cemetery (No Historic Properties Affected)
  - KEX Transmitter Facility (No Historic Properties Adversely Affected with Boundary Adjustment)
  - Southern Pacific Railroad Willamette Valley Main Line (No Historic Properties Adversely Affected)
  - Clackamas Elementary School (No Historic Properties Adversely Affected)
  - Camp Withycombe Historic District (Not Eligible)
- Tribal Consultation
- Traditional Cultural Properties

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- Clackamas Elementary School Recreation Field: De Minimis Findings and Attachments
- Camp Withycombe Section 106 Document and SHPO Concurrence
- Planned Trails Section 4(f) Supporting Documents

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- Air Quality Findings
- ODOT and FHWA Efforts on Climate Change
- Table D-1: SDEIS Land Use Impacts
- SDEIS Land Use Impact Maps, Alternatives 2 and 3
- Biological Assessment Letter of Submittal to National Marine Fisheries Service
- National Marine Fisheries Service Biological Opinion
- No Effect Memorandum for USFWS species
- U.S. EPA December 2, 2009 letter related to the Northwest Pipe & Casing site
- Easement and Equitable Servitudes and Consent Decree for Northwest Pipe and Casing site
- Table D-2: Evaluation of Noise Impact Mitigation Measures along Bluff
- SE 82nd Avenue Floodplain Impacts Memo
- Trillium Creek Floodplain Impacts and Culvert Analysis Memorandum

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HOW TO USE THIS DOCUMENT

In this FEIS and the supporting technical reports, new information and new analysis conducted for the **Preferred Alternative** are presented in a green color. Information from the SDEIS that remains substantively unchanged remains in black. Minor edits to SDEIS text, such as corrections of typos, or rewording to clarify meaning, are not shown in green.

FEIS

This document includes an Executive Summary, Chapters 1 through 6, and a set of Appendices. The appendices contain the public comments and responses on the SDEIS, the Section 4(f) Documentation, and other supporting documentation for the chapters. Digital versions of the FEIS Appendices are on a DVD attached to the back cover of this document.

Executive Summary and Chapters 1-6

The Executive Summary presents the problem to be solved, the proposed action, its history, and the public involvement program. In addition, this part of this FEIS summarizes the SDEIS alternatives and the **Preferred Alternative** (with figures), the expected impacts and mitigation measures, and the required permits and approvals.

After the Executive Summary are six chapters, as follows:

Chapter 1. Purpose and Need
Chapter 2. Alternatives and Alternatives Development
Chapter 3. Affected Environment, Environmental Consequences, and Mitigation Measures
Chapter 4. Additional Impacts (Construction, Cumulative, and Unavoidable) and Permits/Approvals Needed
Chapter 5. Comments and Responses
Chapter 6. Updates Following Publication of the SDEIS
List of Preparers
List of Recipients
Glossary

This FEIS:

- Identifies the Preferred Alternative.
- Presents the project's Purpose and Need.
- Describes the details of the alternatives evaluated, and summarizes the analysis of the alternatives contained in the supporting technical reports.
- Combines a discussion of the affected environment and direct environmental consequences rather than discussing those sections separately and focuses on the conclusions of the analysis of alternatives.

To aid in finding where impacts are discussed by individual alternatives and design options, the names of the alternatives and design options are in **bold face**. The beginning of each section of Chapter 3 lists the information contained in the related technical report. Colored text boxes present additional information or terminologies. Figures in Chapter 3 are at the end of each topic section.

Appendices

Appendix A. Agency and Public Comments
Appendix B. Cultural Resource Documentation
Appendix C. Section 4(f) Supporting Documents
Appendix D. Supporting Documents for Chapter 3
Appendix E. References
Appendix F. Public Involvement Materials
Appendix G. Agency Consultations

Technical Reports

Technical studies on 15 topics were produced and are available on request from Thomas Picco, ODOT Project Manager, (503) 731-8230, Thomas.J.PICCO@odot.state.or.us. An Archaeology Report that supports the Cultural Resources Technical Report contains confidential information and is not available for public review. The technical reports support this FEIS with detailed information about the methodology, existing conditions, and results of the analysis of all of the alternatives, **No Build Alternative**, **Alternatives 2** and **3**, and the **Preferred Alternative**. Because the analysis for the **Preferred Alternative** was done separately from the initial analysis of **Alternatives 2** and **3**, the analysis and mitigation are presented in separate sections. Below is a list of the 15 technical reports and the corresponding FEIS sections they support.

Technical Report		Corresponding FEIS Section(s)
Transportation	—	Transportation
Land Use	—	Land Use
Right-of-Way	—	Land Use
Socioeconomics	—	Business and Communities
Socioeconomics	—	Environmental Justice
Visual Resources	—	Visual Character and Resources
Noise	—	Noise
Air Quality	—	Air Quality
Energy	—	Energy
Biology	—	Biology: Wildlife and Fish Habitat, Threatened and Endangered Species subsections
Wetlands	—	Biology: Wetlands subsection
Water Quality	—	Biology: Water Quality subsection
Geology and Soils	—	Geology and Soils
Cultural Resources	—	Cultural Resources
Hazardous Materials	—	Hazardous Materials
Utilities	—	Utilities