

2008 South/North Land Use Final Order Amendment

**South Corridor Project
Portland-Milwaukie Segment**

Adopted by the Metro Council

July 24, 2008

Your Metro representatives

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1. Introduction

This document constitutes a Land Use Final Order (LUFO) for the South/North Light Rail Project (South/North Project), in accordance with Oregon Laws 1996, Chapter 12 (House Bill 3478). The 2008 South/North LUFO Amendment is the fourth in a series of LUFOs adopted by the Metro Council that established or amended the light rail route, stations, park-and-ride lots and maintenance facilities, and the highway improvements for the South/North Project, including their locations. The three previously adopted LUFOs are as follows:

- On July 23, 1998, the Metro Council adopted Resolution No. 98-2673 (the 1998 LUFO), establishing the initial light rail route, stations, lots and maintenance facilities and the highway improvements, including their locations, for the South/North Project.
- On October 28, 1999, the Metro Council adopted Resolution No. 99-2853A (the 1999 LUFO), amending the 1998 LUFO to reflect revisions for that portion of the South/North Project extending from the Steel Bridge northward to the Exposition Center (Expo Center), primarily along Interstate Avenue. The 1999 LUFO modified the northern light rail alignment; established, relocated or expanded light rail station locations along that alignment; and authorized park-and-ride lots at Portland International Raceway (PIR) and the Expo Center along the light rail route.
- On January 15, 2004, the Metro Council adopted Resolution No. 03-3372 (the 2004 LUFO), further amending the previous South/North LUFO resolutions to (1) establish the light rail route, stations and park-and-ride lots, including their locations, along the Interstate-205 right-of-way from the Gateway Transit Center to Clackamas Regional Center; (2) modify the route along the downtown Portland Transit Mall to extend light rail transit (LRT) to Portland State University (PSU) and establish, adjust or relocate station locations; (3) modify the original LUFO for the segment from Portland to Milwaukie by revising the alignment and adding study areas; (4) remove the 1998 LUFO designations from Milwaukie to Clackamas Regional Center; and (5) complete technical amendments to the 1999 LUFO alignment to reflect the final built configuration at certain stations consistent with the Full Funding Grant Agreement approved by the Federal Transit Administration.

This 2008 South/North LUFO Amendment amends the 1998 and 2004 LUFOs as they relate to the segment of the South/North Project extending from PSU in downtown Portland through SE Portland and downtown Milwaukie to SE Park Avenue in unincorporated Clackamas County (Portland-Milwaukie Segment). Among other things, this amendment realigns the light rail route between PSU and SE 7th Avenue; establishes the route from SE Tacoma Street to SE Park Avenue; relocates light rail stations or authorizes new stations along the light rail route; and establishes the park-and-ride lots and highway improvements for this segment. *See* Map A.

This 2008 LUFO also expands the Ruby Junction Maintenance Facility along NW Eleven Mile Avenue in Gresham to allow for the maintenance of additional LRT vehicles that will be associated with the Portland-Milwaukie Segment. *See* Map B.



South/North Land Use Final Order Regional Index Map

Map B

Regional Setting

High Capacity Transit

- Existing MAX
- WES Commuter Rail

- Portland Streetcar
- Portland Aerial Tram

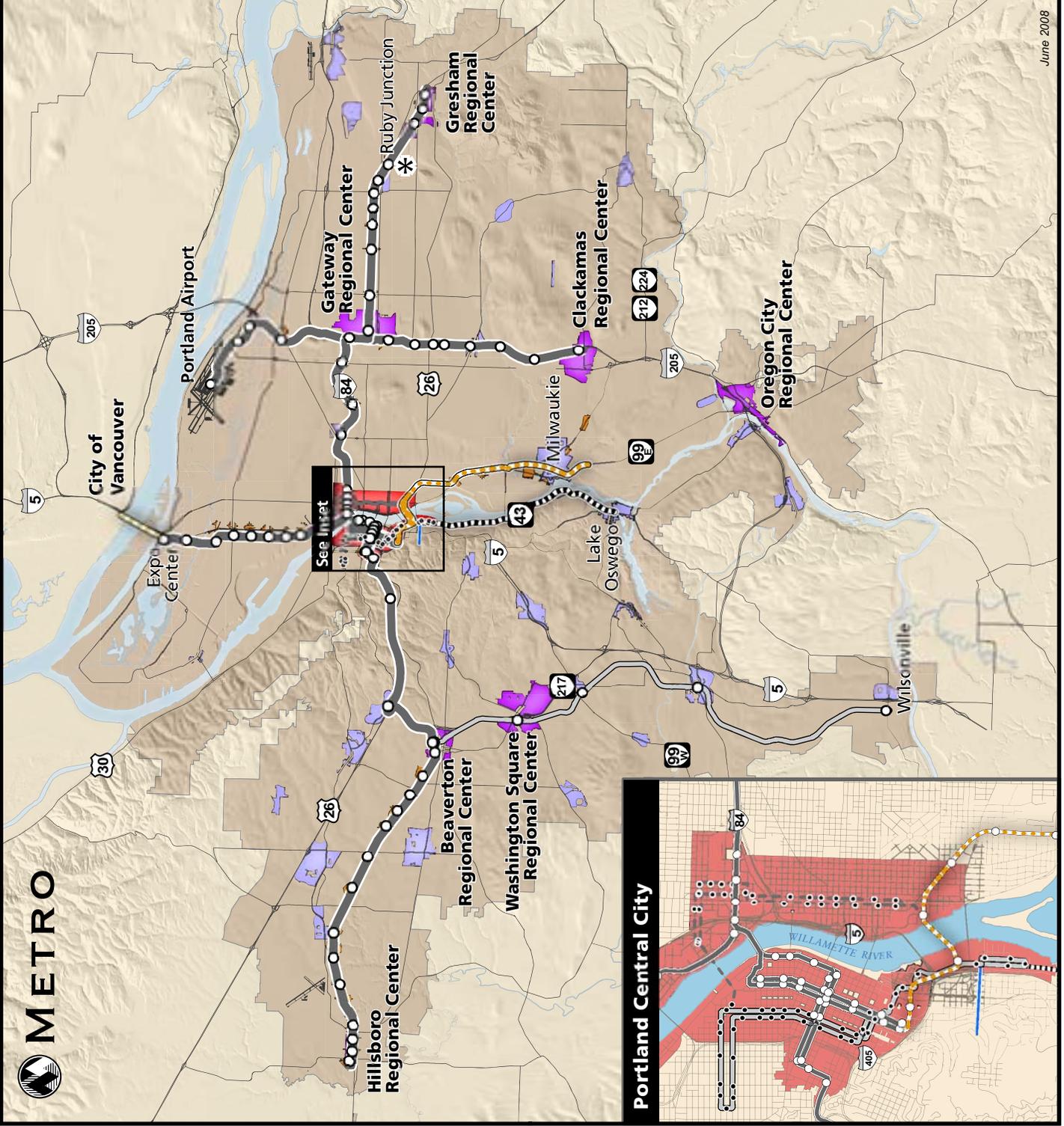
Proposed or Planned Transit Projects

- Columbia River Crossing
- Portland-Milwaukie
- Lake Oswego to Portland
- Portland Streetcar Loop Project

2040 Growth Concept

- Central City
- Regional Center
- Town Center
- Station Community
- Station Community Core
- Urban Growth
- Boundary

* Ruby Junction is an operations and maintenance facility located in the City of Gresham near SE 199th Avenue and SE Burnside Street.



June 2008

2. Requirements of House Bill 3478

Chapter 12 of the 1996 Oregon Laws (House Bill 3478) provides procedures for siting the South/North light rail route and associated light rail and highway facilities. In brief, it provides a set of regulations for making and for appealing land use decisions related to the South/North Project. The law includes a provision directing the Land Conservation and Development Commission to adopt criteria for land use final orders; a requirement that TriMet make application for land use final orders; requirements for how the Metro Council conducts its public hearing; and procedures for appeal.

Pursuant to House Bill 3478, upon application by TriMet and following a public hearing held on July 24, 2008, and in consideration of the whole record and based on a finding that there is substantial evidence supporting the proposed action, the Metro Council hereby adopts this 2008 South/North LUFO Amendment for the Project by Resolution No. 08-3964.

3. Establishment of Light Rail Routes, Stations, Park-and-Ride Lots, Maintenance Facilities and Highway Improvements, Including their Locations.

The Metro Council approves the light rail route, stations, lots, and maintenance facilities and highway improvements identified textually below and illustrated in the location boundary maps that follow. These light rail facilities and highway improvements and their location boundaries are identical to those for which TriMet requested Metro Council approval, and identical to those that the LUFO Steering Committee recommended to TriMet.

The LUFO boundary maps contained in this order are printed from a regional geographic information system database (Metro's *Regional Land Information System*, RLIS). The maps illustrate the adopted boundaries at an approximate scale of one inch equals 500 feet. The boundaries shown on these maps represent the areas within which the light rail facilities and highway improvements may be located. The maps include year 2007 aerial photographs with existing property lines added to provide orientation and illustrate project facility locations, to the extent that they have been determined.

The final location of the light rail facilities, as constructed, may be anywhere within the boundaries found on the LUFO maps. For example, along the Portland-Milwaukie Segment, the track alignment and most of the stations and park-and-ride lots have been approved and illustrated in the Locally Preferred Alternative (LPA). However, preliminary and final engineering have not been completed. Some variations from the illustrations in the LPA may be needed when the project is built. Accordingly, the LUFO shows a larger, more generalized boundary than that actually needed for the track alignment, stations, etc. The facilities may be constructed anywhere within the locations shown on the attached maps and be consistent with this LUFO.

3.1 Portland-Milwaukie Light Rail and Highway Improvements.

The 1998 LUFO established a light rail alignment that included a segment extending from downtown Portland to downtown Milwaukie and beyond to Clackamas Regional Center. The 2004 LUFO deleted the section from Milwaukie to Clackamas Regional Center and changed the existing downtown Portland to Milwaukie LUFO alignment by (1) establishing a study area for a possible light rail alignment from the downtown Portland Transit Mall at SW Lincoln Street and SW 5th Avenue eastward along SW Lincoln Street to I-5; (2) revising the light rail route and station locations from SE Powell Boulevard south to SE McLoughlin Boulevard, changing the alignment from SE 18th Avenue to SE 17th Avenue; (3) designating a study area for a light rail alignment and potential station and park-and-ride lot facilities south of SE Tacoma Street and generally north of Highway 224 between SE McLoughlin Boulevard and the Tillamook Branch railroad line; and (4) designating a study area at the SE Lake Road terminus south of SE Washington Street in Milwaukie and north and northeast of SE McLoughlin Boulevard.

This 2008 LUFO further modifies the 1998 and 2004 LUFOs by:

- 1) relocating the route southbound between PSU and the Willamette River along SW Lincoln Street and then into the South Waterfront district in the vicinity of SW Harbor Drive and SW Moody Avenue to a new Willamette River bridge crossing north of the Ross Island Bridge at approximately SW Porter Avenue, and establishing new light rail station locations along this alignment;
- 2) adding highway improvements associated with a new transitway extending from approximately SW 1st Avenue across the new light rail transit bridge to approximately SE 8th Avenue and SE Division Place, which would accommodate buses, streetcars, bicycles and pedestrians;
- 3) realigning the route between the east bank of the Willamette River at SE Sherman Street and SE 7th Avenue at SE Caruthers Street, relocating the OMSI station, and adding highway improvements associated with the new transitway;
- 4) widening the alignment boundary along SE 17th Avenue;
- 5) expanding the SE Bybee Boulevard station to include bus pullouts on SE Bybee Boulevard and authorizing a new station near SE Harold Street along SE McLoughlin Boulevard;
- 6) establishing the route and station locations and authorizing a park-and-ride lot for the area south of SE Tacoma Street and north of State Highway 224;
- 7) establishing the route and station locations and authorizing a park-and-ride lot in downtown Milwaukie between Highway 224 and SE McLoughlin Boulevard; and

8) extending the route southward to a new terminus station and park-and-ride lot in the vicinity of SE Park Avenue in Clackamas County.

For the convenience of the reader and to maintain consistency with the 1998 LUFO, this 2008 LUFO divides the Portland-Milwaukie Segment into three sections: (1) South Willamette River Crossing; (2) McLoughlin Boulevard; and (3) Milwaukie Town Center (formerly Milwaukie Regional Center). With these amendments, the light rail route, stations, lots, maintenance facilities and highway improvements comprising the Portland-Milwaukie Segment are as follows:

South Willamette River Crossing Section

The South Willamette River Crossing Section extends from the Jackson Street LRT stations near Portland State University to the intersection of SE 17th Avenue and SE McLoughlin Boulevard.

From the Jackson Street LRT stations on SW 5th and 6th Avenues, the LRT alignment leaves Portland towards Milwaukie along SW Lincoln Street, across SW 1st Avenue and SW Naito Parkway, over SW Harbor Drive and under the I-5/I-405/Marquam Bridge ramps to a location west of SW Moody Avenue at approximately SW Porter Street. Short of reaching the Ross Island Bridge, the alignment curves eastward to cross the Willamette River on a new bridge. The alignment crosses the east bank of the Willamette River at SE Sherman Street and then continues eastward primarily along SE Sherman Street to the intersection of SE 7th Avenue and SE Caruthers Street, where it rejoins the 1998 LUFO alignment and continues southeast to SE Powell Boulevard.

South of SE Powell Boulevard, the LRT alignment follows SE 17th Avenue to SE McLoughlin Boulevard, as approved in the 2004 LUFO amendments. In this segment, the alignment boundary is widened so that the SE 17th Avenue right-of-way remains wide enough to accommodate bicycle lanes and freight movements.

West of the Willamette River, light rail stations are located between approximately SW 4th Avenue and SW Naito Parkway; between approximately SW Harrison Street and SW Caruthers Street; and between SW Moody Avenue and the Willamette River. East of the Willamette River, the OMSI station identified in the 1998 LUFO is relocated to SE Sherman Street east of SE Water Avenue. The locations previously approved for the SE Clinton Street station in the 1998 LUFO, and for the SE Rhine and SE Holgate Street stations along SE 17th Avenue in the 2004 LUFO amendments, are unchanged.

There are no park-and-ride lots or maintenance facilities in the Willamette River Crossing section. However, there are three new highway improvements: (1) A transitway extending from approximately SW 1st Avenue across the new bridge to approximately SE 8th Avenue and SE Division Place, that will accommodate buses, streetcars, bicycles and pedestrians; (2) transitway-related improvements on SE 8th between SE Powell Boulevard and SE Woodward Street, including roadway widening for a turn lane and

transit-only signalization; and (3) modifications to SW Moody Avenue between approximately the Marquam Bridge and the Ross Island Bridge.

The boundaries of these light rail facilities and highway improvements are illustrated in attached *Figures 1.1 through 1.4*.

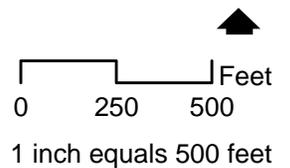


South/North Land Use Final Order Amendment Boundary Map

Figure 1.1

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots
- Potential Alignment
- Potential Station Platform
- Highway Improvement



Note: The guideway between SW 1st Avenue and SE 8th Avenue/SE Division Place will provide bus access and is considered a highway improvement along the light rail route. June 2008

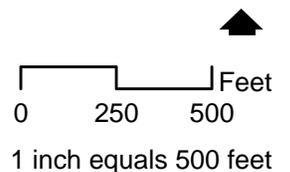


South/North Land Use Final Order Amendment Boundary Map

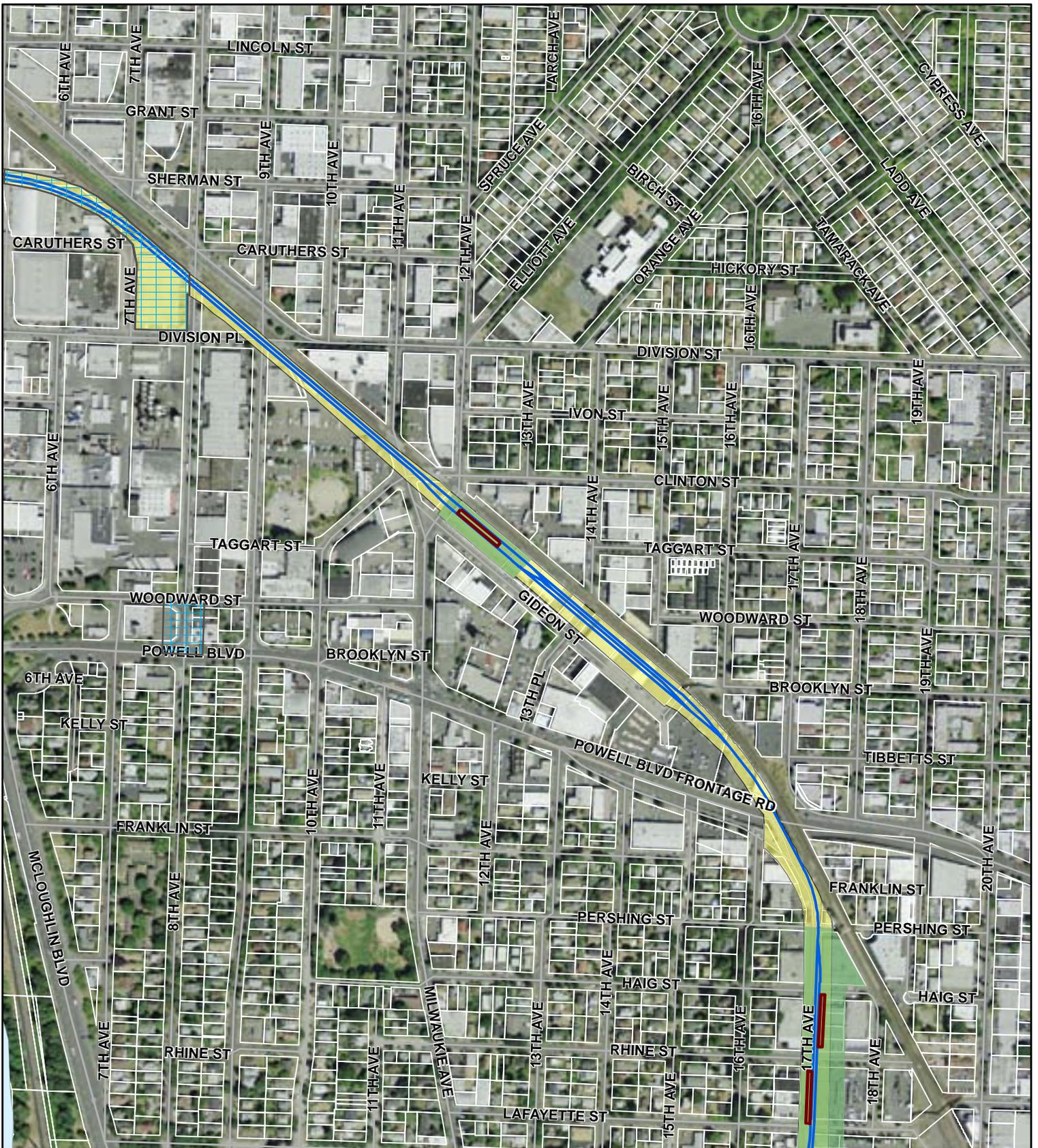
Figure 1.2

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots
- Potential Alignment
- Potential Station Platform
- Highway Improvement



Note: The guideway between SW 1st Avenue and SE 8th Avenue/SE Division Place will provide bus access and is considered a highway improvement along the light rail route. June 2008

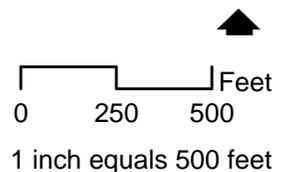


South/North Land Use Final Order Amendment Boundary Map

Figure 1.3

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots
- Potential Alignment
- Potential Station Platform
- Highway Improvement



Note: The guideway between SW 1st Avenue and SE 8th Avenue/SE Division Place will provide bus access and is considered a highway improvement along the light rail route. June 2008



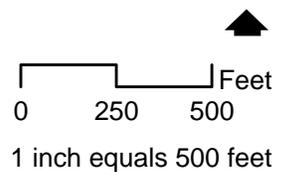
South/North Land Use Final Order Amendment Boundary Map

Figure 1.4

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots

- Potential Alignment
- Potential Station Platform



McLoughlin Boulevard Section

The McLoughlin Boulevard section extends along SE McLoughlin Boulevard from SE 17th Avenue to SE Tacoma Street.

No changes are made to the light rail route along SE McLoughlin Boulevard as established in the 1998 LUFO and amended in part in the 2004 LUFO. From SE 17th Avenue to SE Tacoma Street, the route continues southward along the east side of SE McLoughlin Boulevard between SE McLoughlin Boulevard and the Union Pacific Railroad tracks.

There is a new LRT station along SE McLoughlin Boulevard near SE Harold Street. Also, the Bybee Boulevard LRT station boundary is expanded to provide for bus pullouts on SE Bybee Boulevard.

There are no park-and-ride lots, maintenance facilities or highway improvements in the McLoughlin Boulevard section.

The boundaries of these light rail facilities are illustrated in attached *Figures 1.4 through 1.6*.



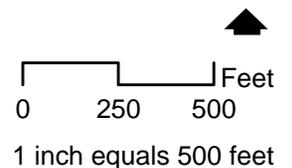
South/North Land Use Final Order Amendment Boundary Map

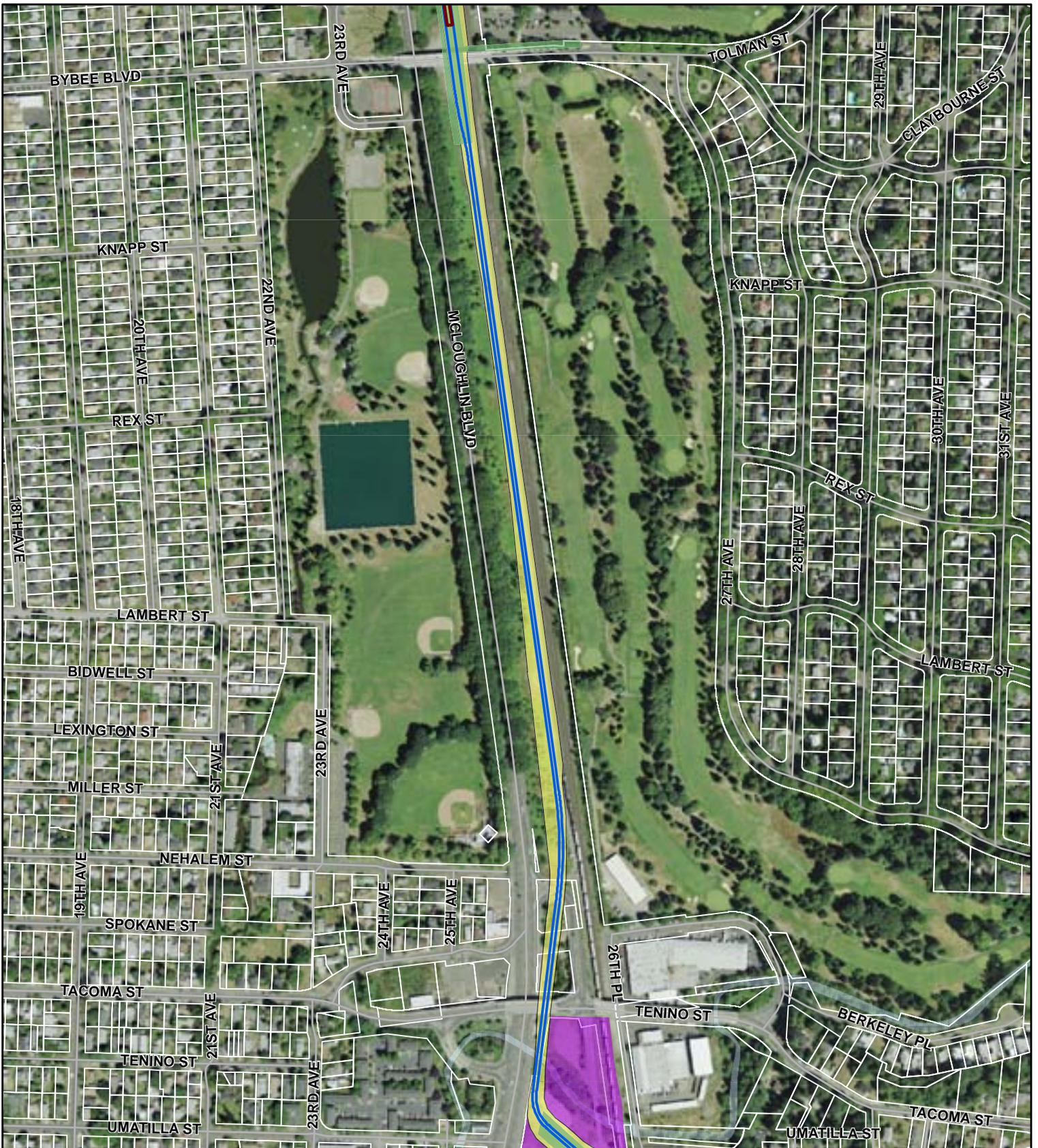
Figure 1.5

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots

- Potential Alignment
- Potential Station Platform





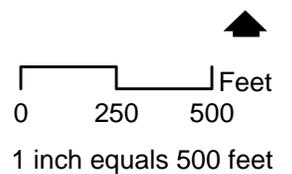
South/North Land Use Final Order Amendment Boundary Map

Figure 1.6

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots

- Potential Alignment
- Potential Station Platform



Milwaukie Town Center Section

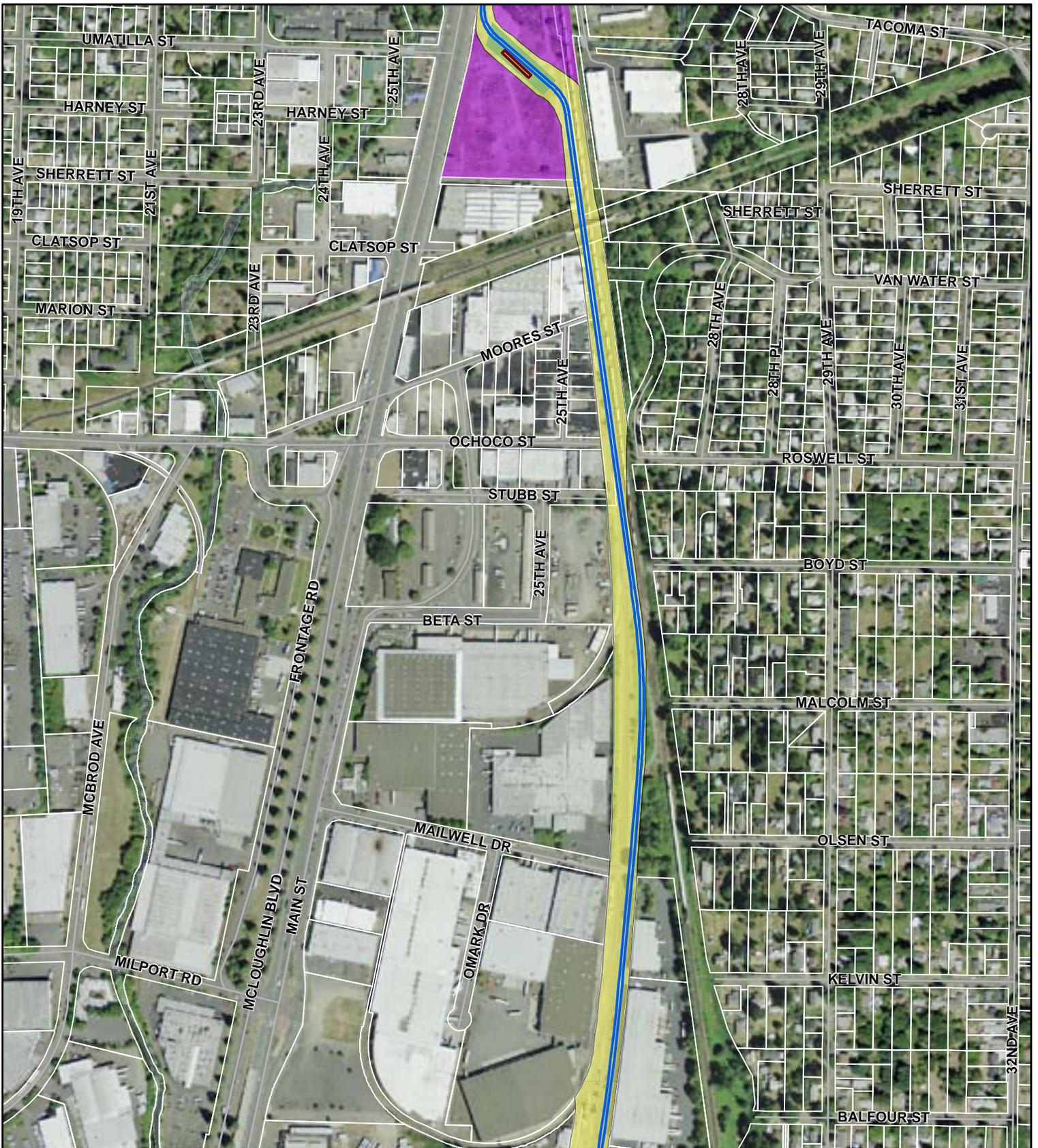
The Milwaukie Town Center Section extends from SE Tacoma Street through downtown Milwaukie to SE Park Avenue in Clackamas County. In the 2004 LUFO, this entire section was identified as a study area.

A short distance south of SE Tacoma Street, the route curves south and east from SE McLoughlin Boulevard to the west side of the UP Main Line, where it heads southward under the Springwater Trail bridge and then onto an elevated structure which extends over the Portland and Western railroad tracks and associated spur tracks before returning to grade level on the east side of the Portland and Western railroad tracks north of Highway 224. From here, the alignment continues southward under Highway 224 and into downtown Milwaukie along the east side of the railroad right of way to Kellogg Lake. The alignment crosses over Kellogg Lake and then crosses SE McLoughlin Boulevard on an elevated structure. West of SE McLoughlin Boulevard, the alignment curves towards the southeast and parallels SE McLoughlin Boulevard to its terminus at SE Park Avenue.

Stations along this section are located south of SE Tacoma Street, in the vicinity of SE Lake Road, and near SE Park Avenue. Park-and-ride lots in this section are located south of SE Tacoma Street, near SE Lake Road, and near SE Park Avenue.

No maintenance facilities or highway improvements are proposed for this section.

The boundaries of these light rail facilities are illustrated in attached *Figures 1.6 through 1.9*.



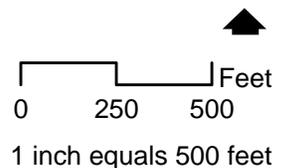
South/North Land Use Final Order Amendment Boundary Map

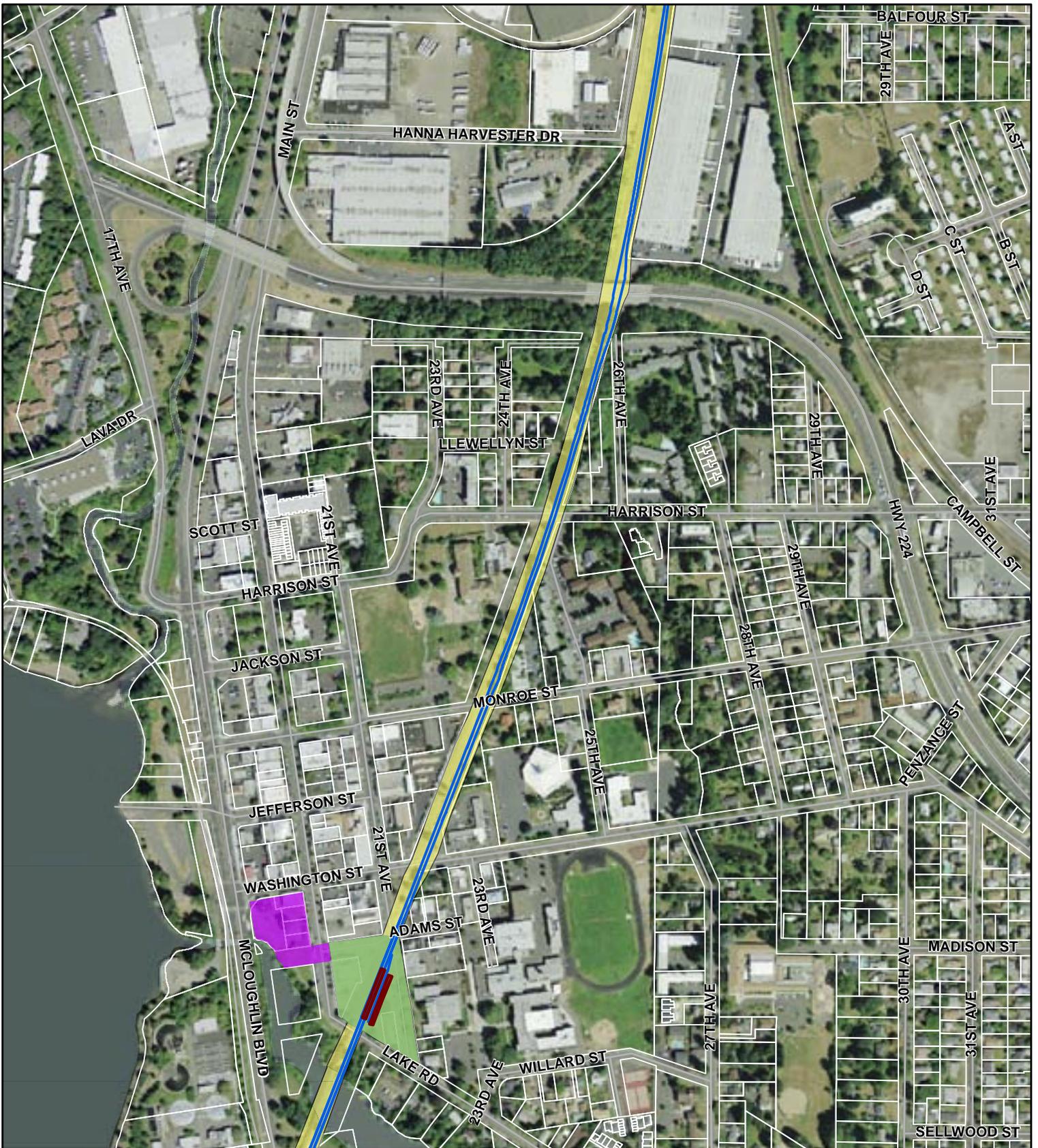
Figure 1.7

Portland-Milwaukie Light Rail Project

-  Light Rail Route
-  Light Rail Stations
-  Park-and-Ride Lots

-  Potential Alignment
-  Potential Station Platform



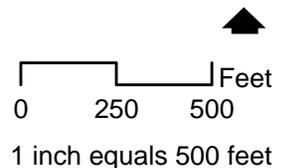


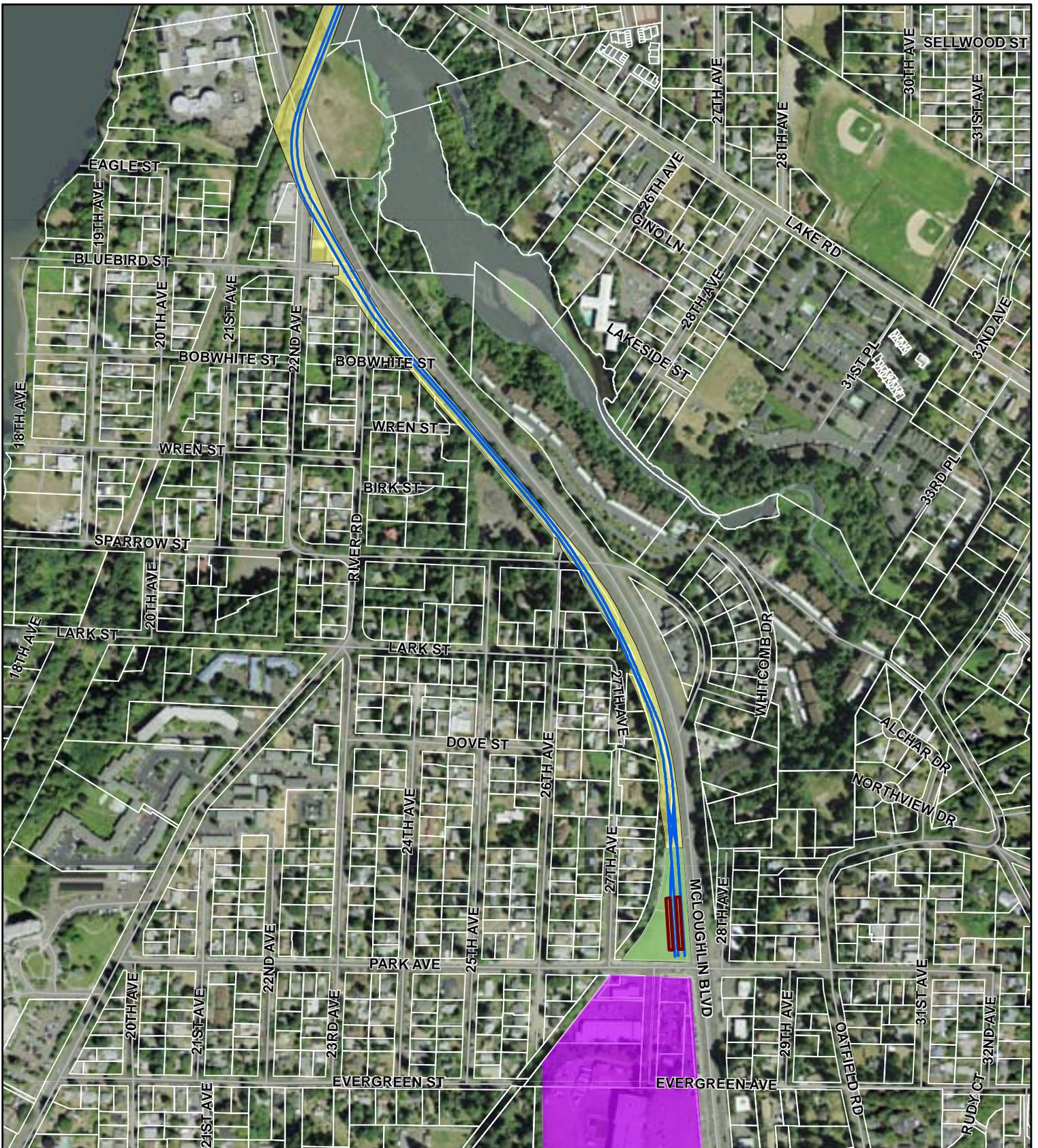
South/North Land Use Final Order Amendment Boundary Map

Figure 1.8

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots
- Potential Alignment
- Potential Station Platform





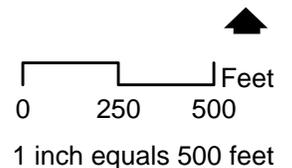
South/North Land Use Final Order Amendment Boundary Map

Figure 1.9

Portland-Milwaukie Light Rail Project

- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots

- Potential Alignment
- Potential Station Platform

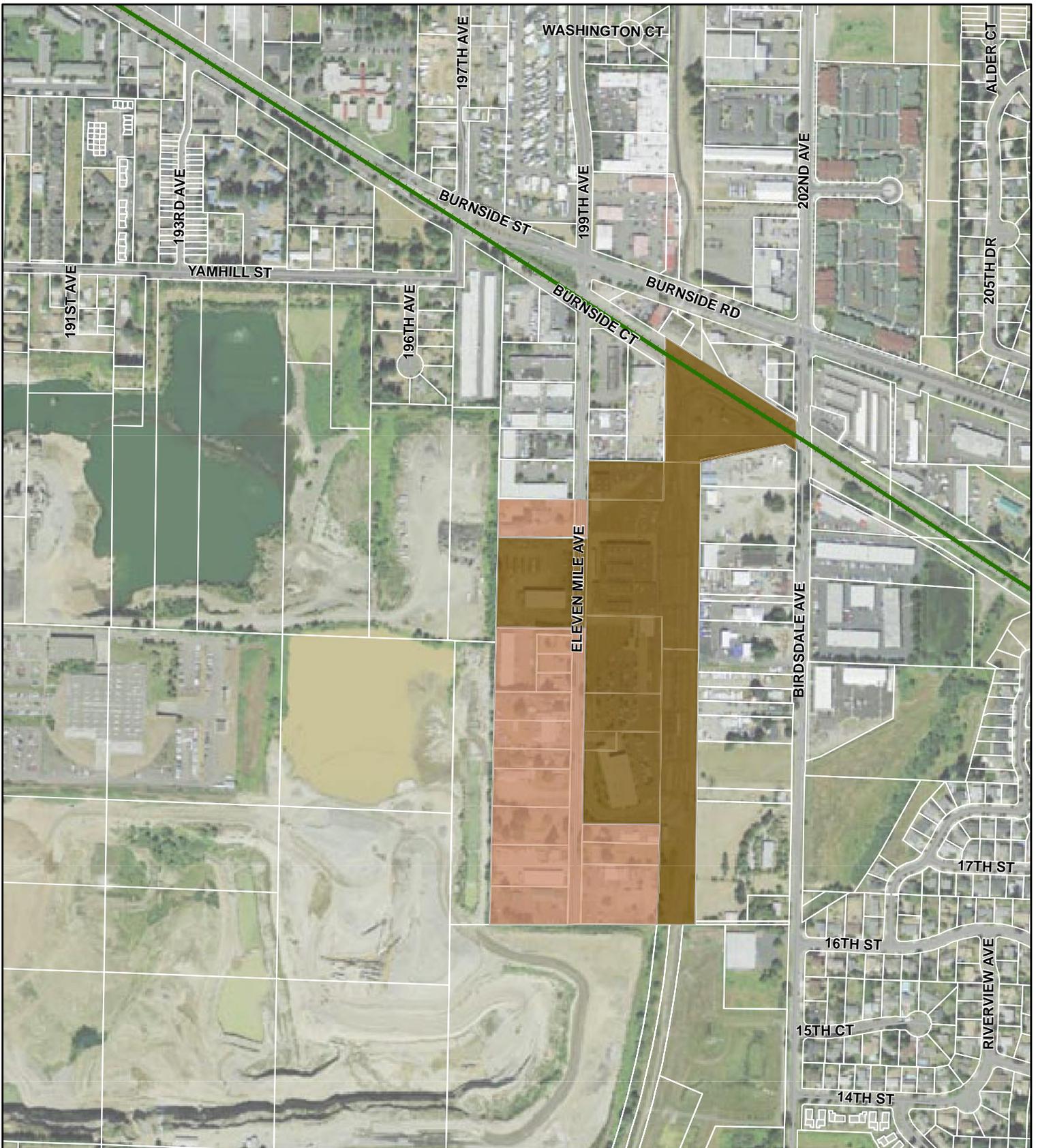


3.2 Ruby Junction Maintenance Facility

The Ruby Junction Maintenance Facility along NW Eleven Mile Avenue in Gresham was first authorized in 1980, when TriMet approved the original light rail route serving the Portland metropolitan area between Portland and Gresham. The facility includes light rail tracks, vehicle storage spaces and maintenance bays, an operation center, and related facilities necessary to maintain light rail vehicles.

This 2008 LUFO authorizes the modification and expansion of the Ruby Junction Maintenance Facility to accommodate and serve additional light rail vehicles associated with the Portland-Milwaukie Segment. The expansion includes additional tracks, light rail vehicle storage spaces and maintenance bays and a new operations center.

The boundaries within which the above-described maintenance facilities may be located are as illustrated in attached *Figure 2-1*.



South/North Land Use Final Order Amendment Boundary Map

Figure 2.1

Ruby Junction Operations and Maintenance Facility

- Existing O&M
- Potential O&M expansion
- Potential Alignment
- Potential Station Platform
- Existing Light Rail



0 250 500 Feet

 1 inch equals 500 feet

4. Interpretation of Terms

As it did in the 1998, 1999 and 2004 LUFOs, the Metro Council interprets the terms "light rail route", "stations", "lots", "maintenance facilities" and "highway improvements" to have the following meanings:

- "**Light rail route**" means the alignment upon which the light rail tracks will be located. The light rail route will be located on land to be owned by or under the operating control of TriMet.
- "**Stations**" means those facilities to be located along the light rail route for purposes of accessing or serving the light rail system. Stations include light rail station platforms; kiss-and-ride areas; bus transfer platforms and transit centers; vendor facilities; and transit operations rooms.
- "**Lots**" means those parking structures or surface parking lots that are associated with a station, owned by or under the operating control of either TriMet or another entity with the concurrence of TriMet, and intended primarily for use by persons riding transit or carpooling. Parking structures may include some retail or office spaces in association with the primary use.
- "**Maintenance facilities**" means those facilities to be located on land to be owned or controlled by TriMet for purposes of operating, servicing, repairing or maintaining the light rail transit system, including but not limited to light rail vehicles, the light rail tracks, stations, lots, and ancillary facilities and improvements. Maintenance facilities include maintenance facility access trackways; storage tracks for light rail vehicles; service, repair and maintenance shops and equipment; office facilities; locker rooms; control and communications rooms; transit district employee and visitor parking lots; and storage areas for materials and equipment and non-revenue vehicles.
- "**Highway improvements**" include new roads, road extensions or road widenings outside existing rights-of-ways that have independent utility in themselves and are not needed to mitigate adverse traffic impacts associated with the light rail route, stations, lots or maintenance facilities.

Also consistent with these previous LUFOs, the Metro Council determines that implementation of the South/North LUFO under sections 8(1)(a) and (b) of Chapter 12 of the 1996 Oregon Laws (HB 3478), including the construction, operation and maintenance of the light rail route, stations, lots and maintenance facilities and the highway improvements for the South/North Project, necessitates and requires development approval of certain associated actions and the permitting of certain associated or ancillary facilities or improvements. These associated actions or ancillary facilities or improvements generally are required: (1) to ensure the safe and proper functioning and operation of the light rail system; (2) to provide project access; (3) to improve traffic flow, circulation or safety in the vicinity of the South/North Project; or (4) to mitigate adverse impacts caused to the adjoining roadway network resulting from the alignment, stations, lots or maintenance facilities. For these reasons, the Metro Council determines that these actions, facilities or improvements are integral and necessary parts of the South/North Project.

The Metro Council further determines that the associated actions and ancillary facilities or improvements for the South/North Project include, but are not limited to: ties, ballast, and other track support materials such as tunnels and bridges; modifications to existing tracks; retaining walls and noise walls; culverts and other drainage systems; traction electrification equipment including substations; light rail signals and communications equipment and buildings; lighting; station, lot and maintenance facility accesses, including road accesses, pedestrian bridges and pedestrian and bicycle accessways; roadway crossing protection; and the provision of pedestrian paths, bike lanes, bus stops, bus pullouts, shelters, bicycle storage facilities and similar facilities. They also include temporary LRT construction-related roadways, staging areas and road or lane closures; roadway reconstruction, realignment, repair, widening, channelization, signalization or signal modification, lane reconfiguration or reduction, addition or modification of turning lanes or refuges, modification of traffic circulation patterns, or other modifications or improvements that provide or improve project access, improve traffic flow, circulation or safety in the vicinity of the South/North Project, facilitate or are necessary for the safe or proper functioning and operation of the Project, or are necessary to mitigate adverse traffic impacts created by the Project; modifications of private roadways adjoining the Project; permanent road, lane or access closures associated with and necessitated by the Project; and other associated actions or associated or ancillary facilities or improvements related to the Project.

5. Applicable Land Use Criteria

The Oregon Land Conservation and Development Commission, as required by Section 4 of Chapter 12, 1996 Oregon Laws, adopted land use final order criteria on May 30, 1996. These criteria are to be used by the Metro Council "...in making decisions in a land use final order on the light rail route, stations, lots and maintenance facilities, and the highway improvements for the project and extension, including their locations." Compliance with these criteria must be demonstrated.

Procedural LUFO Criteria

1. Coordinate with and provide an opportunity for Clackamas and Multnomah counties, the cities of Gladstone, Milwaukie, Oregon City and Portland, the Tri-County Metropolitan Transportation District of Oregon and the Oregon Department of Transportation to submit testimony on the light rail route, light rail stations, park-and-ride lots and vehicle maintenance facilities, and the highway improvements, including their locations.
2. Hold a public hearing to provide an opportunity for the public to submit testimony on the light rail route, light rail stations, park-and-ride lots, vehicle maintenance facilities and the highway improvements, including their locations.

Substantive LUFO Criteria

3. Identify adverse economic, social and traffic impacts on affected residential, commercial and industrial neighborhoods and mixed use centers. Identify measures to reduce impacts which could be imposed as conditions of approval during the National Environmental Policy Act (NEPA) process, or, if reasonable and necessary, by affected local governments during the local permitting process.
 - A. Provide for a light rail route and light rail stations, park-and-ride lots and vehicle maintenance facilities, including their locations, balancing:
 - i. the need for light rail proximity and service to present or planned residential, employment and recreational areas that are capable of enhancing transit ridership;
 - ii. the likely contribution of light rail proximity and service to the development of an efficient and compact urban form; and
 - iii. the need to protect affected neighborhoods from the identified adverse impacts.
 - B. Provide for associated highway improvements, including their locations, balancing:
 - i. the need to improve the highway system with
 - ii. the need to protect affected neighborhoods from the identified adverse impacts.
4. Identify adverse noise impacts and identify measures to reduce noise impacts which could be imposed as conditions of approval during the NEPA process, or if reasonable and necessary, by affected local governments during the permitting process.
5. Identify affected landslide areas, areas of severe erosion potential, areas subject to earthquake damage and lands within the 100-year floodplain. Demonstrate that adverse impacts to persons or property can be reduced or mitigated through design or construction techniques which could be imposed during the NEPA process or , if reasonable and necessary, by local governments during the permitting process.
6. Identify adverse impacts on significant fish and wildlife, scenic and open space, riparian, wetland and park and recreational areas, including the Willamette River Greenway, that are protected in acknowledged local comprehensive plans. Where adverse impacts cannot practicably be avoided, encourage the conservation of natural resources by demonstrating that there are measures to reduce or mitigate impacts which could be imposed as conditions of approval during the NEPA process, or if reasonable and necessary, by local governments during the permitting process.
7. Identify adverse impacts associated with stormwater runoff. Demonstrate that there are measures to provide adequate stormwater drainage retention or removal

and protect water quality which could be imposed as conditions of approval during the NEPA process or, if reasonable and necessary, by local governments during the permitting process.

8. Identify adverse impacts on significant historic and cultural resources protected in acknowledged comprehensive plans. Where adverse impacts cannot practicably be avoided, identify local, state or federal review processes that are available to address and to reduce adverse impacts to the affected resources.

Alignment-Specific Criteria

9. Consider a light rail route connecting the Clackamas Town Center area with the City of Milwaukie's Downtown. Consider an extension of the light rail route connecting the City of Oregon City and the City of Gladstone with the City of Milwaukie via the Interstate 205 corridor and/or the McLoughlin Boulevard corridor.
10. Consider a light rail route connecting Portland's Central City with the City of Milwaukie's Downtown via inner southeast Portland neighborhoods and, in the City of Milwaukie, the McLoughlin Boulevard corridor, and further connecting the Central City with north and inner northeast Portland neighborhoods via the Interstate 5/Interstate Avenue corridor.