



REGIONAL SERVICES

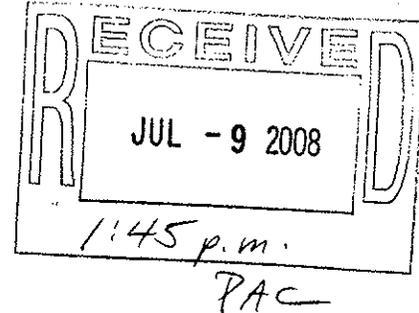


METRO

July 9, 2008

**Via Hand Delivery**

David Bragdon, President  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736



**Re : Application to Amend South/North LUFO**

Dear Mr. Bragdon:

Enclosed please find TriMet's Application for approval of a Land Use Final Order (LUFO) amending the original South/North Light Rail Project (South/North Project) LUFO adopted by the Metro Council in July 1998, and the South Corridor Project LUFO Amendment adopted by the Metro Council in January 2004. Also enclosed is a copy of TriMet's Board Resolution authorizing submission of the LUFO Application to Metro.

The LUFO application is being submitted to Metro pursuant to the provisions of 1996 Oregon Laws, Chapter 12 (House Bill 3478), which directs TriMet to submit such an application to the Metro Council after TriMet has received recommendations from the LUFO Steering Committee and the Oregon Department of Transportation. I am pleased to report that TriMet has now received and considered both of those recommendations as noted in the Application and its attachments.

This LUFO Application is consistent with the recommendations of the Steering Committee and ODOT, in both the facilities and improvements it proposes.

The enclosed LUFO Application will provide the basis for the findings to be made as part of Metro's adoption of the subject Amendment to the Land Use Final Order. I am requesting that Metro schedule a public hearing and Council action on this application by the end of July, 2008.

Thank you for your cooperation and assistance on this very important component of our planned regional transportation system.

Very truly yours,

Fred Hansen  
General Manager

Enclosures

cc: Neil McFarlane  
Brian Playfair  
Tamara Lewis  
Richard Brandman  
Ross Roberts

**RESOLUTION 08-07-57**

**RESOLUTION OF THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRIMET) AUTHORIZING AN APPLICATION TO BE FILED WITH METRO REQUESTING AMENDMENT OF THE SOUTH/NORTH LIGHT RAIL PROJECT LAND USE FINAL ORDER**

**WHEREAS**, on July 23, 1998 the Metro Council adopted a Land Use Final Order (LUFO) siting the track alignment, stations, park and ride lots, and associated facilities and highway improvements for the South/North Light Rail Project (Project); and

**WHEREAS**, on October 28, 1999, the Metro Council adopted a LUFO Amendment to modify the LUFO for the Project to include the Interstate MAX alignment and on January 15, 2004, the Metro Council adopted a LUFO Amendment to modify the LUFO for the Project to include the I-205 and Portland Mall alignments; and

**WHEREAS**, TriMet and Metro staffs have recommended amendments to the 1998 original LUFO and the 2004 LUFO Amendment; and

**WHEREAS**, the amendments to the Project require the adoption of LUFO amendments; and

**WHEREAS**, the LUFO Steering Committee composed of local government representatives has met and recommended Phase II of the South Corridor Project, including a revised Portland-Milwaukie light rail alignment and modifications to the Ruby Junction maintenance facility, and is recommending adoption of this amendment; and

**WHEREAS**, the State of Oregon, by and through its Department of Transportation (ODOT) has recommended Phase II of the South Corridor Project, including a revised Portland-Milwaukie light rail alignment; and

**WHEREAS**, this Board has reviewed the recommendations of the LUFO Steering Committee and ODOT recommending that TriMet file an application with Metro to modify the 1998 Land Use Final Order for the Project and the 2004 LUFO Amendment consistent with the LUFO Steering Committee recommendation.

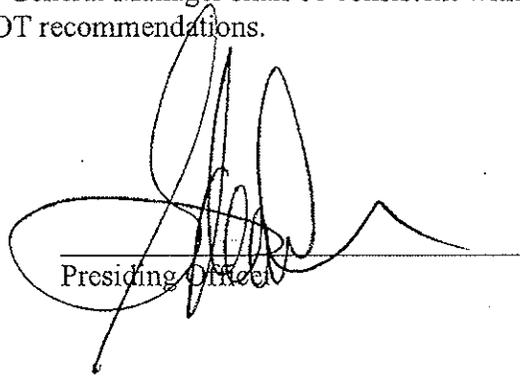
**NOW, THEREFORE, IT IS HEREBY RESOLVED:**

1. The General Manager shall file an application with Metro for a Land Use Final Order Amendment relating to the South Corridor Project.

2. The application filed by the General Manager shall identify the modified light rail route, stations, park and ride lots, maintenance facility and highway improvements, including their locations. The location boundaries shall be sufficient to accommodate adjustments to the specific placements of the light rail route and facilities as needed upon the development of more detailed environmental or engineering data following approval of a Full Funding Grant Agreement with the Federal Transit Administration.

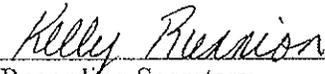
3. To the extent practicable, the modified light rail route, stations, park and ride lots, maintenance facility and highway improvements, including their locations, included in the application filed by, or on behalf of, the General Manager shall be consistent with those identified in the LUFO Steering Committee and ODOT recommendations.

Dated: July 9, 2008



Presiding Officer

Attest:

  
Recording Secretary

Approved as to Legal Sufficiency:

  
Legal Department

# **Application for South/North Land Use Final Order Amendment**

South/North Light Rail Project

Portland-Milwaukie Segment

July 9, 2008

This document constitutes TriMet's application to the Metro Council for approval of a Land Use Final Order (LUFO)<sup>1</sup> amending (1) Metro Resolution No. 98-2673, which adopted the original South/North Light Rail Project (South/North Project) LUFO (the 1998 LUFO), and (2) Metro Resolution No. 03-3372, which in part amended the 1998 LUFO by modifying the LRT alignment and facilities between downtown Portland and Milwaukie (the 2004 LUFO).<sup>2</sup>

This application would further amend those portions of the 1998 LUFO and the 2004 LUFO that established the light rail route, stations, lots, maintenance facilities and highway improvements, and their locational boundaries, for the Portland-Milwaukie Segment of the South/North Project (Portland-Milwaukie Segment), which extends from Portland State University (PSU) in downtown Portland through SE Portland to Milwaukie. It also would expand the existing Ruby Junction Maintenance Facility in Gresham to allow for the maintenance of additional light rail vehicles associated with the Portland-Milwaukie Segment.

## **B. Requirements of House Bill 3478.**

Section 6(1) of Oregon Laws 1996, Chapter 12 (House Bill 3478) authorizes the Metro Council, upon application by TriMet, to adopt land use final orders for the South/North Project. The LUFO identifies the light rail route, stations, lots and maintenance facilities, and the highway improvements that comprise the South/North Project, and it further specifies the locations within which these facilities and improvements may be located. As explained in Section 6(1)(a) of the Act:

“The applied for locations shall be in the form of boundaries within which the light rail route, stations, lots and maintenance facilities, and the highway improvements, shall be located. These boundaries shall be sufficient to accommodate adjustments to the specific placements of the light rail route, stations, lots and maintenance facilities, and the highway improvements for which need commonly arises upon the development of more detailed environmental or engineering data following approval of a Full Funding Grant Agreement.”

Section 6(2) of the Act addresses amendments to the original LUFO. As relevant to this proceeding, it provides that any siting of the light rail route or a station, lot, maintenance facility or highway improvement outside the boundaries previously established in a LUFO, or any new station, lot or maintenance facility, or highway improvement, “shall require a land use final order

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<sup>1</sup> A LUFO is a written order or orders of the Metro Council deciding the light rail route, the light rail stations, park-and-ride lots and maintenance facilities, and the highway improvements for the South/North Project, including their locations.

<sup>2</sup> Metro Resolution 99-2853A, adopted in 1999, also amended the original South/North LUFO for that portion of the project extending from the Steel Bridge northward to the Exposition Center. That portion, which was amended in part by the 2004 LUFO, is not affected by the amendments requested herein.

amendment or a new land use final order which shall be adopted in accordance with the process provided for in subsection (1) of this section.”

Section 6(1) of House Bill 3478 directs TriMet to file its application with the Council following its receipt of recommendations from the Oregon Department of Transportation and the South/North LUFO Steering Committee (Steering Committee) established pursuant to Section 1(21) of the Act. On June 26, 2008, the Steering Committee adopted its recommendations to TriMet on the light rail route, stations, park-and-ride lots, maintenance facilities and highway improvements for the Portland-Milwaukie Segment that is the subject to this LUFO amendment application. On June 27, 2008, the Oregon Department of Transportation provided recommendations in the form of a letter to the TriMet Board of Directors from Jason Tell, Region 1 Manager, endorsing the LUFO amendments recommended by the LUFO Steering Committee. TriMet has received and considered these recommendations from the Steering Committee and ODOT, copies of which are attached hereto as Attachments A and B. TriMet’s application is consistent with those recommendations.

House Bill 3478 further requires the Metro Council to demonstrate that its decisions comply with approval criteria established by the Oregon Land Conservation and Development Commission (LCDC) under Section 4 of the Act. These criteria are identified later in this application.

### **C. Requested Light Rail and Highway Improvements.**

TriMet requests that the Metro Council adopt a 2008 Land Use Final Order amending the previously authorized light rail route, stations, park-and-ride lots and maintenance facilities, and the highway improvements for the Portland-Milwaukie Segment, including their locations. TriMet’s proposed amendments are described textually below and shown in location boundary maps attached to the Steering Committee’s recommendation (*Figures 1.1 through 1.9 and 2.1*).

The light rail route, stations, lots, maintenance facilities and highway improvements associated with the Portland-Milwaukie Segment were initially established in the 1998 LUFO and amended in the 2004 LUFO. Council approval of this application would further amend those facilities 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 1<sup>st</sup> Avenue across the new light rail transit bridge to approximately SE 8<sup>th</sup> 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 7<sup>th</sup> 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 17<sup>th</sup> 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.

In addition to these improvements and modifications, TriMet requests that the Council approve an expansion to the Ruby Junction maintenance facility in Gresham to serve additional LRT vehicles needed for the Portland-Milwaukie Segment and other TriMet LRT lines in the region.

The locations of the proposed LRT and highway improvements for which TriMet is seeking approval are illustrated on the boundary maps recommended by the Steering Committee and approved by the TriMet Board (Attachment A). These maps are printed from a regional geographic information system database (Metro's *Regional Land Information System*, RLIS) and illustrate the recommended boundaries at a scale of one inch equals 500 feet.

TriMet notes that several portions of the recommended Portland-Milwaukie Segment shown in the attached maps are unchanged from the descriptions and boundary maps that the Metro Council approved in the 1998 and 2004 LUFOs. For instance, the light rail alignments in SE Portland from SE 7<sup>th</sup> Avenue to SE 17<sup>th</sup> Avenue and along SE McLoughlin Boulevard from SE 17<sup>th</sup> Avenue to SE Tacoma Street are unchanged. Also, a number of the stations and station boundaries within this segment remain as shown and described in the 1998 and 2004 LUFOs. While it was not necessary to illustrate these unchanged project elements on the attached boundary maps, TriMet recommended it to provide the reader a picture of the Portland-Milwaukie Segment in its entirety.

Consistent with Section 6(1)(a) of HB 3478, the boundaries shown on the maps represent the areas within which the light rail and highway facilities may be located. The maps generally show the existing property lines and major buildings to provide orientation and clarity with respect to the proposed project facility locations. The precise locations of the proposed light rail facilities and highway improvements within these boundaries cannot accurately be identified until preliminary engineering and final design have been completed. The LUFO maps accordingly show a larger, more generalized boundary than will actually be needed for the track alignment, stations, park-and-ride lots, maintenance facilities and highway improvements

Except for the Ruby Junction Maintenance Facility in Gresham, the applied for facilities are all located within the Portland-Milwaukie Segment of the South/North Project. To maintain

consistency with the 1998 LUFO, this application 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 the proposed amendments identified above, 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 17<sup>th</sup> Avenue and SE McLoughlin Boulevard.

From the Jackson Street LRT stations on SW 5<sup>th</sup> and 6<sup>th</sup> Avenues, the LRT alignment leaves Portland towards Milwaukie along SW Lincoln Street, across SW 1<sup>st</sup> 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 7<sup>th</sup> 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 17<sup>th</sup> Avenue to SE McLoughlin Boulevard, as approved in the 2004 LUFO amendments. In this segment, the alignment boundary is widened so that the SE 17<sup>th</sup> 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 4<sup>th</sup> 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. No changes are proposed to the locations of the SE Clinton Street station identified in the 1998 LUFO or the SE Rhine and SE Holgate Street stations along SE 17<sup>th</sup> Avenue identified in the 2004 LUFO amendments.

No park-and-ride lots or maintenance facilities are proposed for the Willamette River Crossing section. However, three highway improvements are proposed: (1) A transitway extending from approximately SW 1<sup>st</sup> Avenue across the new bridge to approximately SE 8<sup>th</sup> Avenue and SE Division Place, which would accommodate buses, streetcars, bicycles and pedestrians; (2) transitway-related improvements on SE 8<sup>th</sup> 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 *Figures 1.1 through 1.4* attached to the Steering Committee recommendation.

### **McLoughlin Boulevard Section**

The McLoughlin Boulevard section extends along SE McLoughlin Boulevard from SE 17<sup>th</sup> Avenue to SE Tacoma Street.

No changes are proposed to the light rail route along SE McLoughlin Boulevard as established in the 1998 LUFO and amended in part in the 2004 LUFO. Along SE McLoughlin Boulevard from SE 17<sup>th</sup> 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.

One new LRT station is proposed, 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. No park-and-ride lots, maintenance facilities or highway improvements are proposed for the McLoughlin Boulevard section.

The boundaries of these light rail facilities are illustrated in *Figures 1.4 through 1.6* attached to the LUFO Steering Committee recommendation.

### **Milwaukie Town Center Section**

The Milwaukie Town Center Section extends from SE Tacoma Street through downtown Milwaukie to SE Park Avenue in Clackamas County.

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 *Figures 1.6 through 1.9* attached to the Steering Committee recommendation.

## **Ruby Junction Maintenance Facility Amendment**

In addition to the above-identified light rail facilities and highway improvements located between Portland and Milwaukie, TriMet asks that the Council approve an expansion of the existing Ruby Junction Maintenance Facility in Gresham along NW Eleven Mile Avenue. This expansion is needed to allow for maintenance of the additional light rail vehicles that will be associated with the Portland-Milwaukie project. The expansion would include additional track, light rail vehicle storage spaces and maintenance bays and a new operations center.

The boundaries of the Ruby Junction Maintenance Facility are illustrated in *Figure 2.1* attached to the Steering Committee recommendation.

### **D. Applicable Land Use Criteria.**

On May 30, 1996, pursuant to Section 4 of House Bill 3478, LCDC established the criteria to be used by the Council in making land use decisions establishing or amending the light rail route, stations, lots and maintenance facilities, and the highway improvements for the South/North Project, including their locations. The approved criteria include two procedural, six substantive, and two alignment-specific standards, set out below. In its LUFO, the Council must demonstrate compliance with these criteria.

#### **Procedural 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 Criteria**

3. Identify adverse economic, social and traffic impacts on affected residential, commercial and industrial neighborhoods and mixed use centers. Identify measures to reduce those 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 (1) the need for light rail proximity and service to present or planned residential, employment and recreational areas that are capable of enhancing transit ridership; (2) the likely contribution of light rail proximity and service to the development of an efficient

and compact urban form; and (3) the need to protect affected neighborhoods from the identified adverse impacts.

- B. Provide for associated highway improvements, including their locations, balancing (1) the need to improve the highway system with (2) 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.

## E. Interpretation of Terms.

TriMet assumes that the Metro Council will interpret the terms "light rail route", "stations", "lots", "maintenance facilities" and "highway improvements" as it did in its previous South/North LUFOs, 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.

Consistent with its previous South/North LUFOs, TriMet asks the Council to determine 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 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 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, these actions, facilities or improvements are integral and necessary parts of the Project.

Also consistent with previous South/North LUFOS, TriMet asks the Council to find 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 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.



## **Attachment A**

### **2008 South/North Land Use Final Order Amendment LUFO Steering Committee Recommendation**

June 26, 2008



Portland-Milwaukie Light Rail Project

**LUFO Steering Committee Recommendations**  
Concerning the  
2008 South/North Land Use Final Order

June 26, 2008



## **South/North Land Use Final Order Steering Committee Members**

### **Metro**

Robert Liberty, Metro Councilor

### **TriMet**

Fred Hansen, Executive Director

### **City of Portland**

Sam Adams, Commissioner

### **City of Milwaukie**

James Bernard, Mayor

### **City of Gresham**

Shane Bemis, Mayor

### **Oregon Department of Transportation**

Jason Tell, Region 1 Manager

### **Multnomah County**

Maria Rojo de Steffey, County Commissioner

### **Clackamas County**

Lynn Petersen, Chair, County Commissioner

### **City of Oregon City**

Alice Norris, Mayor, Ex-Officio

### **Portland-Milwaukie Light Rail Project Citizen Advisory Committee**

Rick Williams, Chair, Ex-Officio



## TABLE OF CONTENTS

	Page
<b>1. Introduction .....</b>	<b>1</b>
South/North Land Use Final Order Index Map .....	2
<b>2. Requirements of House Bill 3478 .....</b>	<b>3</b>
<b>3. Recommended South/North Project LUFO Amendments .....</b>	<b>4</b>
South Willamette River Crossing Section.....	5
McLoughlin Boulevard Section.....	10
Milwaukie Town Center Section.....	13
Ruby Junction Maintenance Facility Amendment.....	17
<b>4. Interpretation of Terms.....</b>	<b>19</b>



## 1. Introduction

This document constitutes the South/North Land Use Final Order (LUFO) Steering Committee's recommendation to TriMet regarding TriMet's application to the Metro Council for approval of amendments to the original South/North Corridor Project LUFO, which the Metro Council adopted on July 23, 1998 (the 1998 LUFO), and to the South/North LUFO amendment that the Metro Council adopted on January 15, 2004 (the 2004 LUFO).

This recommendation is provided pursuant to Section 6(1) of Oregon Laws 1996, Chapter 12 (House Bill 3478), which directs TriMet to apply to the Metro Council for a Land Use Final Order approving the light rail route, stations, lots and maintenance facilities, and the highway improvements for the Project, including their locations, "following receipt of recommendations from the Department of Transportation and the Steering Committee", and Section 6(2), which provides:

“(2) Any siting of the light rail route, a station, lot or maintenance facility, or a highway improvement outside the locations established in a land use final order, and any new station, lot, maintenance facility or highway improvement, shall require a land use final order amendment or a new land use final order which shall be adopted in accordance with the process provided for in subsection (1) of this section.”

In May 1998, in accordance with Section 1(21) of House Bill 3478, the South/North LUFO Steering Committee was established through intergovernmental agreement between Metro, TriMet, ODOT, Clackamas County, Multnomah County, the City of Portland, and the City of Milwaukie. In 2008, the Intergovernmental Agreement was amended to add the City of Gresham as a LUFO Steering Committee member. The City of Oregon City is an ex officio member of the Committee.

This recommendation from the LUFO Steering Committee addresses the light rail route, stations, lots and highway improvements within only that portion of the South/North Project extending southward from Portland State University in downtown Portland through SE Portland and downtown Milwaukie to SE Park Avenue in unincorporated Clackamas County. Additionally, it addresses modifications to the existing Ruby Junction Maintenance Facility in the City of Gresham.



## **2. Requirements of House Bill 3478.**

House Bill 3478, Section 6(1) authorizes the Metro Council, upon application by TriMet and following recommendations from the Steering Committee and Department of Transportation, to adopt a Land Use Final Order for the South/North Project. A LUFO is a written order or orders of the Metro Council deciding the light rail route, the stations, lots and maintenance facilities, and the highway improvements for the South/North Project, including their locations. The LUFO identifies the light rail route, stations, lots, maintenance facilities and highway improvements that comprise the South/North project, and it further specifies the locations within which these facilities and improvements may be located. As explained in Section 6(1)(a) of House Bill 3478,

"The applied for locations shall be in the form of boundaries within which the light rail route, stations, lots and maintenance facilities, and the highway improvements shall be located. These boundaries shall be sufficient to accommodate adjustments to the specific placements of the light rail route, stations, lots and maintenance facilities, and the highway improvements for which need commonly arises upon the development of more detailed environmental or engineering data following approval of a Full Funding Grant Agreement."

### **3. Recommended South/North Project LUFO Amendments**

The LUFO Steering Committee recommends that TriMet apply for, and that the Metro Council adopt, a LUFO amending the 1998 and 2004 South/North LUFOs to approve the light rail route, stations, lots and maintenance facilities, and the highway improvements as identified textually below and in the attached maps, which illustrate the location "boundaries" as required by Section 6(1)(a) of the Act. With one exception (Ruby Junction Maintenance Facility expansion), the recommended route, station, lot, maintenance facility and highway improvement amendments occur entirely within the Portland-Milwaukie segment of the South/North Project.

Consistent with the 1998 South/North LUFO, the LUFO Steering Committee recommends dividing the Portland-Milwaukie Project into four sections: (1) South Willamette River Crossing; (2) McLoughlin Boulevard; (3) Milwaukie Town Center; and (4) the expansion of the Ruby Junction Maintenance Facility located in Gresham which will serve the LRT vehicles for the Portland-Milwaukie Project as well as other TriMet LRT lines in the region.

For each of these sections, the project description begins with a brief summary of the section, followed by identification of the light rail route, stations, lots, highway improvements and maintenance facilities.

It should be noted that several portions of the recommended project in the Portland-Milwaukie segment remain unchanged from the descriptions and boundary maps that the Metro Council approved in the 1998 LUFO or the 2004 LUFO amendments. For instance, the light rail alignments in SE Portland from SE 7<sup>th</sup> Avenue to SE 17<sup>th</sup> Avenue and along SE McLoughlin Boulevard from SE 17<sup>th</sup> Avenue to SE Tacoma Street are unchanged. Also, a number of the stations and station boundaries within this segment remain as shown and described in the previous LUFOs. While it is not necessary to include these unchanged project elements in this recommendation, they are illustrated on the attached maps to give the reader a complete picture of the Portland-Milwaukie segment.

The light rail route, stations, lots and maintenance facilities, and the highway improvements that the LUFO Steering Committee recommends to TriMet for inclusion in its LUFO application are as indicated in the text and maps that follow.

## **South Willamette River Crossing Section**

The South Willamette River Crossing Section extends from the Jackson Street light rail transit (LRT) stations on SW 5<sup>th</sup> and 6<sup>th</sup> Avenues along SW Lincoln Street to the intersection of SE 17<sup>th</sup> Avenue and SE McLoughlin Boulevard.

The LRT alignment leaves downtown Portland towards Milwaukie from the Jackson Street LRT stations on SW 5<sup>th</sup> and 6<sup>th</sup> Avenues along SW Lincoln Street, across 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 7<sup>th</sup> Avenue and SE Caruthers Street, where it rejoins the 1998 LUFO alignment and continues southeast to SE Powell Boulevard along that alignment.

South of SE Powell Boulevard, the LRT alignment follows SE 17<sup>th</sup> Avenue to SE McLoughlin Boulevard, as approved in the 2004 LUFO amendments. While the route remains along SE 17<sup>th</sup> Avenue, the boundary within which the tracks may be located is widened so that the SE 17<sup>th</sup> Avenue right-of-way remains wide enough to accommodate bicycle lanes and freight movements.

West of the Willamette River, light rail stations along this section are located in the vicinity of SW Lincoln Street between approximately SW 4<sup>th</sup> Avenue and SW Naito Parkway, and a Harbor Station extending from approximately SW Harrison Street to SW Caruthers Street. There are still outstanding issues to be resolved regarding the Harbor station, but by including it in the LUFO now, the option remains available to build this station. A station will also be located east of SW Porter Street 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. No changes are recommended to the locations of the previously approved SE Clinton Street station identified in the 1998 LUFO, and the SE Rhine and SE Holgate Street stations along SE 17<sup>th</sup> Avenue identified in the 2004 LUFO amendments.

No park-and-ride lots or maintenance facilities are proposed for this section. However, there are three highway improvements: A transitway extending from approximately SW 1<sup>st</sup> Avenue across the new bridge to approximately SE 8<sup>th</sup> Avenue and Division Place, which would accommodate buses, streetcars, and bicycles and pedestrians; and transit-related improvements on SE 8<sup>th</sup> between SE Powell Boulevard and SE Woodward Street, including roadway widening for a turn lane and transit-only signalization. The LUFO Steering Committee also recommends a third potential highway improvement that would modify SW Moody Avenue between approximately the Marquam Bridge and the Ross Island Bridge.

The proposed boundaries within which the above-described light rail improvements would be located are as illustrated on the boundary maps for the South Willamette River Crossing Section attached to this recommendation (Figures 1.1 to 1.4). As noted, boundary maps showing the light rail route and stations previously approved and not modified by these proposed amendments are provided solely for the convenience of the reader.



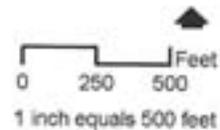
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.1**

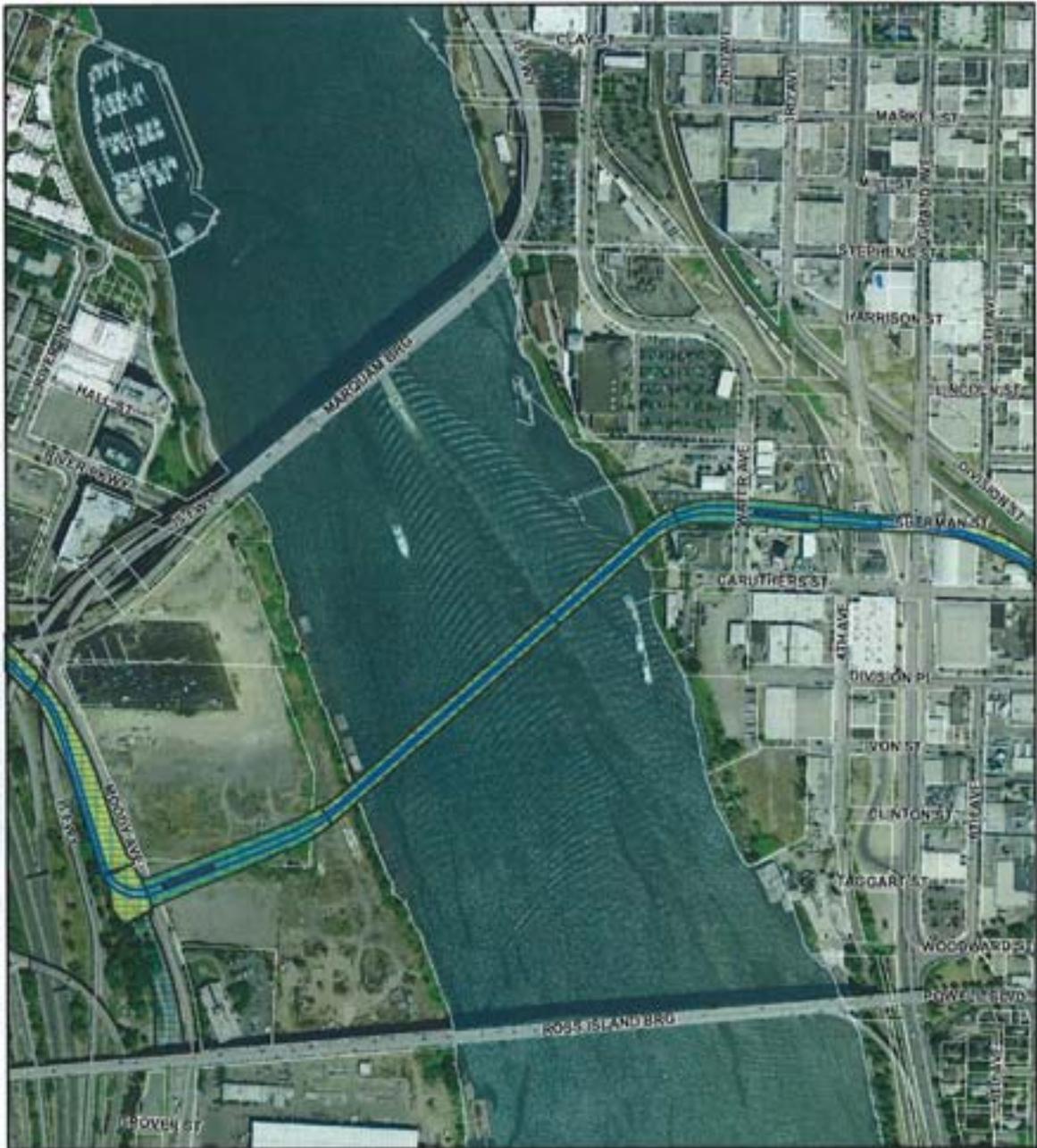
**Portland-Milwaukie Light Rail Project**

-  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



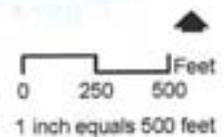
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.2**

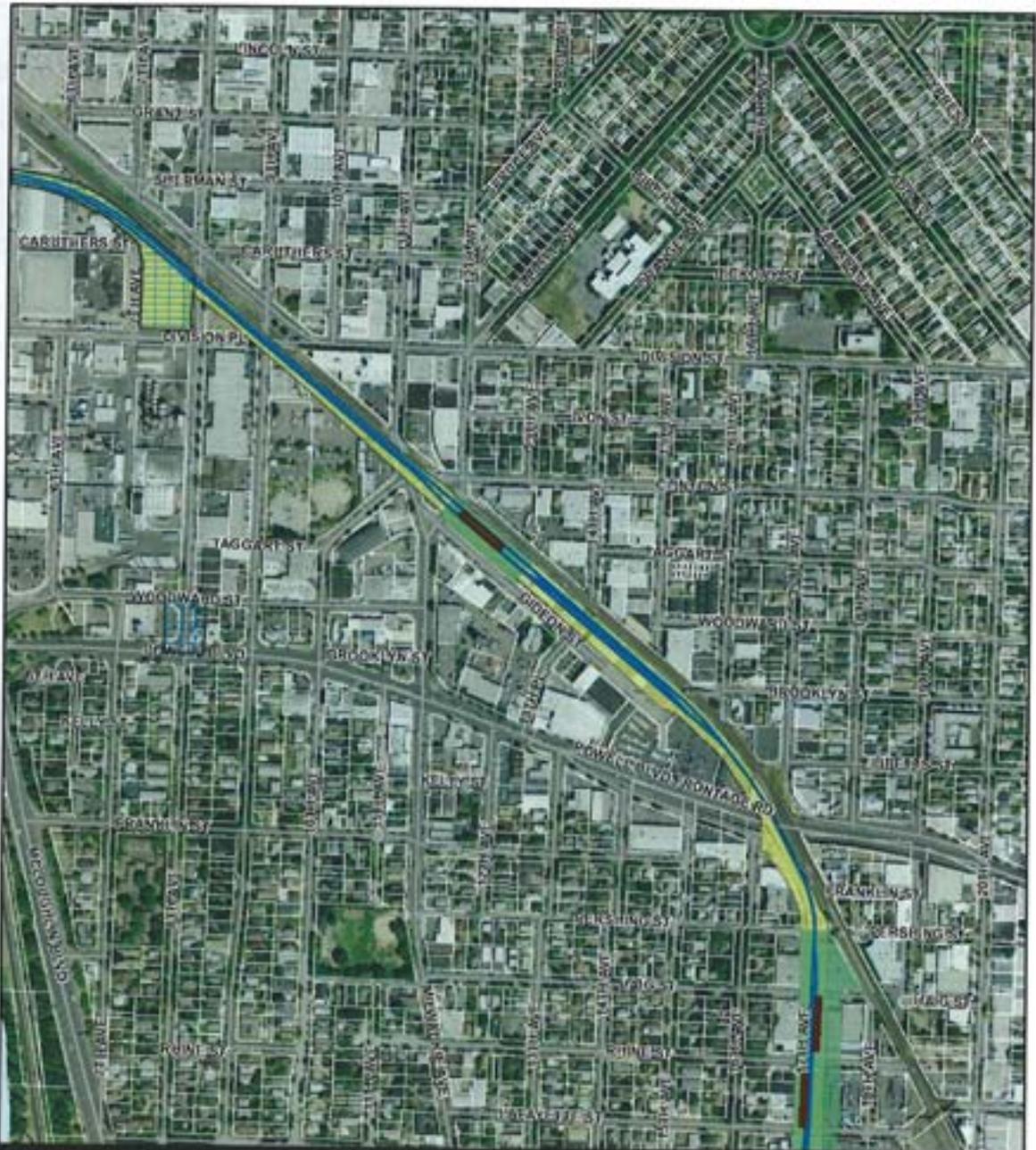
- Light Rail Route
- Light Rail Stations
- Park-and-Ride Lots

**Portland-Milwaukie Light Rail Project**

- 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



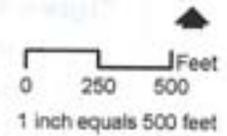
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.3**

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

**Portland-Milwaukie Light Rail Project**

-  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



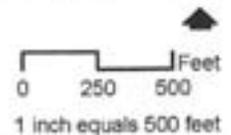
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.4**

**Portland-Milwaukie Light Rail Project**

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

-  Potential Alignment
-  Potential Station Platform



June 2008

## **McLoughlin Boulevard Section**

The McLoughlin Boulevard Section extends southward between SE McLoughlin Boulevard and the Union Pacific Railroad tracks from SE McLoughlin at SE 17<sup>th</sup> Avenue to SE McLoughlin at SE Tacoma Street.

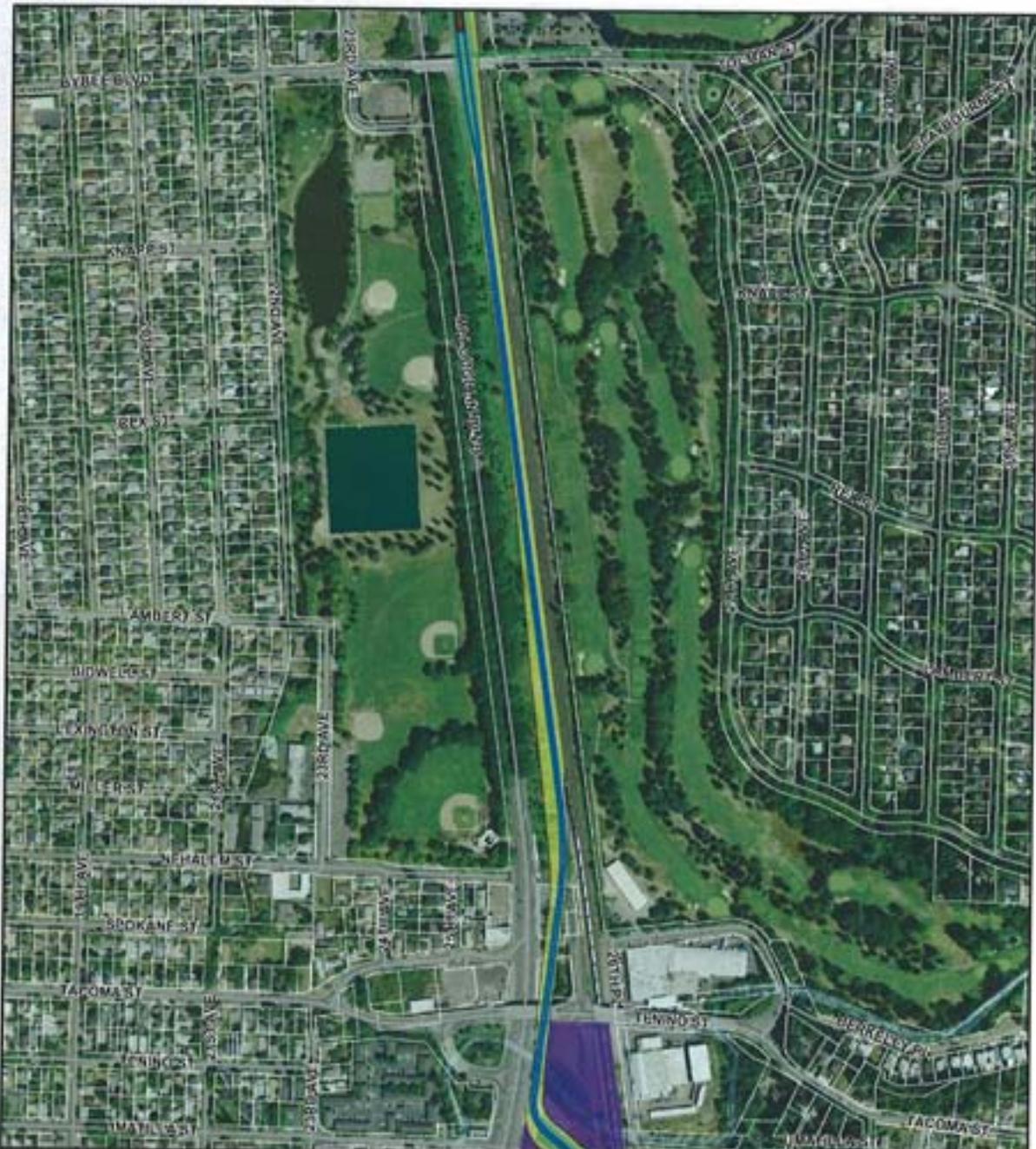
The Steering Committee recommends no changes to the light rail route along SE McLoughlin Boulevard as established in the 1998 LUFO and amended in part in the 2004 LUFO. From SE McLoughlin Boulevard at SE 17<sup>th</sup> Avenue to SE Tacoma Street, the route continues southward along the east side of SE McLoughlin Boulevard.

The Steering Committee recommends that the Bybee Street Station location be expanded to provide space for bus pullouts on SE Bybee Street. The Steering Committee also recommends a potential new station along SE McLoughlin Boulevard near SE Harold Street.

There are no park-and-ride lots, maintenance facilities or highway improvements proposed for this section.

The proposed boundaries within which the above-described light rail improvements would be located are as illustrated on the boundary maps for the McLoughlin Boulevard Section attached to this recommendation (Figures 1.4 to 1.6). As noted boundary maps showing the light rail route and stations previously approved and not modified by these amendments are provided solely for the convenience of the reader.





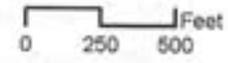
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.6**

**Portland-Milwaukie Light Rail Project**

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

-  Potential Alignment
-  Potential Station Platform

1 inch equals 500 feet

June 2008

## **Milwaukie Town Center Section**

The Milwaukie Town Center Section (formerly Milwaukie Regional Center) extends from SE Tacoma Street through downtown Milwaukie to SE Park Avenue in Clackamas County.

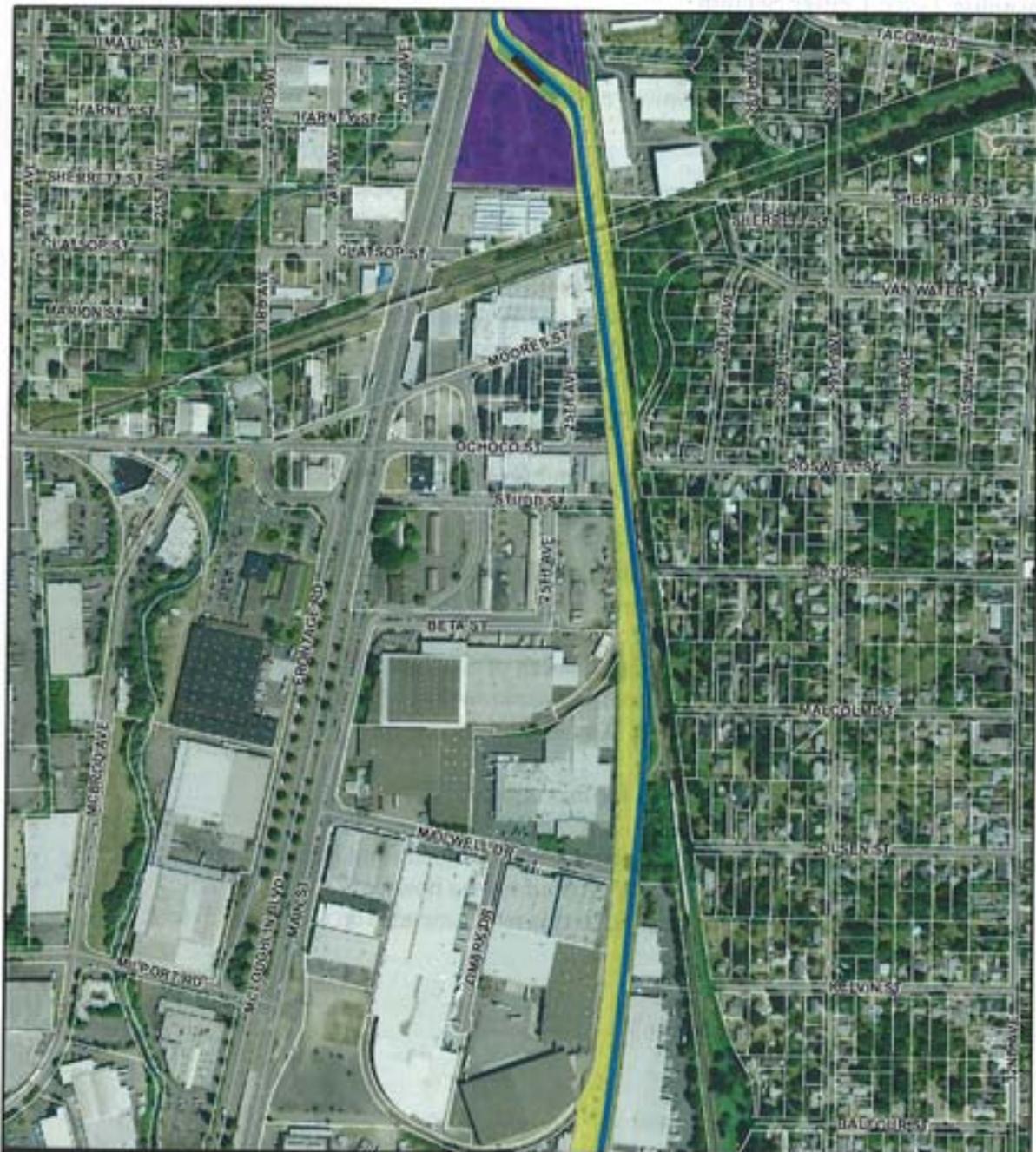
A short distance south of SE Tacoma Street, the route curves south and east from SE McLoughlin Boulevard to the west side of the UP Main Line, where it heads southward under the Springwater Trail bridge and then onto an elevated structure which extends over the Portland and Western railroad tracks and 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, 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 Avenue and south of SE Park Avenue.

Park-and-ride lots in this section are located south of SE Tacoma Street and near SE Park Avenue. The LUFO Steering Committee also recommends a potential park and ride lot near SE McLoughlin Boulevard and SE Washington Street.

No maintenance facilities are proposed for this section.

The proposed boundaries within which the above-described light rail and highway improvements would be located are as illustrated on the boundary maps for the Milwaukie Town Center Section attached to this recommendation (Figures 1.6 to 1.9).



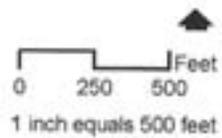
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.7**

**Portland-Milwaukie Light Rail Project**

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

-  Potential Alignment
-  Potential Station Platform



June 2008



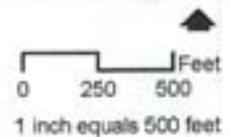
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.8**

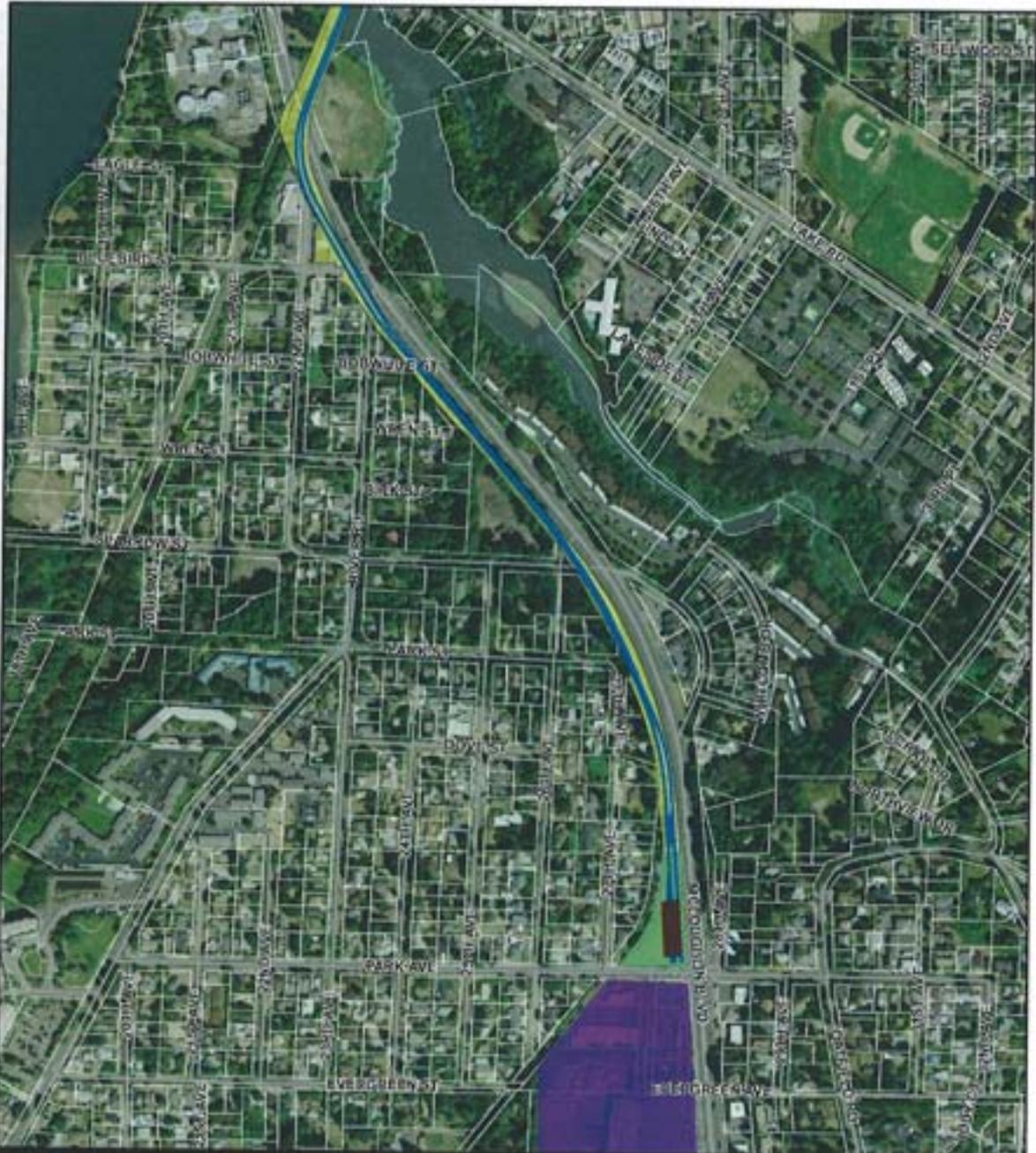
**Portland-Milwaukie Light Rail Project**

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

-  Potential Alignment
-  Potential Station Platform



June 2008



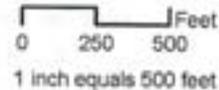
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 1.9**

**Portland-Milwaukie Light Rail Project**

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

-  Potential Alignment
-  Potential Station Platform



June 2008

## **Ruby Junction Maintenance Facility Amendment**

In addition to the above-identified light rail facilities and highway improvements in the Portland-Milwaukie segment, the LUFO Steering Committee recommends expanding the existing Ruby Junction Maintenance Facility in Gresham along NW Eleven Mile Avenue. Expansion of Ruby Junction Maintenance Facility is needed in order to allow for maintenance of the additional light rail vehicles that will be associated with the Portland-Milwaukie project. The expansion would include additional track, light rail vehicle storage spaces and maintenance bays and a new operations center.

The proposed boundaries within which the above-described maintenance facility improvements would be located are as illustrated on the boundary maps for the Ruby Junction Maintenance Facility attached to this recommendation (Figure 2.1).



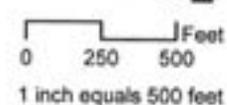
**South/North Land Use Final Order Amendment Boundary Map**

**Figure 2.1**

**Ruby Junction Operations and Maintenance Facility**

- Existing O&M
- Potential O&M expansion

- Potential Alignment
- Potential Station Platform
- Existing Light Rail



June 2008

#### 4. Interpretation of Terms

For the purposes of this Land Use Final Order, the Metro Council has interpreted 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.

Additionally, the Metro Council has determined 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 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 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

has determined that these actions, facilities or improvements are integral and necessary parts of the Project.

The Metro Council has further determined 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 maintenance facility accesses, including road accesses, pedestrian bridges and pedestrian and bicycle 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 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.

M:\plan\it\projects\Milwaukie LRT\LUFO\061908 draft LUFO.doc



## **Attachment B**

### **2008 South/North Land Use Final Order Amendment ODOT Recommendation**

June 27, 2008



# Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 1

123 NW Flanders

Portland, OR 97209-4019

(503) 731-8200

FAX: (503) 731-8259

June 27, 2008

Board of Directors  
TriMet  
4012 SE 17<sup>th</sup> Avenue  
Portland, Oregon 97202

File Code:

Subject: Portland-Milwaukie Light Rail Land Use Final Order

Directors of the TriMet Board:

The Oregon Department of Transportation has been charged by the Oregon Legislative Assembly (House Bill 3478, Special Session 1996) with preparing a recommendation on the South/North Light Rail Transit Project Land Use Final Order (LUFO). The original LUFO was adopted by Metro Council in 1998, and TriMet is currently preparing an application for an Amendment to that LUFO to incorporate the Portland-Milwaukie Light Rail alignment, envisioned as Phase II of the South Corridor Light Rail Project by the Amendment adopted by Metro Council in January 2004.

We believe the project team has met both the intent and the specific requirements established by the Oregon Legislature concerning the conduct of this project. The Supplemental Draft Environmental Impact Statement has been completed and published, and the public and local agencies have been given an opportunity to comment upon it. The public process, including informational meetings, public hearings, and direct involvement of business, civic, and neighborhood associations, as well as elected and appointed local officials, has been comprehensive. Improvements to state highway facilities included in the Steering Committee recommendation would require coordination with and approval of the Oregon Department of Transportation.

Therefore, on behalf of the Oregon Department of Transportation, I am recommending approval of the Locally Preferred Alternative and the Land Use Final Order application, as adopted by the Steering Committee at its meeting on June 26, 2008. We at ODOT look forward to continuing our partnership with TriMet, Metro, and our jurisdictional partners in pursuing this project to its successful conclusion.

Sincerely,

Jason Tell  
Region 1 Manager



**Date:** July 9, 2008

**To:** Board of Directors

**From:** Fred Hansen 

**Subject:** **RESOLUTION 08-07-57 OF THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRIMET) AUTHORIZING AN APPLICATION TO BE FILED WITH METRO REQUESTING AMENDMENT OF THE SOUTH/NORTH LIGHT RAIL PROJECT LAND USE FINAL ORDER**

**1. Issue or Purpose of the Item.**

The purpose of this item is to request that the TriMet Board of Directors (“Board”) approve a resolution authorizing the General Manager to file an application with Metro for a Land Use Final Order Amendment relating to the Portland-Milwaukie Segment of the South Corridor Project.

**2. Reason for Board Action.**

Under House Bill 3478 (“1996”), a special land use procedure has been adopted by the legislature and is applicable to the South Corridor Project as part of the South/North Light Rail Project (“Project”). This special legislation requires TriMet to file an application with Metro for a Land Use Final Order (“LUFO”), which is the guiding land use document for the Project. The special legislation also authorizes TriMet to apply to Metro for amendments to the South/North LUFO. LUFO applications must be approved by the Board.

**3. Background.**

On July 23, 1998, the Metro Council adopted a LUFO for the South/North Light Rail Project. The LUFO was amended on October 28, 1999 for the Interstate MAX Project and on January 15, 2004 for the I-205 and Portland Mall Segments of the South Corridor Project. An amendment to the LUFO is now required to add the 2008 Locally Preferred Alternative (“LPA”) for Phase II of the South Corridor, making revisions and additions to that portion of the South/North Light Rail Project identified as the Portland-Milwaukie Segment. These changes include a modified and expanded light rail alignment from Portland State University to Park Avenue in Clackamas County, new and relocated station and park-and-ride locations, new highway improvements in SW and SE Portland, and an expanded Ruby Junction maintenance facility in Gresham.

According to the governing legislation, the LUFO amendment application must be filed by TriMet and approved by the Metro Council. Favorable recommendation was received unanimously from the LUFO Steering Committee, which met on June 26, 2008 (Exhibit A). A favorable recommendation

from the Oregon Department of Transportation is also required and has been received (Exhibit B). These recommendations are attached for your reference.

**4. Options.**

There are only two options available relating to this proposed action. If the Board desires for Phase II of the South Corridor Project to proceed, the application must be approved. If there is no action (the other option), Phase II of the South Corridor Project will not go forward.

**5. Recommendation.**

The General Manager recommends that the Board approve the Resolution.