

## Attachment A

### TriMet Application to Amend South/North LUFO

Including:

Cover letter to Council President Tom Hughes

TriMet Application for South/North Land Use Final Order Amendment Expo Center/Hayden Island Segments

LUFO Steering Committee Recommendation Concerning the 2011 South/North Land Use Final Order

2011 South/North Land Final Order Amendment ODOT Recommendation





July 13, 2011

Tom Hughes, President  
Metro Council  
600 NE Grand Avenue  
Portland, Oregon 97232-2736

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

Dear Mr. Hughes:

Following consultation with TriMet's Board of Directors, I am pleased to submit TriMet's enclosed application requesting approval of a Land Use Final Order (LUFO) amending the original South/North Project LUFO adopted by the Metro Council in July 1998.

This LUFO application is being submitted to the Metro Council pursuant to provisions in Oregon Laws 1996, Chapter 12 (House Bill 3478) that direct 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 (ODOT). I am pleased to report that TriMet has now received and considered both of those recommendations as noted in the application and its attachments.

The enclosed LUFO application is consistent with the recommendations of the LUFO Steering Committee and ODOT, in both the facilities and improvements it proposes and their locations. It will provide the basis for findings to be made as part of the Council's adoption of the subject amendment to the 1998 LUFO. I am requesting that Metro schedule a public hearing and Council action on this application by August 11, 2011.

Thank you for your cooperation and assistance on these very important components of our planned regional integrated multi-modal transportation system.

Very truly yours,

A handwritten signature in green ink, reading "Neil McFarlane".

Neil McFarlane  
General Manager

Enclosures

C: Dan Blocher  
Tamara Lesh  
Andy Cotugno  
Steve Witter

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

## **Expo Center/Hayden Island Segments**

July 13, 2011

This document constitutes TriMet's application to the Metro Council (Council) for approval of amendments to the original South/North Light Rail Project (South/North Project) Land Use Final Order (LUFO)<sup>1</sup>, which the Council adopted on July 23, 1998 (the 1998 LUFO).<sup>2</sup> As initially approved, the 1998 LUFO covered an area extending from the Clackamas Town Center in the south through the cities of Milwaukie and Portland to the Oregon/Washington state line in the north.

For ease of analysis, the 1998 LUFO divided the project into nine segments. The area affected by this proposed 2011 LUFO amendment involves the northernmost portion of the project, extending from N. Victory Boulevard to the Oregon/Washington border. This area was contained within the North Portland and Hayden Island segments as identified in the 1998 LUFO. When the Council adopted LUFO amendments for Interstate Avenue in 1999, it renamed that portion of the 1998 LUFO North Portland segment extending from N. Denver Avenue to the Portland Metropolitan Exposition Center (Expo Center) the "Expo Center Segment". This 2011 LUFO amendment retains the name "Expo Center Segment" and extends the area it encompasses to N. Marine Drive. This amendment also retains the name "Hayden Island Segment" for the area from N. Marine Drive to the Oregon/Washington state line. For convenience purposes, the two segments are combined and addressed as a single segment (Expo Center/Hayden Island) in this application.

This is TriMet's fourth proposed amendment to the 1998 LUFO. The Council previously approved South/North LUFO amendments for Interstate MAX (1999), Interstate 205 and Downtown Portland (2004) and Portland to Milwaukie (2008). The proposed modifications are part of a larger, two-state integrated light rail and highway project commonly known as the Columbia River Crossing (CRC) Project. This 2011 LUFO amendment addresses only that portion of the CRC Project within in the State of Oregon.

For light rail, the CRC Project begins at the Expo Center and continues northward to the Oregon/Washington state line on the Columbia River along an alignment located farther west of the alignment that the Council approved in the 1998 LUFO. From the Expo Center station, the light rail alignment proceeds northward under N. Marine Drive and onto a new, integrated multi-modal rail/vehicular/bicycle/pedestrian bridge crossing over the Expo Center Harbor onto Hayden Island west of Interstate 5. The alignment then continues northward, crossing over N. Hayden Island Drive onto the lower deck of the new southbound Interstate 5 bridge, where it continues to and beyond the Oregon/Washington state line.

For highway improvements, the CRC Project begins just south of N. Victory Boulevard and extends northward to the Oregon/Washington border. These highway improvements were not a part of the South/North Project when it was initially considered in 1998. However, HB 3478 provides for

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<sup>1</sup> A LUFO is a written order or orders of the 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 No. 98-2673

amendments to the South/North project from time to time and it allows for the inclusion of highway improvements if they are described in a Draft or Final Environmental Impact Statement for the Project. Highway improvements were added to the 2008 amendments for the Portland-Milwaukie Project, and they are added here as well. Much like the Westside Corridor Project that extended light rail to Hillsboro and included highway improvements on US 26 and Oregon 217, which also was approved under a LUFO process pursuant to Oregon Laws 1991, Chapter 3 (Senate Bill 573), the CRC Project is an integrated light rail and highway project, with a number of improvements serving dual rail and highway purposes.

The CRC Project will expand the use of the Ruby Junction Maintenance Facility in Gresham. However, all activity associated with that facility will occur within the light rail maintenance facility boundaries that the Council previously approved in its 2008 LUFO amendments.

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

Oregon Laws 1996, Chapter 12 (House Bill 3478), Section 6(1) authorizes the 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 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 23, 2011, the Steering Committee adopted its recommendations to TriMet on the light rail route, stations, maintenance facilities and highway improvements for the North Portland Segment that is the subject to this LUFO amendment application. On June 30, 2011, the Oregon Department of Transportation (ODOT) transmitted recommendations in the form of a letter to TriMet from Matt, Garrett, Director, 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 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 Council adopt a 2011 Land Use Final Order amending the 1998 LUFO to authorize the light rail route, station, maintenance facilities and highway improvements identified in this application 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 1.3*). These maps are printed from a regional geographic information system database (Metro's *Regional Land Information System*, RLIS) and show the recommended boundaries at a scale of one inch equals 500 feet.

Light Rail Improvements. From the Expo Center station, the light rail alignment proceeds northward under N. Marine Drive and onto a combined rail and highway bridge crossing over the North Portland Harbor onto Hayden Island west of Interstate 5. The alignment then continues northward, crossing over N. Hayden Island Drive onto the lower deck of the new southbound Interstate 5 bridge.

A single light rail station is located at the east end of the Jantzen Beach Center west of Interstate 5. No park-and-ride lots or new maintenance facilities are proposed for this segment. The Project will expand the use of the Ruby Junction Maintenance Facility in Gresham. However, all activities associated with that facility will occur within the maintenance facility boundaries that the Council previously approved in its 2008 LUFO amendment for the Portland to Milwaukie Project. See *Figure 2.1* attached to the Steering Committee's recommendation. For that reason, there is no need to approve a new boundary map for the Ruby Junction Maintenance Facility.

Highway Improvements. The highway improvements for which TriMet is requesting Metro Council approval are located in the Expo Center/Hayden Island segments and described below:

- New northbound and southbound Interstate 5 Columbia River bridges and removal of the existing I-5 Columbia River bridges. The new southbound bridge is a two-tier bridge with highway on the upper deck and light rail on the lower deck. The new northbound bridge is a two-tier bridge with highway on the upper deck and bicycle and pedestrian facilities on the lower deck. Each bridge will include three travel lanes and two auxiliary lanes.
- Widening of Interstate 5 in both the northbound and southbound directions from approximately N. Victory Boulevard to the Oregon/Washington state line. Northbound, Interstate 5 will widen from three travel lanes at N. Victory Boulevard to three travel lanes and two auxiliary lanes on the new northbound Interstate 5 Columbia River bridge. Southbound, Interstate 5 will narrow from three travel lanes

and two auxiliary lanes on the new southbound Interstate 5 Columbia River bridge to three travel lanes south of N. Victory Boulevard.

- Newly designed interchanges at Marine Drive and Hayden Island and improvements to the Victory Boulevard Interchange.
- A new integrated light rail/vehicular/bicycle/pedestrian bridge west of Interstate 5 connecting Hayden Island with the Expo Center and N. Expo Road and the N. Vancouver Way extension.
- Realignment, widening and/or modification of N. Marine Drive, N.E. Martin Luther King Boulevard, N. Vancouver Way, N.E. Union Court, N. Jantzen Avenue, N. Jantzen Drive, N. Hayden Island Drive and N. Tomahawk Island Drive.
- New roadway connections between N.E. Martin Luther King Jr. Boulevard and N. Vancouver Way, N.E. Martin Luther King Jr. Boulevard and NE Union Court, N. Jantzen Avenue and N. Hayden Island Drive, and N. Expo Road and N. Force Avenue.

Consistent with Section 6(1)(a) of HB 3478, the boundaries shown on the maps represent the areas within which the light rail facilities and highway improvements 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

#### **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 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.

Columbia River Crossing Project

Amendments to the 1998 South/North Land Use Final Order for the Expo  
Center/Hayden Island Segments

**LUFO Steering Committee Recommendation  
Concerning the 2011 South/North Land Use  
Final Order**

June 23, 2011

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

### **Metro**

Rex Burkholder, Metro Councilor

### **TriMet**

Neil McFarlane, General Manager

### **Oregon Department of Transportation**

Matthew Garrett, Director

### **City of Portland**

Sam Adams, Mayor

### **City of Milwaukie**

Greg Chaimov, Councilor

### **City of Gresham**

Shane Bemis, Mayor

### **Multnomah County**

Loretta Smith, Commissioner

### **Clackamas County**

Ann Lininger, Commissioner

### **City of Oregon City**

Doug Neely, Mayor, Ex Officio

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## **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 (Council) for amendments to the original South/North Corridor Project LUFO, which the Council adopted on July 23, 1998 (the 1998 LUFO). As initially approved, the 1998 LUFO covered an area extending from the Clackamas Town Center in the south through the cities of Milwaukie and Portland to the Oregon/Washington border in the north.

Since 1998, the Council has amended the 1998 LUFO three times. These include South/North LUFO amendments for Interstate Avenue (1999), Interstate 205 and Downtown Portland (2004) and Portland-Milwaukie (2008). The modifications included in this recommendation for a fourth LUFO amendment are part of a larger, two-state integrated light rail and highway project commonly known as the Columbia River Crossing (CRC) Project. Because Oregon Laws 1996, Chapter 12 (House Bill 3478), which is the law governing Council adoption of South/North Land Use Final Orders, applies only within the jurisdictional boundaries of the State of Oregon, this LUFO amendment addresses only that portion of the CRC Project within the State of Oregon.

This 2011 LUFO Steering Committee recommendation involves an area contained within the North Portland and Hayden Island segments as identified in the 1998 LUFO.<sup>1</sup> When the Council adopted its 1999 LUFO amendments for Interstate Avenue (the 1999 LUFO amendment), it renamed that portion of the 1998 LUFO North Portland segment extending from N. Denver Avenue to the Portland Metropolitan Exposition Center (Expo Center) the "Expo Center Segment." This 2011 LUFO amendment retains the name "Expo Center Segment" and extends the area it encompasses northward to N. Marine Drive.

This recommendation is provided pursuant to Section 6(1) of 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

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<sup>1</sup> The 1998 LUFO divided the South/North Project into nine segments. Those segments included the North Portland Segment, which extended from the Edgar Kaiser Medical Facility to N. Marine Drive, and the Hayden Island Segment, which extended from N. Marine Drive to the Oregon/Washington state line at the Columbia River.

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 Gresham was added because the project required expansion of the Ruby Junction Maintenance Facility in Gresham. 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, light rail stations and highway improvements in the portion of the Expo Center and Hayden Island segments of the South/North Project located between approximately N. Victory Boulevard and the Oregon/Washington state line. The CRC Project also will expand the use of the Ruby Junction Maintenance Facility in Gresham. However, all activity associated with that facility would occur within the maintenance facility boundaries that the Council previously approved in its 2008 LUFO amendment. For that reason, there is no need to approve a new boundary map for that facility.

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

House Bill 3478, Section 6(1) authorizes the 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 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 Council adopt, a LUFO amending the 1998 South/North LUFO to approve the light rail route, stations, maintenance facilities and highway improvements identified textually below and in the attached maps, which illustrate the location "boundaries" as required by Section 6(1)(a) of HB 3478. The modified route and station and the highway improvements all are located within the Expo Center and Hayden Island segments of the South/North Project as identified in the 1998 LUFO and the 1999 LUFO amendment. The maintenance facility improvements involve expanded use of improvements at the existing Ruby Junction Maintenance Facility in Gresham, within location boundaries that the Council approved in 2008.

The area affected by these amendments extends from south of N. Victory Boulevard to the Oregon/Washington border. The original light rail alignment within the area subject to this 2011 LUFO amendment is identified in Figures 1.8b on page A-11 of the 1998 LUFO and Figure 1.8 of the 1999 LUFO amendment. The 1999 LUFO amendment extended only as far north as the Expo Center. Because this 2011 LUFO amendment affects a relatively small portion of the Expo Center segment, the LUFO Steering Committee recommends that the analysis of the Expo Center and Hayden Island segments be combined and addressed as a single segment (Expo Center/Hayden Island).

For light rail, the CRC Project begins at the Expo Center and continues northward to the Oregon/Washington state line on the Columbia River along an alignment located west of the alignment boundary that the Council approved in the 1998 LUFO. From the Expo Center station, the light rail alignment proceeds northward under N. Marine Drive and onto a new, integrated multi-modal rail/vehicular/bicycle/pedestrian bridge crossing over the North Portland Harbor onto Hayden Island west of Interstate 5. The alignment then continues northward, crossing over N. Hayden Island Drive onto the lower deck of the new southbound Interstate 5 bridge, where it continues to and beyond the Oregon/Washington state line.

A single light rail station is located at the east end of the Jantzen Beach Center west of Interstate 5. No park-and-ride lots or maintenance facilities are proposed for this segment. However, maintenance facility improvements will be provided at the Ruby Junction Maintenance Facility in Gresham within the boundaries of this facility that the Council approved in the 2008 LUFO amendments for the Portland-Milwaukie Project.

For highway improvements, the CRC Project begins just south of N. Victory Boulevard and extends northward to the Oregon/Washington border. These highway improvements were not part of the South/North Project initially approved in 1998. However, HB 3478 authorizes amendments to the South/North project from time to time, and it authorizes the inclusion of highway improvements if they are described in a Draft or Final Environmental Impact Statement for the Project. Highway improvements were added to the 2008 amendments for the Portland-Milwaukie Project, and they are recommended here as well. Much like the Westside Corridor Project, which extended light rail to Hillsboro, widened and improved US 26 and Oregon 217 and connecting roadways, and was approved under a



LUFO process pursuant to Oregon Laws 1991, Chapter 3 (Senate Bill 573)<sup>2</sup>, the CRC Project is an integrated light rail and highway project, with many improvements serving dual rail and highway purposes.

The highway improvements for the Expo Center/Hayden Island segments include the following<sup>3</sup>:

- New northbound and southbound Interstate 5 Columbia River bridges and removal of existing Interstate 5 bridges. The new southbound bridge is a two-tier bridge with highway on the upper deck and light rail on the lower deck. The new northbound bridge is a two-tier bridge with highway on the upper deck and bicycle and pedestrian facilities on the lower deck. Each bridge will include three travel lanes and two auxiliary lanes.
- Widening of Interstate 5 in both the northbound and southbound directions from approximately N. Victory Boulevard to the Oregon/Washington state line. Northbound, Interstate 5 will widen from three travel lanes at N. Victory Boulevard to three travel lanes and two auxiliary lanes on the new northbound Interstate 5 Columbia River bridge. Southbound, Interstate 5 will narrow from three travel lanes and two auxiliary lanes on the new southbound Interstate 5 Columbia River bridge to three travel lanes south of N. Victory Boulevard.
- Newly designed interchanges at Marine Drive and Hayden Island and improvements to the Victory Boulevard Interchange.
- A new integrated light rail/vehicular/bicycle/pedestrian bridge west of Interstate 5 connecting Hayden Island with the Expo Center and N. Expo Road and the N. Vancouver Way extension.
- Realignment, widening and/or modification of N. Marine Drive, N.E. Martin Luther King Boulevard, N. Vancouver Way, N.E. Union Court, N. Jantzen Avenue, N. Jantzen Drive, N. Hayden Island Drive and N. Tomahawk Island Drive.
- New roadway connections between N.E. Martin Luther King Jr. Boulevard and N. Vancouver Way, N.E. Martin Luther King Jr. Boulevard and NE Union Court, N. Jantzen Avenue and N. Hayden Island Drive, and N. Expo Road and N. Force Avenue.

The proposed boundaries within which the above-described light rail facilities and highway improvements would be located are as illustrated on the boundary maps for the Expo Center/Hayden Island segments attached to this recommendation (**Figures 1.1 to 1.3**)

The Ruby Junction Maintenance Facility in Gresham includes light rail tracks, vehicle storage spaces, maintenance bays, an operation center, and related facilities necessary to maintain light rail vehicles. The 2008 South/North LUFO findings for the Portland-Milwaukie Project anticipated use of this facility to serve light rail vehicles needed for

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<sup>2</sup> Senate Bill 573 for the Westside Corridor Project served as the model for House Bill 3478 for the South/North Project.

<sup>3</sup> Many of these roadway improvements include associated bicycle and pedestrian improvements.



future light rail transit expansion to Vancouver, Washington. With the CRC project, that expectation becomes a reality. Because all improvements associated with the CRC Project will be located within the locational boundary of the Ruby Junction facility that the Metro Council approved in 2008, there is no need to amend the boundary map to accommodate the expanded use of the facility associated with the CRC project. For informational purposes, the 2008 boundary map that the Council approved is attached to this recommendation as **Figure 2.1**.





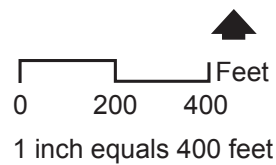
## South/North Land Use Final Order Amendment Boundary Map

**Figure 1.1**

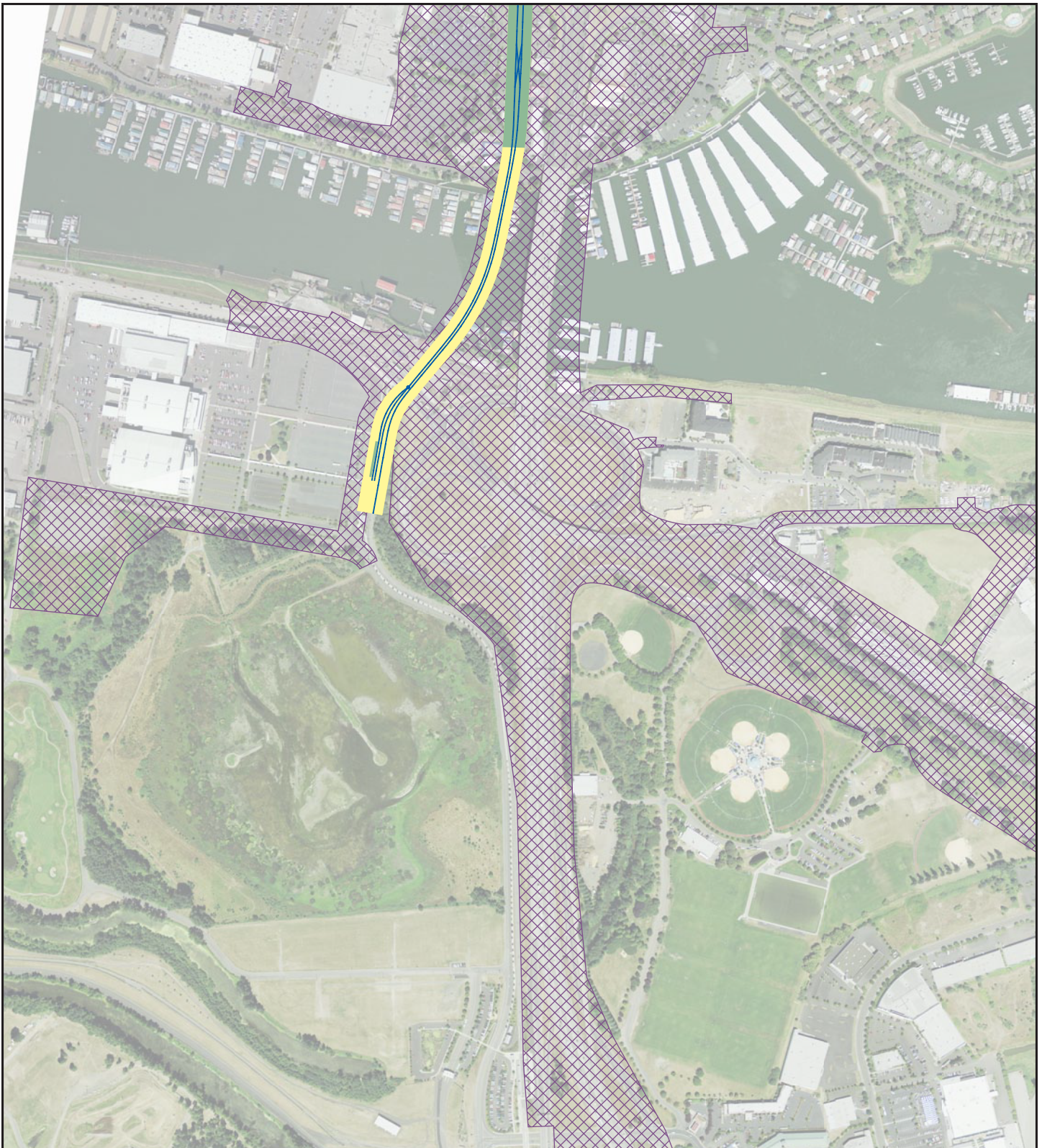
### Columbia River Crossing Project

-  Light Rail Route
-  Light Rail Stations
-  Highway improvements

-  Potential Alignment
-  Potential Station Platform










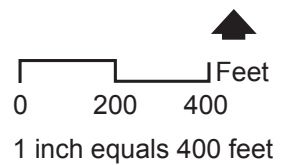
## South/North Land Use Final Order Amendment Boundary Map

**Figure 1.2**

### Columbia River Crossing Project

-  Light Rail Route
-  Light Rail Stations
-  Highway improvements

-  Potential Alignment
-  Potential Station Platform












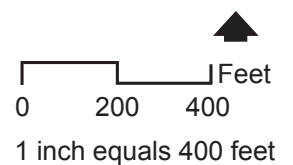
## South/North Land Use Final Order Amendment Boundary Map

**Figure 1.3**

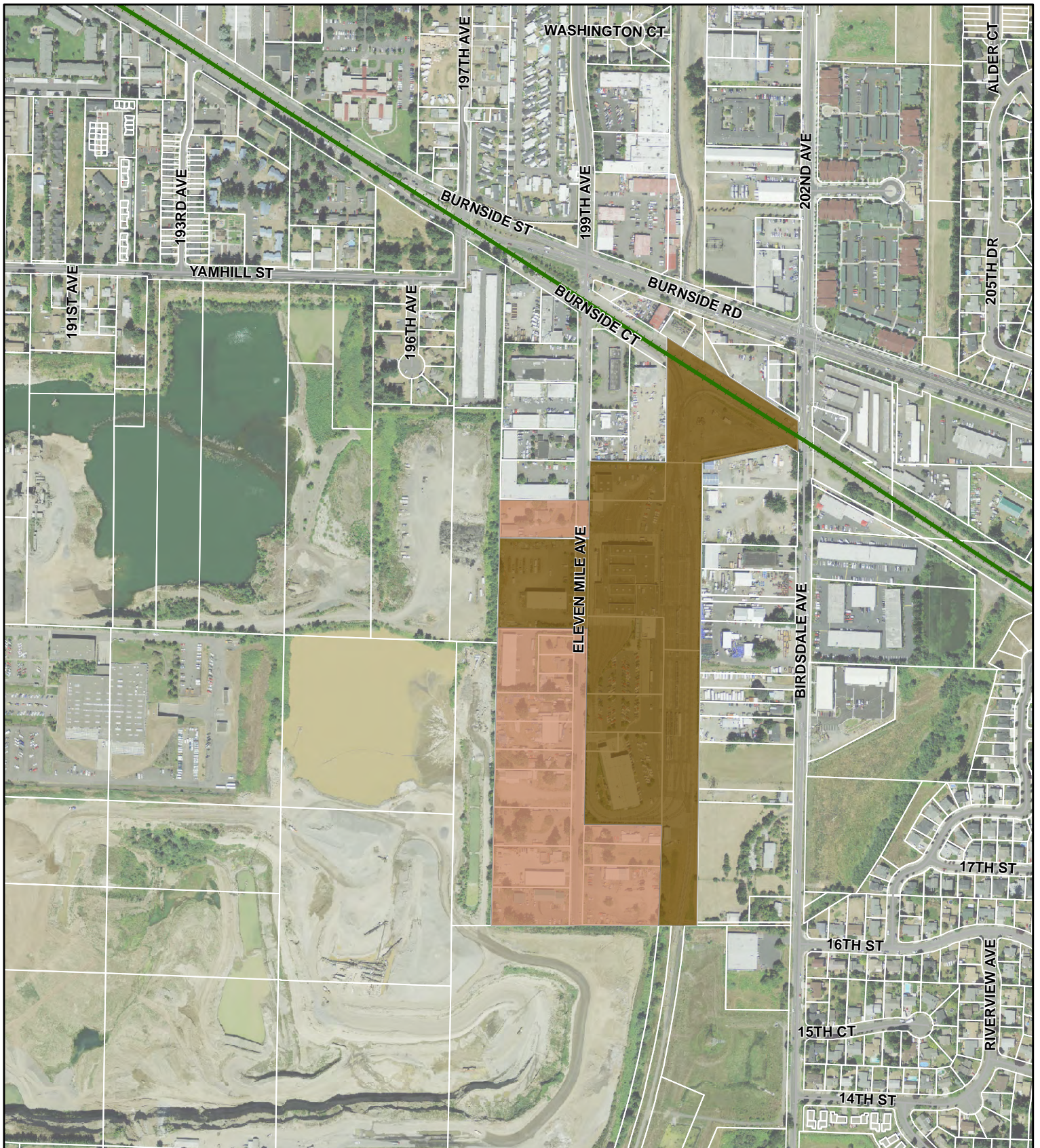
### Columbia River Crossing Project

-  Light Rail Route
-  Light Rail Stations
-  Highway improvements

-  Potential Alignment
-  Potential Station Platform







## 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

For the purposes of South/North Land Use Final Orders, including the 1998 LUFO and each amendment thereto, the 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, for the 1998 LUFO and the amendments thereto, the Metro Council 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 to the adjoining roadway network resulting from the alignment, stations, lots or maintenance facilities. For these reasons, the Metro Council 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 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.





# Oregon

John A. Kitzhaber, M.D., Governor

## Department of Transportation

Office of the Director  
1158 Chemeketa Street NE  
Salem, OR 97301  
Phone: (503) 986-3289  
Fax: (503) 986-3432

Neil McFarlane, General Manager  
TriMet  
4012 SE 17<sup>th</sup> Avenue  
Portland, Oregon 97202

Subject: Columbia River Crossing Project LUFO Approval

Dear Mr. McFarlane: *NEIL*

The Oregon Legislative Assembly (House Bill 3478, Special Session 1996) charged the Oregon Department of Transportation to prepare a recommendation to TriMet on any application for a Land Use Final Order (LUFO) that establishes or amends the light rail route, stations, lots, maintenance facilities and highway improvements that are included as part of the South/North Corridor Project. Metro adopted the original LUFO in 1998. TriMet is currently preparing an application for an amendment to the 1998 LUFO that incorporates both the light rail and highway improvements to be constructed as part of the Columbia River Crossing Project.

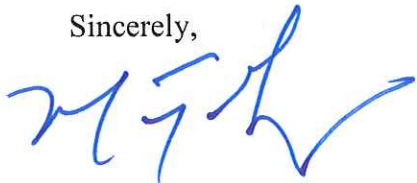
We believe the project team has met both the intent and the specific requirements established by the Oregon Legislature concerning the conduct of this project. Following completion of the Draft Environmental Impact Statement, affected local government agencies and the States of Oregon and Washington worked together to revise the project to ensure it meets the needs of the region and state.

The public process, including informational meetings, public hearings, and direct involvement of business, civic, and neighborhood associations, has been comprehensive. This project includes new I-5 bridges across the Columbia River and major improvements to I-5 interchanges and connecting arterials. I-5 is the major facility serving Oregon, Washington and California and performs a vital role to the movement of people and freight. The importance of alleviating the existing safety problems and bottleneck on this critical stretch of the corridor cannot be overstated.

Improvements to state highway facilities included in the Steering Committee recommendation require coordination with and approval by the Oregon Department of Transportation. Therefore, on behalf of the Oregon Department of Transportation, I recommend approval of the LUFO application in accordance with the Steering Committee recommendation at its June 23, 2011, meeting. . The department concurs fully with the light rail and highway improvements and the location boundary maps for those improvements contained in that recommendation.

We at ODOT look forward to continuing our partnership with TriMet, Metro, the City of Portland and our other jurisdictional partners in pursuing this project to its successful conclusion.

Sincerely,

A handwritten signature in blue ink, appearing to read 'MLG', with a large checkmark-like flourish at the end.

Matthew L. Garrett  
Director