City of Lynnwood

Notice of Adoption of an
Existing Environmental Document
(Final Supplemental Environmental Impact Statement
for the Lynnwood City Center Sub-area Plan) with Addendum

Current Proposal
Adopt amendments to Ordinance No 2627, Lynnwood Municipal Code (LMC) Chapters 21.60 and 21.02, the City of Lynnwood Zoning Map and the City Center Design guidelines consistent with the goals, objectives, policies and land use map in the City Center Sub-Area Plan.

Proponent
City of Lynnwood
PO Box 5008
4114 198th Street SW, Suite 7
Lynnwood, Washington 98046

Contacts:
David Osaki, Deputy Community Development Director (425_670-5406
donaki@ci.lynnwood.wa.us or Kevin Garrett, Planning Manager, Community Development Department, (425) 670-5405; kgarrett@ci.lynnwood.wa.us.

Location of Proposal
Lynnwood City Center, a 230± acre triangular-shaped area on the north side of I-5 between the Lynnwood Transit Center and Alderwood Mall, in the City of Lynnwood. The area is generally bounded by the I-5 freeway, 48th Ave W., 194th St. SW, the future extension of 194th St. SW, and 33rd Ave. W.

Agency that Prepared Document Being Adopted
City of Lynnwood

Title of Documents Being Adopted and Amended
- Draft Supplemental Environmental Impact Statement for the Lynnwood City Center Sub-Area Plan (April 19, 2004).
- Final Supplemental Environmental Impact Statement for the Lynnwood City Center Sub-Area Plan (September 9, 2004).

Description of Documents Being Adopted and Amended
The above referenced documents constitute the environmental impact statement for the Lynnwood City Center Project. They describe the potential impacts of redeveloping the Lynnwood City Center sub-area into a mixed-use, high density urban center. These documents have not been challenged.
An addendum to these documents has been prepared and accompanies this adoption notice. The addendum provides additional information and analysis that does not substantially change the analysis of significant impacts and alternatives in the existing environmental document.

**Description of Current Proposal**
Proposal is to adopt amendments to Ordinance No. 2627 (City Center Street Grid Protection ordinance), City of Lynnwood Zoning Map (to identify gateways and prominent intersections), Lynnwood Municipal Code (LMC) Chapters 21.60 (City Center District) and 21.02 (Definitions) and to the City Center Design Guidelines consistent with the goals, objectives, policies and land use map in the City Center Sub-area Plan.

**Availability of Documents**
Copies of these documents, including the addendum, are available for review at the City of Lynnwood Department of Community Development/Permit Center; 4114 198th St. SW, Suite 7, Lynnwood, Washington. Permit Center Office Hours are Monday-Thursday: 8:00AM to 4:00PM and Friday from 8:00AM to 12 noon.

Copies are also available on the City Center web site:
(http://www.lynnwoodeconomicdevelopment.org/projects/CityCenter.ashx?p=1489)

Copies of this adoption and addendum are being sent to parties as required by WAC 197-11-603.

No comment period is required for this adoption of the SEIS, although no action shall be taken on the proposal until seven days after the statement of adoption has been issued.

The City’s Environmental Review Committee, as the SEPA Responsible Official for the City, has identified and adopted this document as being appropriate for this proposal after independent review. The document meets our environmental review needs for the current proposal and will accompany the proposal to the decision maker.

**RESPONSIBLE OFFICIAL:** ENVIRONMENTAL REVIEW COMMITTEE

**ISSUE DATE FOR STATEMENT OF ADOPTION:** May 25, 2011

**DATE OF SIGNATURE:** May 24, 2011

**POSITION/TITLE**

**SIGNATURE**

PLANNING MANAGER: [Signature]

DEVELOPMENT SERVICES SUPERVISOR: [Signature]

PARKS PLANNER: [Signature]

COMMUNITY REPRESENTATIVE: [Signature]
ADDENDUM

to
FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT
LYNNWOOD CITY CENTER SUB-AREA PLAN

BACKGROUND
On April 19, 2004 the City of Lynnwood issued a Draft Supplemental Environmental Impact Statement (DSEIS) for the Lynnwood City Center Sub-Area Plan. The Final Supplemental Environmental Impact Statement (FSEIS) was issued on September 9, 2004.

The Lynnwood City Center is an approximately 230+ acre area generally defined by 194th Street SW and the planned extension of 194th St. on the north; 33rd Avenue West on the east; Interstate 5 on the southeast, and 48th Avenue West on the west. The original boundaries of the City Center extended north from the extension of 194th St. to 188th St. SW; however, the area between 194th St. extension and 188th St. was designated as "Study Area." In 2007 the Study Area was excluded from City Center. That area is now known as the Transition Area. The original area of the City Center encompassed about 300 acres.

The Lynnwood City Center Sub-Area Plan SEIS Preferred Alternative (Oversight Committee Preferred Alternative) envisioned a development threshold of 9.1 million square feet in the original City Center area (6.6 million square feet of new development) over a 20 year time horizon. While the layout of the City Center has been revised, as described above, the envisioned development of 9.1 million square feet in the original City Center area (now the combination of the City Center and the Transition Area) has not changed. The Lynnwood City Center Sub-Area Plan SEIS anticipates that improvements for grid streets, arterial streets and intersections, the Promenade, plazas and parks, utilities (sewer, water, drainage, etc.), would be part of the implementation program.

The proposed action described in the Lynnwood City Center Sub-Area Plan SEIS included:

- Adoption of a sub-area plan for the City Center to guide development;
- Adoption of development regulations, including zoning standards and design standards, to implement the sub-area plan;
- Adoptions of plans for improvements within the City Center (which may include amendments to the capital facilities element of the comprehensive plan); and,
- Potential adoption of an ordinance designating the sub-area plan as a planned action for the purposes of future SEPA compliance.

The City Center Sub-Area Plan was adopted on March 14, 2005 by Ordinance No. 2553.
PLANNED ACTION
The City Center Sub-Area Plan SEIS envisioned that it (Lynnwood City Center Sub-
Area Plan SEIS) would be the basis for and support a planned action ordinance for the
Lynnwood City Center. A planned action ordinance has not been adopted since the
time of the City Center Sub-Area Plan Final SEIS issuance. The City of Lynnwood now
desires to move ahead with the adoption of a planned action ordinance for the City
Center.

Washington Administrative Code (WAC) 197-11-164 provides for definitions and criteria
for a planned action and states

"WAC 197-11-164 - Planned actions — Definition and criteria

(1) Under RCW 43.21C.031, GMA counties/cities may designate a planned action. A planned
action means one or more types of project action that:

(a) Are designated planned actions by an ordinance or resolution adopted by a GMA
county/city;

(b) Have had the significant environmental impacts adequately addressed in an EIS
prepared in conjunction with:

(i) A comprehensive plan or subarea plan adopted under chapter 36.70A RCW; or

(ii) A fully contained community, a master planned resort, a master planned
development, or a phased project;

(c) Are subsequent or implementing projects for the proposals listed in (b) of this
subsection;

(d) Are located within an urban growth area, as defined in RCW 36.70A.030, or are
located within a master planned resort;

(e) Are not essential public facilities, as defined in RCW 36.70A.200; and

(f) Are consistent with a comprehensive plan adopted under chapter 36.70A RCW.

(2) A GMA county/city shall limit planned actions to certain types of development or to specific
gеographical areas that are less extensive than the jurisdictional boundaries of the GMA
county/city.

(3) A GMA county/city may limit a planned action to a time period identified in the EIS or the
designating ordinance or resolution adopted under WAC 197-11-168."

Consistent with WAC 197-11-164, the City of Lynnwood is required to plan under the
Growth Management Act (GMA) and has prepared a FSEIS in conjunction with a sub-
area plan. Significant adverse environmental impacts were addressed in the FSEIS.

Studies and reports prepared since the time of the FSEIS' issuance have provided even
greater clarity on environmental impacts of the proposed action. Adopted plans and
development regulations since FSEIS issuance have similarly addressed environmental
issues associated with City Center development.
These studies, reports and ordinances bring the SEIS up to date and confirm that environmental impacts are adequately addressed to support the adoption of a planned action ordinance.

UPDATES TO CITY CENTER ZONING REGULATIONS AND DESIGN GUIDELINES
Concurrent with consideration of the planned action designation, the City is proposing updates to the zoning regulations for the City Center (primarily codified in Chapter 21.60 of the Lynnwood Municipal Code (LMC)) and the City Center Design Guidelines (adopted by reference in LMC 21.60.600). These amendments include, but are not limited to, accomplishing the following purposes:

- Revise requirements in Ordinance No. 2627 for dedication of right-of-way for grid streets by removing certain future streets;
- Revise requirement for showing consistency of project design review applications with the planned locations of parks in LMC 21.60.600;
- Revise the factors and incentive rates in the floor-area ratio bonus system in LMC 21.60.400;
- Revise other provisions in the City Center District (LMC Chapter 21.60) including, but not limited to, use limitations, basic development standards, street types, design review, and non-conforming provisions.
- Revise the City Center Design Guidelines.
- Amend the City of Lynnwood zoning map to identify prominent intersections and gateways within the City Center.

REASON FOR ADDENDUM
As indicated earlier, the City of Lynnwood intends to adopt a planned action ordinance and to amend development regulations and guidelines for the City Center.

WAC 197-11-706 defines an "Addendum" as,

"Addendum" means an environmental document used to provide additional information or analysis that does not substantially change the analysis of significant impacts and alternatives in the existing environmental document. The term does not include supplemental EISs. An addendum may be used at any time during the SEPA process.

This addendum documents additional information from certain studies, reports and/or ordinances related to certain elements of the environment since FSEIS issuance in 2004. It analyzes whether or not the environmental analysis of the FSEIS is still current and can serve as the environmental documentation for the adoption of a planned action ordinance and the regulations and guidelines amendments.

ANALYSIS
Four issues have been identified as necessitating updating since the issuance of the City Center Sub-Area Plan FSEIS. These include:
1. Storm Drainage
   The City Center Sub-Area Plan SEIS envisioned the City's adoption of Department of Ecology requirements for stormwater management. This has since been done.

2. Greenhouse Gas Emissions
   Since the SEIS issuance, the Department of Ecology (DOE) has responded to environmental concerns regarding greenhouse gas emissions. DOE has issued a guidance document ("State Actions to Reduce Greenhouse Gas Emissions") and a working paper of "Greenhouse Gas Emissions and SEPA" that suggest and recommend that greenhouse gas issues and concerns should be discussed in SEPA documents. DOE has begun to draft guidance documents for lead agency use of SEPA to evaluate greenhouse gas emissions.

   A study has been prepared that specifically evaluates the City Center Sub-Area Plan and greenhouse gas impacts.

3. Transportation
   Further studies to evaluate and refine the City Center Sub-Area transportation system have been prepared since completion of the City Center Sub-Area Plan SEIS. These studies have resulted in revised conclusions as to street capacity needs within the City Center Sub-Area as well as modifications to certain improvements (particularly the grid street network) needed to support City Center development. In addition, the City has recently adopted a transportation impact fee ordinance (that became effective January 1, 2011) and updated its concurrency management program (in 2008).

4. Utilities (Sewer, Water, Storm)
   The additional studies of transportation issues and impacts have recommended revisions to the grid street network in the City Center. As the discussions of increasing sewer, water and storm utility service capacity recommended installing new mains in the grid streets, the question was asked whether the new grid street network could accommodate new mains that would meet the service requirements of redevelopment of the City Center.

Each of these elements of the environment is discussed in greater detail below.

**Storm Drainage**
In 2007, the Washington State Department of Ecology (DOE) initiated the National Pollutant Discharge Elimination System (NPDES) Phase II Municipal Stormwater Permit. This permit requirement established a phased-in timeline for actions that the City of Lynnwood and other cities were required to take, including adopting stricter regulations regarding management of stormwater from new and redevelopment projects as well as regulating illicit discharges.
Water quality is the primary focus of the NPDES Phase II Permit. The regulations contain a detailed list of prohibited discharges, require best management practices for pollutant handlers, and require spill control and response plans of certain businesses.

The City of Lynnwood has responded to this requirement. On May 10, 2010 the Lynnwood City Council adopted Ordinance No. 2834 and Ordinance No. 2835, both related to stormwater management and both bringing the City into compliance with the Phase II Municipal Stormwater Permit requirement.

Prior to the adoption of these ordinances, the City of Lynnwood’s stormwater regulations dated back to 1989, and did not comply with the requirements of the NPDES Phase II Permit. (The City had been using the “substantive authority” in SEPA to require mitigation of potential stormwater impacts, in a manner that was consistent with DOE regulations.)

The City Center Sub-Area Plan SEIS envisioned that the City would adopt new stormwater regulations. The DSEIS states, as one drainage mitigation measure,

“Require that new streets, open space and private redevelopment projects comply with the adopted City of Lynnwood standards and/or DOE requirements for stormwater detention and treatment. It is assumed that the City will adopt and implement DOE requirements in connection with City Center redevelopment.” Page III-81)

With the adoption of Ordinance No. 2834 and Ordinance No. 2835 the City has adopted more restrictive stormwater management development regulations, consistent with DOE requirements, than existed at issuance of the City Center Sub-Area Plan SEIS.

Stormwater impacts of City Center development will be mitigated through the application of these development standards to City Center redevelopment. Further, as the treatment standards in the DOE Manual are higher than those in effect when most of the City Center was developed, applying the requirements of the DOE Manual to redevelopment of the area will result in improved management of stormwater runoff from the City Center over current conditions.

Greenhouse Gas Emissions
Since the time of the City Center Sub-Area Plan’s SEIS issuance in 2004, the Washington State Department of Ecology has responded to concerns regarding greenhouse gas emissions and has begun to draft guidance documents for lead agency use of SEPA to evaluate such impacts.

In recognition of potential impacts associated with greenhouse gas emissions, the City had a report entitled “City of Lynnwood - The City Center Vehicle-Miles Traveled and CO2 Emissions Modeling Report.” (January 2010) prepared by David Evans and Associates. The report evaluates carbon dioxide (CO2) emission impacts from vehicle-miles traveled (VMT) based on assumptions in the City of Lynnwood Comprehensive Plan, including the City Center Sub-Area Plan.

Among the conclusions of the report are:
"The analysis demonstrates that the Build alternative would improve transportation efficiency for the surrounding region by concentrating jobs and homes in a high density urban center and reducing the need for residents to travel to neighboring cities for work, shopping, and other needs, which would thereby reduce future total VMT and CO2 emissions in the region compared to the No Build scenario".

The analysis in the David Evans and Associates report supports the conclusion that there is no adverse environmental impact of the proposed City Center development on greenhouse gas emissions. Rather, the development type envisioned under the City Center Plan lends itself to a reduction in greenhouse gas emissions over the SEIS No Build Alternative.

Transportation
Since SEIS issuance in 2004, the City of Lynnwood has conducted studies to refine the transportation network and improvement needs for the City Center. Two key studies include:

  
  This study provides further analysis of the street system, optimal location of the proposed street grid, and confidence that the street layout is operationally and physically feasible.

  
  This study identifies concepts that would move local trips from the I-5 corridor and onto the local transportation system; selects concepts that would reduce congestion on the principal arterials with I-5 interchanges to relieve congestion at those interchanges; and identifies concepts that might improve the High Accident Corridor (HAC)/High Accident Locations (HAL) in the Study Area.

The conclusions of these studies are particularly relevant to one primary concept advanced in the City Center Sub-Area Plan and analyzed in the SEIS related to the City Center Secondary Street Network (discussed below).

In addition to these two studies, in 2008, the City of Lynnwood amended the Comprehensive Plan to establish an updated citywide concurrency management program. In 2010 the City of Lynnwood adopted a traffic impact fee ordinance that went into effect January 1, 2011. Each of these items is discussed in greater detail below.

Secondary Street Network
The City Center Sub-Area Plan envisioned new secondary streets to improve circulation in the City Center and improve on pedestrian circulation. New secondary streets are identified as a key concept in the City Center Sub-Area Plan:

1. New Secondary Streets
Better circulation is the most important element for a City Center. An additional secondary street network should be introduced throughout the area to supplement the existing street pattern. This will add more east-west and north-south connections, reduce the length of city blocks, make the City Center more walkable and pedestrian-friendly, disperse the traffic from major arterials and provide more choices for circulating through the area." (Page 15)

The Lynnwood City Center Street Master Plan studied the secondary ("grid") street network concept further. The report states,

- Page 11: "New Local Street Operational Analysis: The new local streets proposed to provide access to parcels internal to the City Center Subarea are forecast to operate well below capacity, better than LOS E. The LOS E standard recommended in the SEIS requires intersection improvements typically calling for additional turn lanes at the intersections of the new local streets and the principle arterials. Intersections internal to the City Center subarea do not typically require additional turn lanes. The new local streets are effectively providing access to adjacent parcels and vehicles and non-motorized mobility. The operation of the new local streets for vehicles is anticipated to be right-in-right-out only at the intersections with the principle arterials. Left-turns into or out of the new local streets will be effectively impossible at principle arterials given the high traffic volumes on the principle arterial system."

- Page 14: "The new local streets anticipated for the City Center Street Master Plan; new access streets at the approximate locations of 41st Avenue W, 43rd Avenue W, 197th Street SW and 199th Street SW, provide access to individual buildings or parcels, create an urban setting, establish building frontages with streetscape access and provide non-motorized circulation internally in the City Center subarea. The provision of a more significant street at 42nd Avenue SW will provide the basic structure of the City Center street network.

- Page 24: "High Priority Actions:... The widening of 196th Street SW to provide added capacity near term and create an identity for the corridor... 194th Street SW extension... 42nd Street W extension... 198th Street SW/Promenade"

- Page 25: "City Center Street Master Plan Roadway Improvements":... Action: The conversion of the new local streets (41st Avenue W, 43rd Avenue W, SW 197th Street SW and SW 199th Street SW) in the Subarea to private roadways and access points with design standards related to non-motorized mobility is recommended."

The Lynnwood City Center Street Master Plan study concluded that two new secondary streets - 42nd Avenue West and 194th Street SW extension - were "system improvements" – both will be needed to address capacity within the City Center. The remainder of the new secondary streets (e.g. 41st Avenue W; 43rd Avenue W, etc.) are identified as "project improvements" – but are not necessary to support transportation capacity needs for the City Center. The City Center Street Master Plan study further recommended that the "project improvements" could be converted to private roadways and access points with design standards related to non-motorized mobility.

Based on the City Center Street Master Plan study, the City Center goals for pedestrian orientation and access are now proposed to be met by code amendments that provide
for an alternate system of private roads and/or private walkways, protected by easements, allowing for more flexible development opportunities for property owners.

Transportation capacity impacts are still addressed by leaving two future streets - 42nd Avenue West and 194th Street SW (extended) subject to the requirements of the City Center Street Grid Protection ordinance (Ordinance No. 2627).

**Impact Fee Ordinance**

On September 13, 2010 the Lynnwood City Council adopted Ordinance No. 2850 establishing a transportation impact fee system. (On November 29, 2010 the City Council adopted Ordinance No. 2869 amending Ordinance No. 2850 regarding the boundaries of areas of different impact fees. That amendment did not change the impact fee requirement for the City Center.)

The calculation of the traffic impact fee includes City Center transportation projects and provides an additional funding mechanism for transportation improvements. Funding mechanisms for transportation improvements identified in the SEIS were general, stating that funding,

"...will likely involve a combination of development regulations and standards, capital improvements, ... Project-specific requirements could include payment of development fees, construction of improvements, dedication of land, and similar techniques. Project related conditions of approval/mitigation requirements will be identified in a planned action ordinance, if the City designates the city center Plan as a planned action, or in development regulations." (FSEIS, Page S-25).

The City's adoption of a transportation impact fee ordinance is consistent with the City Center Sub-Area Plan FSEIS and the Plan's implementation concept.

**Concurrence**

The City Center Plan discussed traffic concurrency in accordance with the requirements of State law. In 2008 the City updated its concurrency management requirements as part of the City of Lynnwood Comprehensive Plan update (See City of Lynnwood Comprehensive Plan Transportation Element). The purpose of concurrency is to assure that those public facilities and services necessary to support development are adequate to serve that development at the time it is available for occupancy and use, without decreasing service levels below locally established minimum standards. Concurrency is required for locally owned transportation facilities.

The City's concurrency management program is based on a system-level perspective - looking at the City as a whole rather than focusing exclusively on impacts to individual intersections. The travel experience is not defined by what happens at a single intersection but rather what occurs along the entire trip route. So as not to allow one congested intersection to stop all development in an area, the City's concurrency standard allows 20% of the City's signalized intersections to be below their associated level of service (LOS) before concurrency is considered to be failed. While the concurrency test is applied to signalized intersections, impacts on non-signalized
intersections are also evaluated. Impacts on non-signalized intersections may require additional analysis to determine if potential mitigation is required.

The concurrency test is applied during the SEPA process. All developments generating ten or more peak hour trips are evaluated for traffic impacts during the SEPA process. All developments generating ten or more peak hour trips are evaluated for traffic impacts during the SEPA process.

The City Center FSEIS envisioned that certain transportation improvements would be necessary to maintain the adopted level of service and concurrency in the City Center. With the concurrency program adopted in the Comprehensive Plan, concurrency in the City Center is now evaluated on a Citywide basis. In 2009, the City identified a number of additional city-wide peak hour trips that could be added to the system before concurrency is threatened.

The City is currently in the process of developing an updated concurrency management ordinance to include more formal provisions for capacity reservation, concurrency certificate issuance etc. It will also establish a non-SEPA based concurrency management system.

Until such time an updated concurrency management ordinance is adopted, the City Center Planned Action Ordinance (if adopted prior to the adoption of the Concurrency Management Ordinance) will ensure City concurrency requirements are satisfied through a review of information provided in the SEPA checklist (or other project review form as specified in WAC 197-11-315, filed with the project application). Submittal of the SEPA checklist or other form will be a minimum requirement of City Center planned action projects. That information will identify additional peak hour trips generated by the development proposal and, if the additional peak hour trips stays below the maximum city-wide threshold, no further environmental review is required.

Utilities (Sewer, water, storm)
Public Works staff reviewed the conceptual plans for installing new mains for sewer, water and storm water service capacity in light of the changes to the proposed layout of public streets in the City Center. That review determined that the size of the pipes may need to be increased (to 12 inches from eight inches) but that in all other respects locating the new mains in the (reduced) set of public streets in the City Center would have no impact on providing these utility services to new development in the City Center. In addition, the upsizing of lines means that construction work needed for utility facilities will take place in a reduced number of streets. Utility related construction impacts and disruptions will be less than originally evaluated in the FSEIS.

No change to the mitigation measures for these utilities is needed.
CONCLUSION
The Lynnwood Environmental Review Committee – the SEPA Responsible Official for the City – has determined that this addendum is appropriate to reflect changes and additional information prepared since the SEIS.

Certain changes that have occurred since the time of the City Center Sub-Area Plan SEIS relate to regulatory changes anticipated in the SEIS rather than to changes in the City Center preferred alternative itself (i.e. there are no changes to the development assumptions in the 2004 SEIS). These regulatory changes have the effect of improving environmental impacts and/or facilitate implementation of the Plan.

Additional studies conducted since the time of the City Center Sub-Area Plan’s issuance in 2004 have further documented no adverse environmental impacts (i.e. Greenhouse Gas emissions report (2010)) and/or that the proposal and/or mitigation identified in the SEIS are still applicable or even lessened (i.e. City Center Street Master Plan (2010) and City Center Access Study (2009)).

PROJECT PROPOSENT
City of Lynnwood

LEAD AGENCY
City of Lynnwood
4114 198th Street SW, Suite 7
Lynnwood, WA

COMMENT PERIOD
No comment period is required for this addendum.

APPEAL PERIOD
There is no appeal period for an addendum.

CIRCULATION
This addendum is being circulated in accordance with WAC 197-11-625(4) (provide copies of the addendum to recipients of the prior SEIS) and WAC 197-11-630(3)(c) (when an addendum is being prepared and an existing EIS is being adopted, that the agency shall include the statement of adoption with the addendum and circulate both as in subsection 197-11-630(3)(a)).

SEPA RESPONSIBLE OFFICIAL
Lynnwood Environmental Review Committee:
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<tr>
<th>NAME</th>
<th>POSITION</th>
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<tbody>
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<td>Kevin Garrett, AICP</td>
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<td>Arnold Kay, PE</td>
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<td>Laurie Cowan</td>
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<td>Community Representative</td>
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2  DATE OF SIGNATURE:  **May 24**, 2011