CITY COUNCIL WORK SESSION
JULY 21, 2014, 6:00 PM
NEWBERG PUBLIC SAFETY BUILDING (401 EAST THIRD STREET)

WORK SESSIONS ARE INTENDED FOR DISCUSSION. NO ACTION WILL BE TAKEN ON THE AGENDA ITEMS AND NO DECISIONS WILL BE MADE. NO ORAL OR WRITTEN TESTIMONY WILL BE HEARD OR RECEIVED FROM THE PUBLIC.

I. CALL MEETING TO ORDER

II. ROLL CALL

III. REVIEW OF COUNCIL AGENDA AND MEETING

IV. COUNCIL ITEMS

Presentation from planning staff and Newberg Downtown Coalition regarding the Downtown Vision Update and TSP update-downtown traffic.

V. ADJOURNMENT

ACCOMMODATION OF PHYSICAL IMPAIRMENTS:
In order to accommodate persons with physical impairments, please notify the City Recorder's Office of any special physical accommodations you may need as far in advance of the meeting as possible and no later than 48 business hours prior to the meeting. To request these arrangements, please contact the city recorder at (503) 537-1283. For TTY service please dial 711.

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MEMORANDUM

DATE: July 1, 2014

TO: Newberg City Council

FROM: TSP Project Management Team (Garth Appanaitis, P.E., DKS Associates; Carl Springer, P.E., DKS Associates; Terry Cole, ODOT; Jay Harris, P.E., City of Newberg; Jessica Pelz, AICP, City of Newberg)

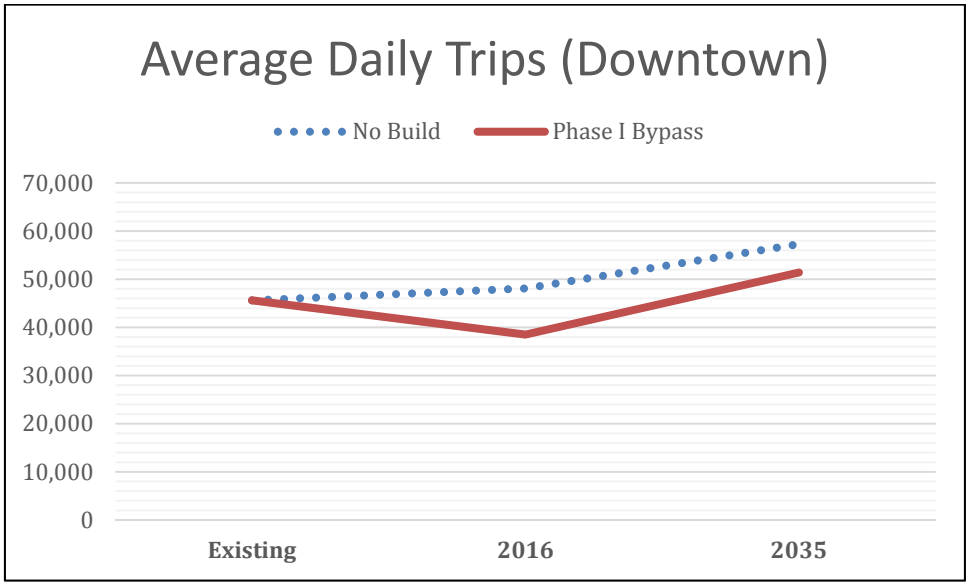
SUBJECT: **Newberg Transportation System Plan Update – Summary of Downtown Traffic Conditions**

This memorandum provides a summary of Downtown Newberg traffic conditions related to the construction of the Newberg-Dundee Bypass and analysis that has been conducted for the Transportation System Plan (TSP) update. Additional traffic analysis conducted for the Newberg-Dundee bypass and specifically the effects of the bypass are available as separate materials[1]. The following items are relevant to future traffic conditions for Downtown Newberg that have been analyzed through the TSP update:

- **Existing Traffic Count Data** – Traffic counts were collected in February 2011 during the evening peak traffic period east of College for ODOT's analysis of the Phase 1 Bypass project. These counts were then seasonally adjusted to approximate the 30th-highest hour volumes which is the typical design hour as per the ODOT Analysis Procedures Manual (APM). These counts resulted in 2012 analysis volumes of approximately 45,000 vehicles per day on this segment of the First/Hancock couplet, forecasted to increase to 48,000 vehicles per day by the Phase 1 opening day in 2016.
- **Newberg-Dundee Bypass Phasing and Funding** – Phase 1 of the Newberg-Dundee Bypass has been funded through the Oregon's Jobs and Transportation Act (JTA). Phase 1 will include a single travel lane in each direction from Springbrook Road to Dundee. Future phases and additional improvements (including a second travel lane in each direction and extension east of Springbrook Road to the east end of Newberg) are not currently funded and are not considered by ODOT to be reasonably likely to be funded through the TSP horizon of year 2035. This is not an indication of ODOT support for the remainder of the project—it is simply a recognition that completing the Bypass would cost more than the total forecasted available funding for modernization projects in all of ODOT Region 2, based on current funding sources and constraints. Additional information is available at the Bypass project website.[2]
- **TSP Horizon and Projected Growth** – The TSP and planned improvements will address transportation needs related to growth in Newberg through year 2035. This process will identify the improvements that can be implemented with the forecasted available funding and those that are needed and acceptable to the community which cannot be implemented unless additional funding sources are developed. The land use forecasts for 2035 indicate that population and employment in Newberg are anticipated to significantly increase and approximately double from year 2000 levels.

[1] http://oregonjta.org/region2/?p=project-library
[2] http://oregonjta.org/region2/?p=highway99w

- **Year 2035 Traffic Volumes** – Future traffic volumes for the Phase 1 Bypass project were forecasted using a travel demand model that takes into account land use and transportation network changes. With the Phase 1 Bypass in place, year 2035 traffic volume along the First/Hancock couplet is expected to return to a volume that is slightly higher than existing levels[3]. While there will be an initial reduction in traffic volume along the couplet, the traffic demand is anticipated to "fill back" and return to existing levels by 2035. The Tier Two EIS Phase 1 Technical Report Addendum (attached) includes the following data:
    - On opening day in 2016, the average number of trips on the couplet east of College will reduce by about 20%, from 48,000 vehicles per day to approximately 38,000.
    - In 2035, with the Phase 1 Bypass in place, approximately 51,000 vehicles per day are forecasted to use the couplet east of College. This is a reduction of 10% compared to the 57,000 vehicles per day that are forecasted under the no-build scenario. This means that the average vehicles per day in 2035 will be slightly higher (51,000) than they are today on the couplet east of College (48,000).



It should also be noted ODOT's Tier Two EIS for the Newberg Dundee Bypass forecasts that even with the full Bypass in place from Rex Hill to Dayton, 2035 traffic volumes in downtown Newberg east of College Street are still forecasted to be approximately 44,000 vehicles per day during the design analysis period. This means that under the very best case scenario, while construction of the full Bypass would reduce traffic volumes downtown by over 20% compared to a no-build situation, the traffic volumes on the couplet will still be very similar to current volumes and the capacity provided by the couplet will still be needed to avoid significant congestion in 2035. Additional information related to Newberg-Dundee Bypass traffic analysis is located on the project website[4].

[3] Existing and year 2035 traffic volumes on OR 99W at College Street are projected to be within 1%, TSP Existing Conditions and Technical Memorandum #6 Future Needs

[4] http://oregonjta.org/region2/?p=project-library

With the Phase 1 Bypass in place, the year 2035 traffic volume on the First/Hancock couplet east of College is forecasted to increase slightly from the 2016 opening year traffic volumes due to the following:

- Population and employment growth within Newberg and regional traffic growth will significantly increase overall traffic demands on the roadway network.
- Phase 1 of the bypass provides incremental relief and does not provide as much congestion relief as the fully extended, multilane bypass (for which funding cannot currently be identified during the 20 to 25 year TSP planning horizon).
- Transportation system constraints (like the limited capacity of Springbrook Road and the two-lane design of Phase 1) will limit the travel time benefits and the amount of traffic that shifts from the existing Highway 99W route through downtown to the Bypass route.

The TSP update process will continue to analyze and evaluate potential transportation improvements to address transportation needs throughout Newberg, including various downtown options.

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING
610 SW Alder Street, Suite 700, Portland, OR 97205 P 503.228.5230 F 503.273.8169

MEMORANDUM

Date:	September 2011	Project #: 9372
To:	Donna Robinson and William Ciz, Parametrix	
From:	Julia Kuhn, Jamie Parks, and Pete Jenior	
Project:	Newberg-Dundee Bypass	
Subject:	Phase 1 Technical Report Addendum	

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PHASE 1 DESCRIPTION

The Oregon Department of Transportation (ODOT) is evaluating options for the first phase of construction of the Newberg-Dundee Bypass. This first phase will include a two-lane roadway (one lane in either direction) extending from Oregon 219 in Newberg to Oregon 99W at a location south of Dundee. The western connection will occur at either a directional interchange near Fulquartz Landing Road/Oregon 99W or at an at-grade signalized intersection with Oregon 99W just to the south of the Dundee Urban Growth Boundary (UGB). No intermediate interchanges along the Bypass are planned as part of Phase 1 construction. The Phase 1 construction will also include the widening of Oregon 219 between Springbrook Street and the Bypass ramp intersection to a five-lane section (consistent with the footprint identified in the EIS). If the widening of Oregon 219 did not occur, the traffic volumes on the Bypass would be significantly lower. ODOT plans to construct Phase 1 of the Bypass by the year 2016. Accordingly, 2016 is considered the Opening Year for analyses of impacts.

METHODS

Data Collection

To supplement the analyses that were conducted for the Tier 2 Design Draft Environmental Impact Study (DEIS), Kittelson & Associates, Inc. (KAI) collected existing traffic volumes at 20 study intersections in February 2011 during the weekday p.m. peak hour. As shown in Figure 1, the set of study intersections consisted of intersections previously studied as part of the DEIS as well as additional locations in east Newberg which could be impacted by traffic associated with Phase 1. Complete turning movement count data for these locations is included in Appendix 'A'.

Traffic Volume Adjustments

Per ODOT's Analysis Procedures Manual (APM), KAI adjusted the February counts to 30th highest hour volumes to account for the seasonal fluctuations in traffic volume. For this analysis, KAI derived seasonal adjustment factors based on data from ODOT's ATR 36-004 located near Oregon 99W/Springbrook Street (MP 21.81) and ATR 36-006 located approximately five miles southwest of McMinnville on Oregon 18 (MP 41.00). The closest ATR on Oregon 219 (24-020) is over 10 miles south of Newberg, and was not used due to the distance from the study area and because the rural nature of the roadway in the vicinity of the ATR does not match the characteristics of the segments of Oregon 219 within the study area.

As shown in Table 1, the seasonal adjustment factor for the February counts is 1.08 for ATR 36-004 and 1.19 for ATR 36-006. Based on these calculations, KAI applied a seasonal adjustment factor of 1.08 to all through movements at study intersections along Oregon 99W and Oregon 219 located within Newberg. For the study intersections in Dundee, KAI applied a seasonal adjustment factor of 1.14 based on the average of ATR 36-004 and ATR 36-006. The higher seasonal adjustment factor in Dundee reflects Oregon 99W's function as less of a commuter route and more of a recreational route the further away one is from the Portland metropolitan area, and is consistent with APM methods for seasonal adjustments in areas without a nearby ATR.

Table 1 Summary of Seasonal Adjustment Factor Calculations

Year	2009	2008	2007	2006	2005
Oregon 99W (near Springbrook Street)					
Peak Month	109	~~109~~	109	109	~~108~~
Counted Month	100	~~106~~	102	~~99~~	100
Seasonal Adjustment Factor		1.08			
Oregon 18 (five miles southwest of McMinnville)					
Peak Month	110	109	~~110~~	~~106~~	108
Counted Month	90	~~95~~	~~90~~	92	92
Seasonal Adjustment Factor		1.19			
Newberg Seasonal Adjustment Factor			1.08		
Dundee Seasonal Adjustment Factor			(1.19+1.08)/2 = 1.14		

** Values shown with strikethrough dismissed from calculation per TPAU Analysis Procedures Manual guidelines.*

Model Volume Post-Processing

Per the DEIS, KAI estimated year 2035 traffic volumes for intersection turning movements from a combination of existing p.m. peak hour turning movement counts, base model volumes, and future year model forecasts, using the procedure described in National Cooperative Highway Research Program (NCHRP) Report 255. The NCHRP 255 procedure works as follows:

- Actual turning movement volumes and patterns are the starting point. For example, a particular movement at an intersection might have 50 vehicles per hour.
- The percentage change in the model's traffic volumes for a movement between the model's base and future years is calculated. For example, if the model's base year volume is 25 vehicles per hour and the future year volume is 75 vehicles per hour, the movement's volume triples during that time. Tripling the actual volume would result in 150 vehicles per hour.
- The numerical change in the model's traffic volumes is also calculated. In the example, the model's volume for the movement increased by 50 vehicles per hour, from 25 to 75.

Increasing the actual volume by 50 vehicles per hour results in a total of 100 vehicles per hour.

- The results obtained from the two methods, percentage and numerical change, are averaged to obtain the traffic volume used as the future year forecast. In this example, 150 and 100 are averaged to obtain a movement volume of 125 vehicles per hour.

KAI applied this procedure to all of the study intersections in the corridor that existed in the base year model. Deviation from the NCHRP 255 approach was required in instances where the base year model was not well calibrated to the actual traffic counts and therefore the 255 procedure yielded unreasonable results. Typically, deviations occurred where the base year model volumes differed irreconcilably from actual count volumes, or the future model showed a decrease in traffic where no decrease is expected. Where the model did not include individual turning movements for a particular study intersection, the average growth factor for the intersection as a whole (computed using the travel demand model) was applied to that movement.

KAI analyzed Phase 1 conditions for the Opening Year (2016) and the DEIS Horizon Year (2035) under two basic land use/transportation scenarios (for a total of four scenarios analyzed in all):

- **No Build** – the transportation system reflects today's conditions plus the addition of only transportation improvements that are currently funded. Construction of Phase 1 of the Bypass is not included. The land use forecasts are based on continued growth in in population and employment, consistent with the Yamhill County, City of Dundee and City of Newberg Comprehensive Plans.
- **Phase 1 Bypass** – the basic transportation system and land use estimates are the same as the No Build. This scenario also assumes that Phase 1 of the Bypass will be constructed between Oregon 219 in Newberg and Oregon 99W south of Dundee.

Year 2016 population and employment forecasts were not available for the Opening Year Traffic Volume Estimation. To approximate Opening Year volumes, KAI used existing 2011 traffic counts and year 2035 traffic forecast volumes to calculate a straight-line growth rate for year 2016.

APPLICABLE STANDARDS

KAI assessed the performance of study intersections based on whether the intersection is "physically impacted" or "non-physically impacted". The physically impacted intersections include only the Bypass ramp termini intersections (i.e., Oregon 219/Bypass Ramp and Oregon 99W/Bypass Ramp south of Dundee) and the Springbrook/Oregon 219 intersection. Widening of Oregon 219 between the Bypass and Springbrook will be part of Phase 1 construction. Because it will be substantially reconstructed as part of that widening and was included in the DEIS footprint, ODOT considers the Springbrook/Oregon 219 intersection to be physically impacted. The physically impacted intersections are subject to the mobility standards outlined in ODOT's Highway Design Manual (HDM).

For the Phase 1 analyses, ODOT defines non-physically impacted intersections to include intersections analyzed in the DEIS as well as additional intersections studied in east Newberg between Oregon 99W and Oregon 219 in the vicinity of the Bypass ramp terminal. ODOT commits to implementing traffic mitigation measures associated with Phase 1, based on forecast opening year demand (2016), that would bring non-physically impacted intersections to No Build or better conditions. A non-physically impacted intersection is defined as one that (1) would not meet its relevant operational standard with Phase 1 of the Bypass in 2016, and (2) would operate worse in 2016 with Phase 1 of the Bypass than the No Build. For ODOT facilities, the relevant standards at non-physically impacted intersections are the mobility standards outlined in the Oregon Highway Plan (OHP). For city of Newberg intersections, the relevant standards are the level-of-service requirements outlined in the City's TSP.

The specific opening year mitigation measures for Phase 1 will meet the standards outlined above, although the final mitigation may differ somewhat from the proposed mitigation measures described in this document, due to refinements based on the forthcoming conceptual design, costs, and secondary impact analysis of the Phase 1 opening year traffic mitigation measures.

All operations analyses and volume-to-capacity calculations described in this memorandum are in accordance with the procedures stated in the 2000 Highway Capacity Manual.

DIRECT AND INDIRECT IMPACTS

KAI developed traffic volume forecasts for the year 2016 and year 2035 conditions using the methodology described previously in this document. KAI analyzed year 2016 and year 2035 conditions under the No Build and Phase 1 Bypass scenarios.

Average Daily Traffic Forecasts

KAI used existing traffic counts and future year weekday pm peak hour forecasts to approximately average daily traffic on key corridors for each of the four scenarios analyzed. Table 1 summarizes the ADT forecasts.

Table 1 Average Daily Traffic Forecasts on Key Facilities

Location	Existing Volume	2016 No Build	2016 Bypass Phase 1	Change in 2016 with Phase 1	2035 No Build	2035 with Bypass Phase 1	Change in 2035 with Phase 1
Oregon 99W							
East of Rex Hill	38.5	43.4	43.5	0%	59.7	59.7	0%
East of Springbrook	39.1	41.4	39.9	– 4%	52.8	50.0	– 5%
East of College Street	45.6	48.1	38.5	– 20%	57.3	51.4	– 10%
North of Fox Farm Road	23.1	29.1	18.4	– 37%	37.6	27.1	– 28%
East of 5th Street in Dundee	26.2	32.0	18.9	– 41%	45.6	29.1	– 36%
South of Bypass Ramp Terminal	23.8	30.2	30.2	0%	39.8	39.8	0%
Oregon 219							
South of Springbrook	14.1	15.5	28.3	+82%	22.2	34.5	+ 55%
Bypass							
Phase 1 segment	N/A	N/A	15.7	N/A	N/A	19.8	N/A

Table 1 illustrates that construction of Phase 1 of the Bypass is anticipated to reduce traffic volumes in downtown Newberg by 20 percent and in downtown Dundee by 41 percent in 2016, as compared to the No Build. By the year 2035, Phase 1 of the Bypass could decrease traffic downtown Newberg by

10 percent and in downtown Dundee by 36 percent, as compared to the No Build. Table 1 also shows that Phase 1 of the Bypass is estimated to carry between 15,000 and 20,000 vehicles per day.

2016 Intersection Operations

KAI evaluated Opening Year weekday p.m. peak hour operations for all study intersections under both the No Build and Phase 1 conditions using post-processed traffic volume data. Figure 1 shows the existing lane configurations and traffic controls for the study intersections.

As discussed previously, KAI developed year 2016 traffic volumes by applying a straight-line growth methodology between the existing and year 2035 forecasts. KAI compared the projected operations in the Opening Year versus the standards for the physically impacted and non-physically impacted intersections. Figures 2 and 3 present the 2016 operations at the study intersections, under No Build and Phase 1 conditions, respectively. Appendix B provides the full details of the operations analysis.

Table 2 summarizes the resultant operations. A summary of key findings from the year 2016 analyses includes:

- Under 2016 conditions, Oregon 219 and other east Newberg roadways (south of Oregon 99W) have low levels of congestion. This would facilitate travel between Oregon 99W and Oregon 219 to access the east end of Phase 1 of the Bypass.
- Under 2016 conditions, Phase 1 of the Bypass is estimated to carry more than 600 vehicles per direction during the p.m. peak hour. On a daily basis, this equates to approximately 15,000 vehicles per day.
- Construction of Phase 1 of the Bypass is anticipated to reduce traffic volumes in downtown Newberg by 20 percent and in downtown Dundee by 41 percent in 2016, as compared to the No Build.
- As compared to the No Build, Phase 1 would result in a need to mitigate six intersections in East Newberg. No mitigation would be necessary in either downtown Newberg or Dundee as Phase 1 would result in improved operations in these areas.
- If the Oregon 219/2nd Street intersection were restricted to right-in-right-out conditions (consistent with Newberg's Transportation System Plan) and Wilsonville Road were realigned opposite the Bypass ramp intersection, the majority of the Bypass-related traffic will travel between Oregon 99W and Oregon 219 via Springbrook Road.

2035 Intersection Operations

KAI evaluated year 2035 weekday p.m. peak hour operations for all study intersections under both the No Build and Phase 1 conditions using post-processed traffic volume data. Figures 4 and 5 present the 2035 operations at the study intersections, under No Build and Phase 1 conditions, respectively. Appendix C provides the full details of the operations analysis.

Table 2 identifies the resultant operations. A summary of key findings from the year 2035 analyses includes:

- Under 2035 conditions with Phase 1 of the Bypass, Oregon 219 and other east Newberg roadways (south of Oregon 99W) experience high levels of congestion and many study intersections exceed a v/c ratio of 1.0. This will make it much more difficult for travelers to reach the east end of the bypass, thereby reducing the relative utility of Phase 1 over time.
- Under 2035 conditions, the Bypass is estimated to carry between 700 and 900 vehicles per direction during the p.m. peak hour. On a daily basis, this equates to approximately 20,000 vehicles per day.
- Phase 1 of the Bypass is anticipated to reduce traffic volumes in downtown Newberg by 10 percent and in downtown Dundee by 36 percent in 2035, as compared to the No Build.
- In 2035, many of the East Newberg intersections would operate over capacity, even with opening year mitigation measures in-place. With the opening year mitigation in-place, the following intersections are projected to operate worse than the No Build in the year 2035:
    - Oregon 99W/Providence
    - Oregon 99W/Elliott Street
    - Oregon 99W/Villa Road
    - College Street/Hancock Street
    - Elliott Street/2nd Street
    - Brutscher Street/Fernwood Road
- Although the opening year mitigations allow Springbrook Street/Fernwood Road to operate better than the No Build, over capacity conditions are projected at this intersection.

- The findings of this analysis continue to illustrate that in the long-term, construction of the Full Bypass is necessary to achieve under capacity conditions as well as mobility standards at many of the study intersections.

As shown in Table 2, the physically-impacted intersections are not anticipated to meet Highway Design Manual (HDM) standards in 2035 under the Phase 1 – with Opening Year Mitigation scenario. For these intersections to meet HDM standards in 2035 the following mitigations are needed:

- Bypass/Oregon 219: addition of a third eastbound left turn lane off of the bypass and a third northbound through lane on Oregon 219
- Oregon 219/Springbrook: addition of a third northbound through lane on Oregon 219 and a third westbound left turn lane on Springbrook
- Oregon 219: widening to three through lanes in each direction between Springbrook and the Bypass intersection
- Oregon 99W/Bypass – convert to an interchange.

The addition of triple left-turn lanes at the Bypass/Oregon 219 and Oregon 219/Springbrook intersections is not feasible and is not in context with the community. To date, no triple left-turns have been constructed in the state of Oregon. As shown in Table 2, both intersections are anticipated to operate below capacity (i.e., volume-to-capacity ratio of 0.82 or better in the year 2035). Further, the construction of the full Bypass will eliminate the need for these improvements. Therefore, no further mitigation measures are recommended beyond those identified for the opening year (2016).

Table 2 Intersection Operations

Intersection	Performance Standard	2016 No Build	2016 Phase 1 - Unmiti-gated	2016 Phase 1 - Mitigated	2035 No Build	2035 Phase 1- Unmiti-gated	2035 Phase 1 – with Opening Year Mitigation*
Physically Impacted Locations							
Bypass/Oregon 219	0.65	-	0.64	0.60	-	0.82	0.78
Oregon 219/ Springbrook	0.80	0.52	0.96	0.62	0.84	>1.0	0.82
Oregon 99W/ Bypass Ramp (if signalized)	0.65	-	0.65	0.65	-	0.85	0.85
Non-Physically Impacted Locations							
Oregon 99W							
Old Parrett Mountain Rd.	0.70	0.46	0.46	0.46	>2.0	>2.0	>2.0
Veritas Ln.	0.70	0.13	0.13	0.13	0.21	0.21	0.21
Corral Creek Rd.	0.70	>2.0	>2.0	>2.0	>2.0	>2.0	>2.0
Benjamin Rd.	0.70	>2.0	>2.0	>2.0	Removed	Removed	Removed
Providence Dr.	0.70	0.79	0.79	0.79	1.4	1.6*	1.6*
Brutscher St.	0.75	0.90	0.82	0.82	1.2	1.1	1.1
Springbrook St.	0.75	0.90	0.86	0.84	1.2	1.2	1.2
Elliott St.	0.80	0.75	0.82*	0.76	1.04	1.1*	1.1*
Villa Rd.	0.80	0.81	0.73	0.77	0.95	0.87	0.96*
College St. (north)	0.90	0.79	0.72	0.72	0.95	0.97*	0.97*
College St. (south)	0.90	0.67	0.60	0.60	0.78	0.73	0.73
Fox Farm Rd.	0.75	1.6	0.54	0.54	>2.0	1.3	1.3
1st St.	0.90	>2.0	0.40	0.40	>2.0	2.0	2.0
5th St.**	0.90	0.86	0.53	0.53	1.3	0.95	0.95
10th St.	0.90	>2.0	0.14	0.14	>2.0	0.51	0.51
Niederberger Rd.	0.90	1.6	0.07	0.07	>2.0	0.54	0.54
McDougall Rd. (north)	0.70	0.75	0.75	0.75	>2.0	>2.0	>2.0
Oregon 18	0.70	0.38	0.38	0.38	>2.0	>2.0	>2.0
Stoller Rd.	0.70	0.13	0.13	0.13	0.31	0.31	0.31
McDougall Rd (south)	0.70	0.03	0.03	0.03	0.05	0.05	0.05

Intersection	Performance Standard	2016 No Build	2016 Phase 1 - Unmiti-gated	2016 Phase 1 - Mitigated	2035 No Build	2035 Phase 1- Unmiti-gated	2035 Phase 1 – with Opening Year Mitigation*
Oregon 219							
Villa Rd.	0.80	0.24	0.18	0.23	0.43	0.41	0.47
2nd St.	0.80	0.51	>2.0*	0.19	>2.0	>2.0*	0.28
Wynooski Rd.	0.80	0.88	0.98*	0.74	>2.0	>2.0*	>2.0*
Oregon 18							
Kreder Rd.	0.70	0.12	0.12	0.12	0.58	0.58	0.58
Dayton Interchange RIRO	0.70	0.17	0.17	0.17	0.46	0.46	0.46
Dayton Interchange Ramps/3rd St	0.70	0.18	0.18	0.18	0.29	0.29	0.29
Key Local Intersections							
Springbrook St./Hayes St.	0.90	0.38	0.52	0.51	0.55	0.65	0.75
Springbrook St./Fernwood Rd.	0.90	0.70	>2.0*	0.63	1.4	1.7*	1.3
Wilsonville Rd./Springbrook St.	0.90	0.73	1.4	Removed	>2.0	>2.0	Removed
Elliott St./Hayes St.	0.90	0.29	0.47	0.09	0.66	1.03*	0.20
Elliott St./2nd St.	0.90	0.07	1.1*	0.52	1.03	>2.0*	1.1*
Brutscher St./Fernwood Rd.	0.90	0.31	0.32	0.31	1.6	>2.0*	>2.0*

* With Phase 1 in-place without mitigation, intersection operates worse than No Build and does not meet relevant standard.

**Analysis of the Oregon 99W/5th Street will be updated at a later date.

Phase 1 Conditions with Opening Year Mitigations In-Place

Table 3 presents potential mitigation measures needed to achieve No Build or better conditions in the Opening Year. These mitigations are also summarized in Figure 6. In addition, Table 3 cross-references the mitigation options with the City of Newberg TSP and the DEIS. Table 2 identified the resultant intersection operations if the mitigation measures shown in Table 3 were in-place with the construction of Phase 1 of the Bypass.

Table 3 Potential Opening Year Mitigation Measures[1]

Location	Mitigation	Compliance with TSP
Oregon 99W/Springbrook St.	Construct second westbound left-turn lane and second southbound receiving lane on Springbrook extending at 300 feet from Oregon 99W.	This intersection was not identified as needing improvements in the TSP but was in the EIS.
Springbrook St./Oregon 219	Construct second westbound left-turn lane, second southbound through lane, and second northbound through lane.	These improvements were not identified in the TSP. The additional through lanes on Oregon 219 were identified in the EIS but the second westbound left-turn lane was not.
Springbrook St./Fernwood Rd.	Signalize intersection.	This is identified as a needed capacity improvement in the TSP.
2nd St./Oregon 219	Convert 2nd Street to right-in-right-out.	This is identified as a needed capacity improvement in the TSP.
Oregon 219/Wynooski Rd.	Construct eastbound right-turn lane	This intersection was not identified as needing improvements in the TSP but was in the EIS.
Oregon 219/Wilsonville Road/Bypass Intersection	Construct westbound left, through and right-turn lanes. Construct dual southbound right-turn lanes to access Bypass and dual westbound left-turn lanes to exit Bypass onto Oregon 219.	This improvement was not identified in the TSP; rather the TSP identified the realignment of Wilsonville Road assuming the Full Bypass is in-place.
Wilsonville Rd.	Extend Wilsonville Road west to connect to Oregon 219/Bypass intersection. Cul-de-sac section of Wilsonville Road between new extension and Springbrook Street.	This improvement was not identified in the TSP; rather the TSP identified the realignment of Wilsonville Road assuming the Full Bypass is in-place.
Springbrook Street	Widen Springbrook Street to three lanes between Oregon 99W and Oregon 219.	Springbrook is classified as a minor arterial, which requires a 3-lane cross-section with bike lanes and sidewalks. This widening is identified as a capacity improvement in the TSP.
Oregon 219 (not a mitigation measure but included as part of Bypass)	Widen Oregon 219 to a five-lane roadway from approximately 500 feet south of the Bypass intersection to approximately 500 feet north of the Springbrook Street intersection.	Oregon 219 is classified as a minor arterial, which requires a 3-lane cross-section. The widening to five-lanes was not identified in the TSP but was in the EIS.

Several non-physically impacted locations which do not meet mobility standards under 2035 No Build conditions will experience an additional decrease in performance under 2035 Phase 1 with Opening Year Mitigation conditions. These intersections are listed below in Table 4, along with additional potential mitigations that could improve operations to 2035 No Build conditions or better.

[1] The specific opening year mitigation measures for Phase 1 may differ somewhat from the currently proposed mitigation measures, based on the forthcoming conceptual design, costs, and secondary impact analysis of the Phase 1 opening year traffic mitigation measures.

These potential future mitigation measures could be considered by ODOT and the City of Newberg subsequent to the opening year (2016) if it becomes apparent that only Phase 1 of the Bypass would be constructed by the year 2035 (for example, this review could occur during the update of the Newberg Transportation System Plan).

For comparative purposes, Table 4 also identifies those improvements that are identified in the DEIS as needed as part of the Full Bypass. As shown in the table, only the Oregon 99W/Villa Road and Oregon 219/Wynooski intersections are identified as needing improvements with construction of the Full Bypass. The improvements needed with Phase 1 at these two locations are similar to those required with the Full Bypass.

Table 4 Potential 2035 Mitigations

Intersection	2035 No Build	2035 Phase 1 – with Opening Year Mitigation	Proposed Mitigation	Resultant Conditions	Prior Tier 2 EIS Mitigation Measures
Oregon 99W/Providence Dr.	**1.4**	**1.6**	add 2nd northbound left-turn lane and dedicated northbound right-turn lane with overlap	**1.3**	Install second northbound left-turn lane
Oregon 99W/Elliott St.	**1.04**	**1.1**	add southbound right-turn lane, northbound right-turn lane, and increase cycle to 150 seconds (from 120)	**1.03**	None Identified
Oregon 99W/Villa Rd.	**0.95**	**0.96**	increase cycle length to 150 seconds (from 120)	**0.93**	Modify signal to include right-turn overlap phasing
Oregon 99W/College St. (north)	**0.95**	**0.97**	increase cycle length to 90 seconds (from 70)	**0.94**	None identified.
Oregon 219/Wynooski Rd.	**>2.0**	**>2.0**	signalize	**1.06**	Install signal and widen Oregon 219 to a five-lane cross-section
Elliott St./2nd St.	**1.03**	**1.1**	add eastbound left-turn lane	**1.02**	None Identified
Brutscher St./Fernwood Rd.	**1.6**	**>2.0**	signalize (and add eastbound left-turn lane) or construct roundabout	Signal: 0.84 Rdbt: 0.75	None Identified

Proposed Mitigation Measures

As shown in Table 2, the specific opening year mitigation measures for Phase 1 will enable No Build or better operating conditions at the non-physically impacted intersections and will comply with the mobility standards outlined in the Highway Design Manual at the physically impacted intersections in the year 2016. However, the actual mitigation measures may differ somewhat from the currently proposed mitigation measure, based on the forthcoming conceptual design, costs, and secondary impact analysis of the Phase 1 opening year traffic mitigation measures. The proposed mitigation measures are outlined below.

Physically Impacted intersections/Roadways

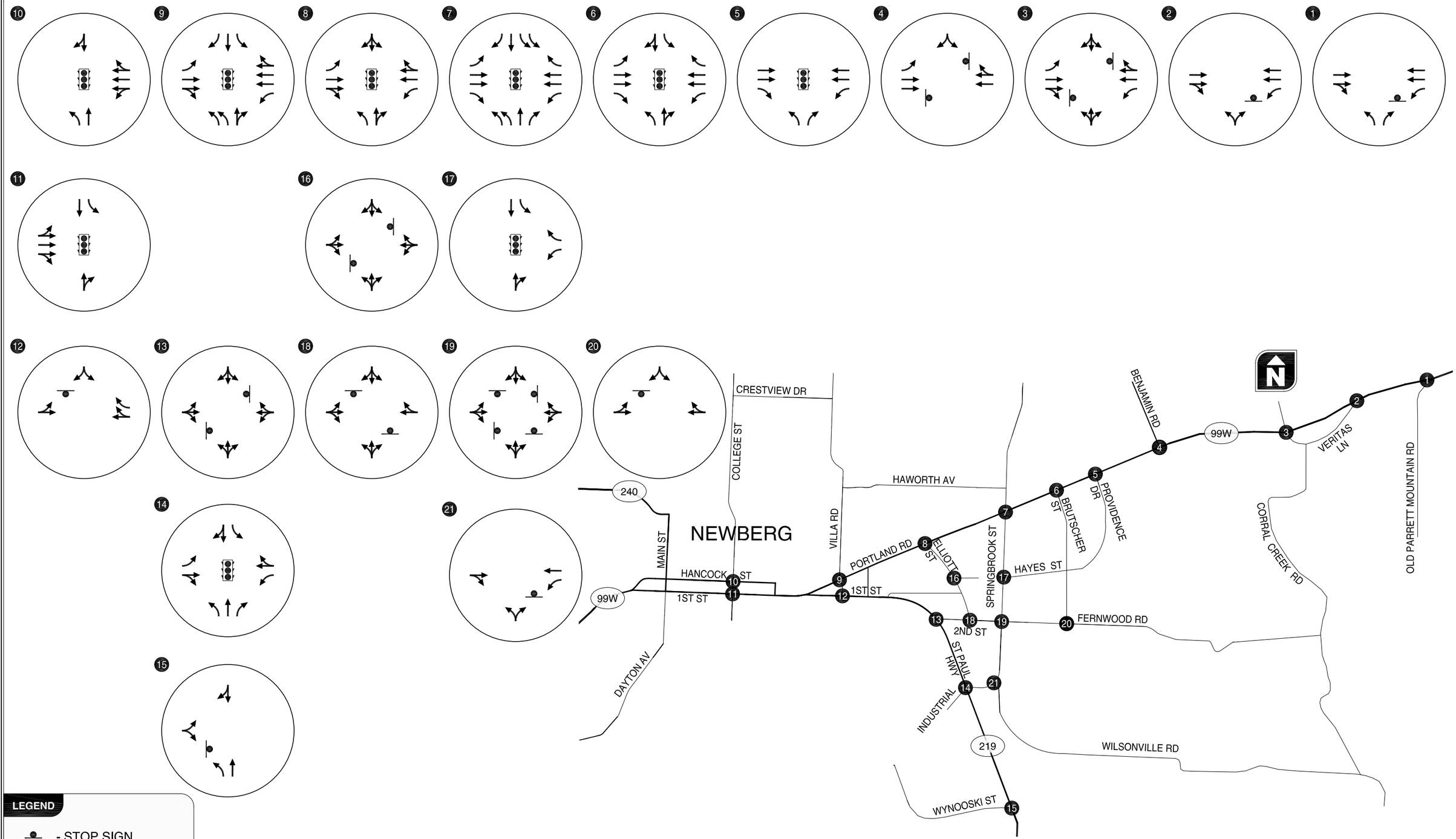
- *Springbrook Street/Oregon 219*: Construct second westbound left-turn lane, second southbound through lane, and second northbound through lane.
- *Oregon 219/Wilsonville Road/Bypass Ramp*: Construct westbound left, through and right-turn lanes. Construct dual southbound right-turn lanes to access Bypass and dual westbound left-turn lanes to exit Bypass onto Oregon 219. Extend Wilsonville Road to connect to Oregon 219 opposite the Bypass Ramp intersection. Cul-de-sac section of Wilsonville Road between new extension and Springbrook Street
- *Oregon 219*: Widen Oregon 219 to a five-lane roadway from approximately 500 feet south of the Bypass intersection to approximately 500 feet north of the Springbrook Street intersection.
- *Oregon 99W/Bypass Ramps*: either construct a directional interchange with Oregon 99W near the Fulquartz Landing Road intersection or construct an at-grade signalized intersection south of the Dundee UGB.

Non-Physically Impacted Intersections/Roadways

- *Oregon 99W/Springbrook Street*: Construct second westbound left-turn lane and second southbound receiving lane on Springbrook extending at 300 feet from Oregon 99W.
- *Springbrook Street/Fernwood*: Signalize intersection.
- *Oregon 219/2nd Street*: Convert 2nd Street to right-in-right-out.
- *Oregon 219/Wynooski Road*: Construct eastbound right-turn lane.
- *Springbrook Street*: Widen Springbrook Street to three lanes between Oregon 99W and Oregon 219.

Conclusions and Findings

The analysis presented in this memorandum demonstrates that construction of Phase 1 of the Bypass would result in reductions of congestion within the study area in the Opening Year (2016). By the year 2035, the levels of congestion will significantly worsen, illustrating that in the long-term, construction of the Full Bypass is necessary to achieve under capacity conditions as well as mobility standards at many of the impacted intersections.



EXISTING LANE CONFIGURATIONS & TRAFFIC CONTROL DEVICES NEWBERG, OREGON

FIGURE **1A**

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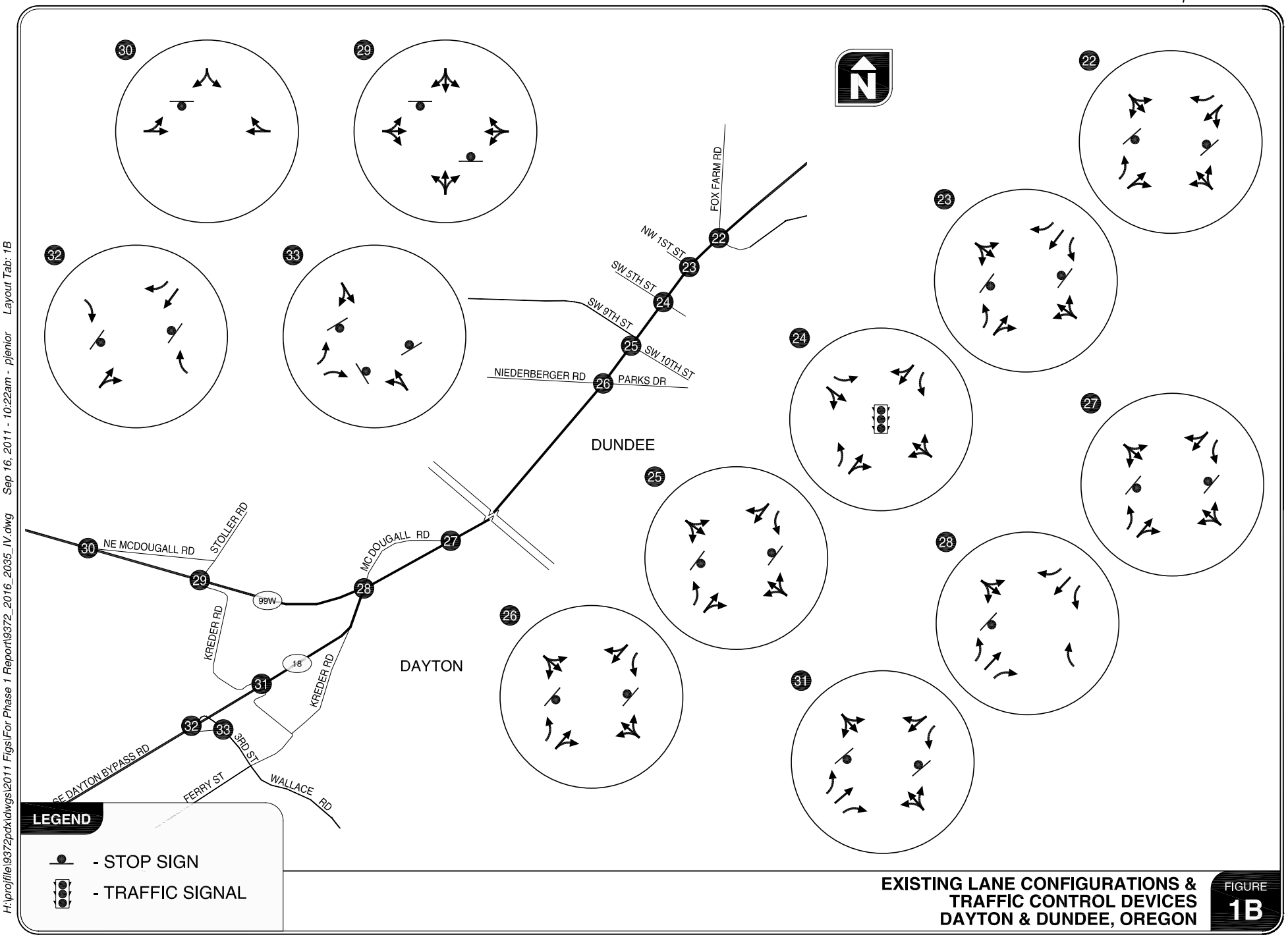

EXISTING LANE CONFIGURATIONS & TRAFFIC CONTROL DEVICES DAYTON & DUNDEE, OREGON

FIGURE 1B

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

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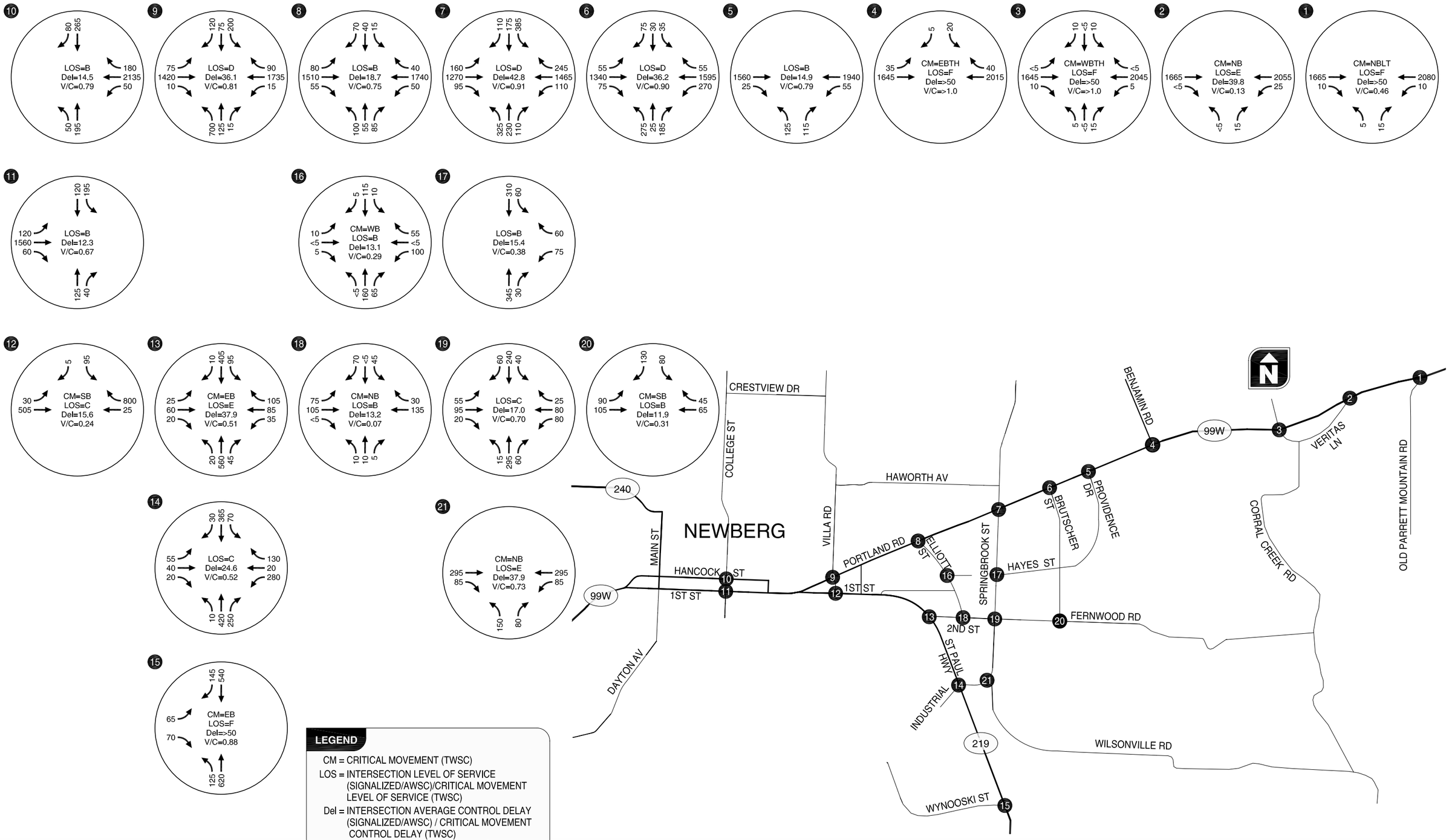

LEGEND

CM = CRITICAL MOVEMENT (TWSC)
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TWSC = TWO-WAY STOP CONTROL
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2016 NO BUILD TRAFFIC CONDITIONS NEWBERG, OREGON

FIGURE **2A**

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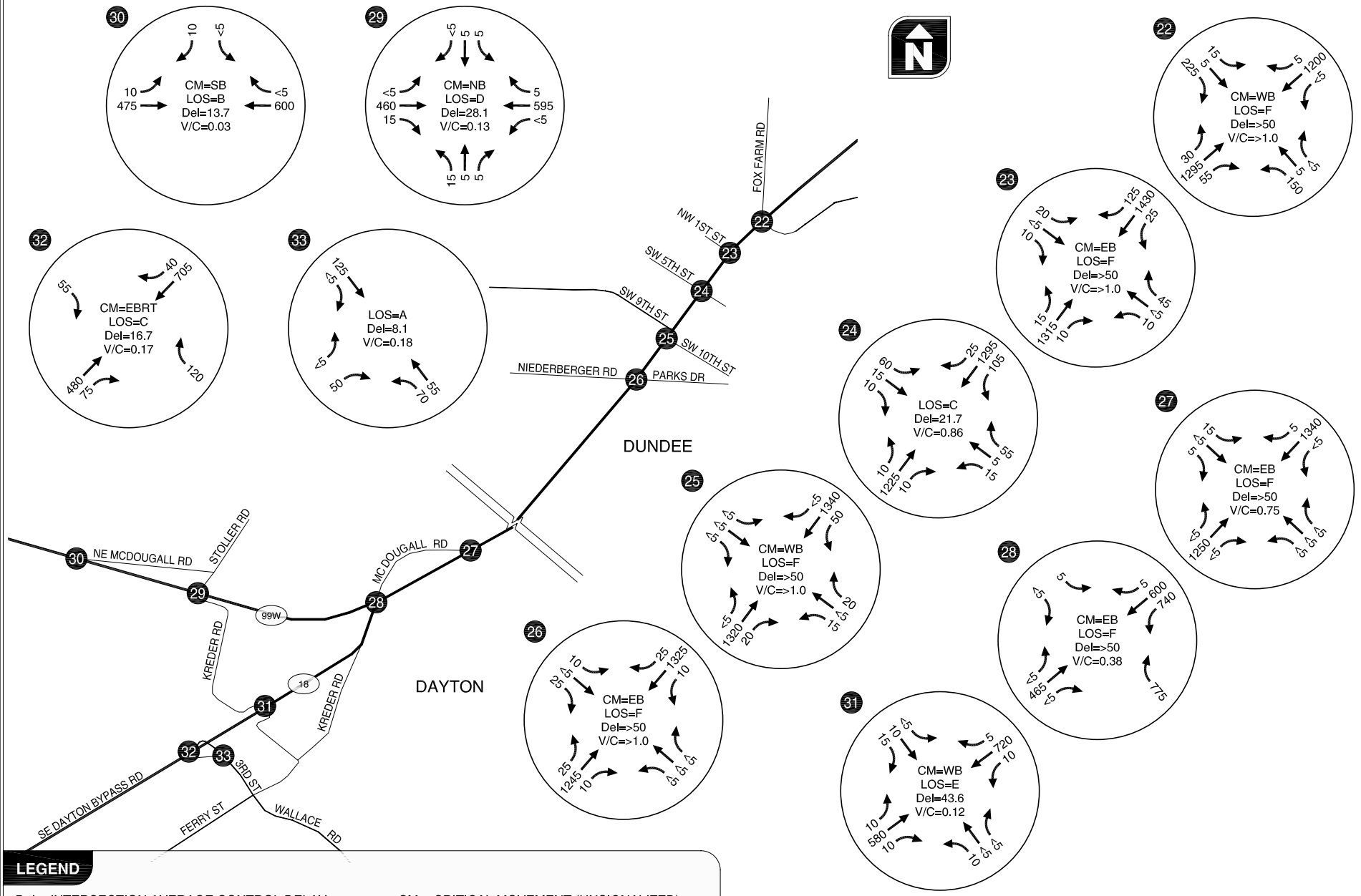

LEGEND

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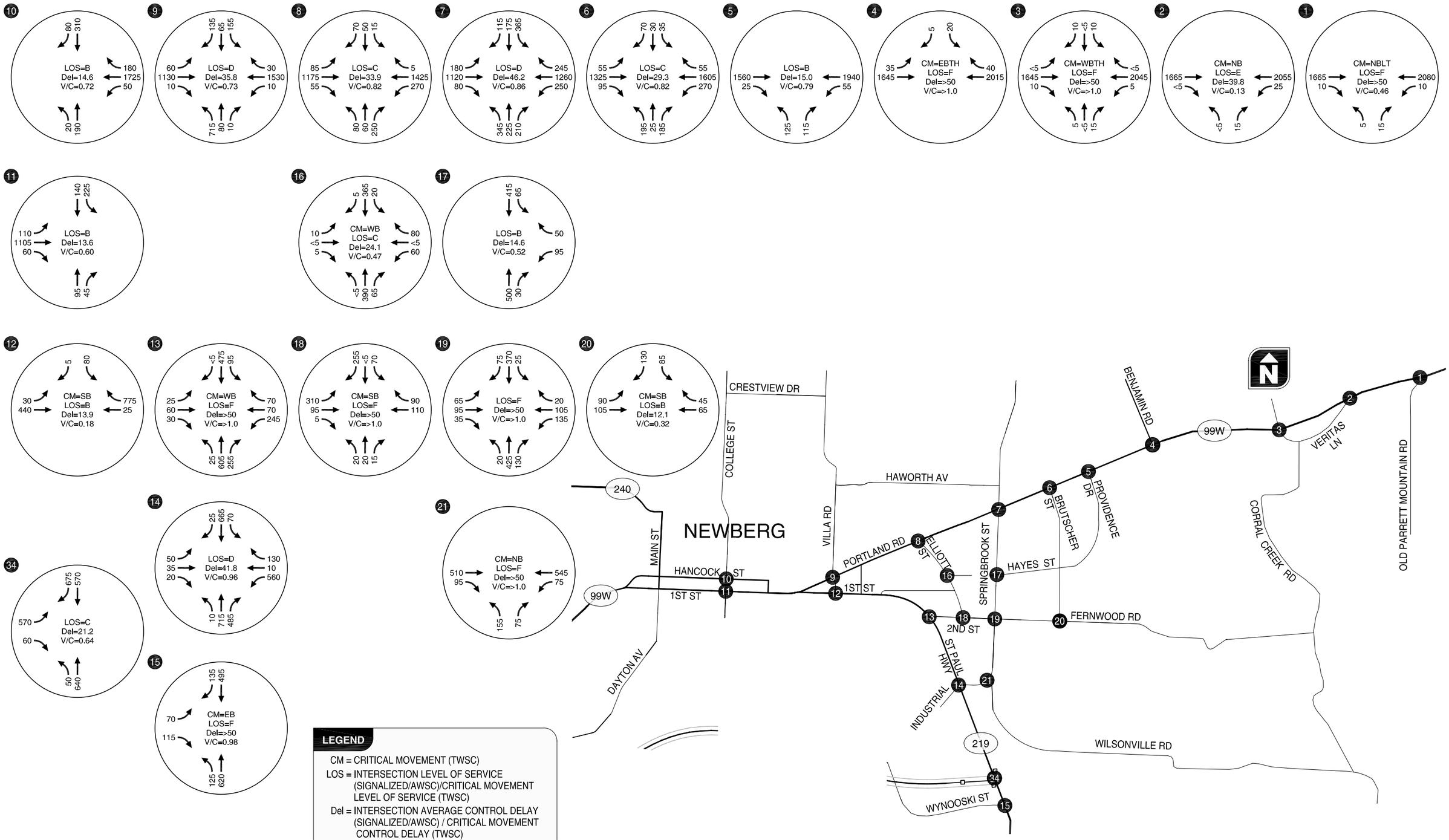
2016 NO BUILD TRAFFIC CONDITIONS DAYTON & DUNDEE, OREGON

FIGURE **2B**



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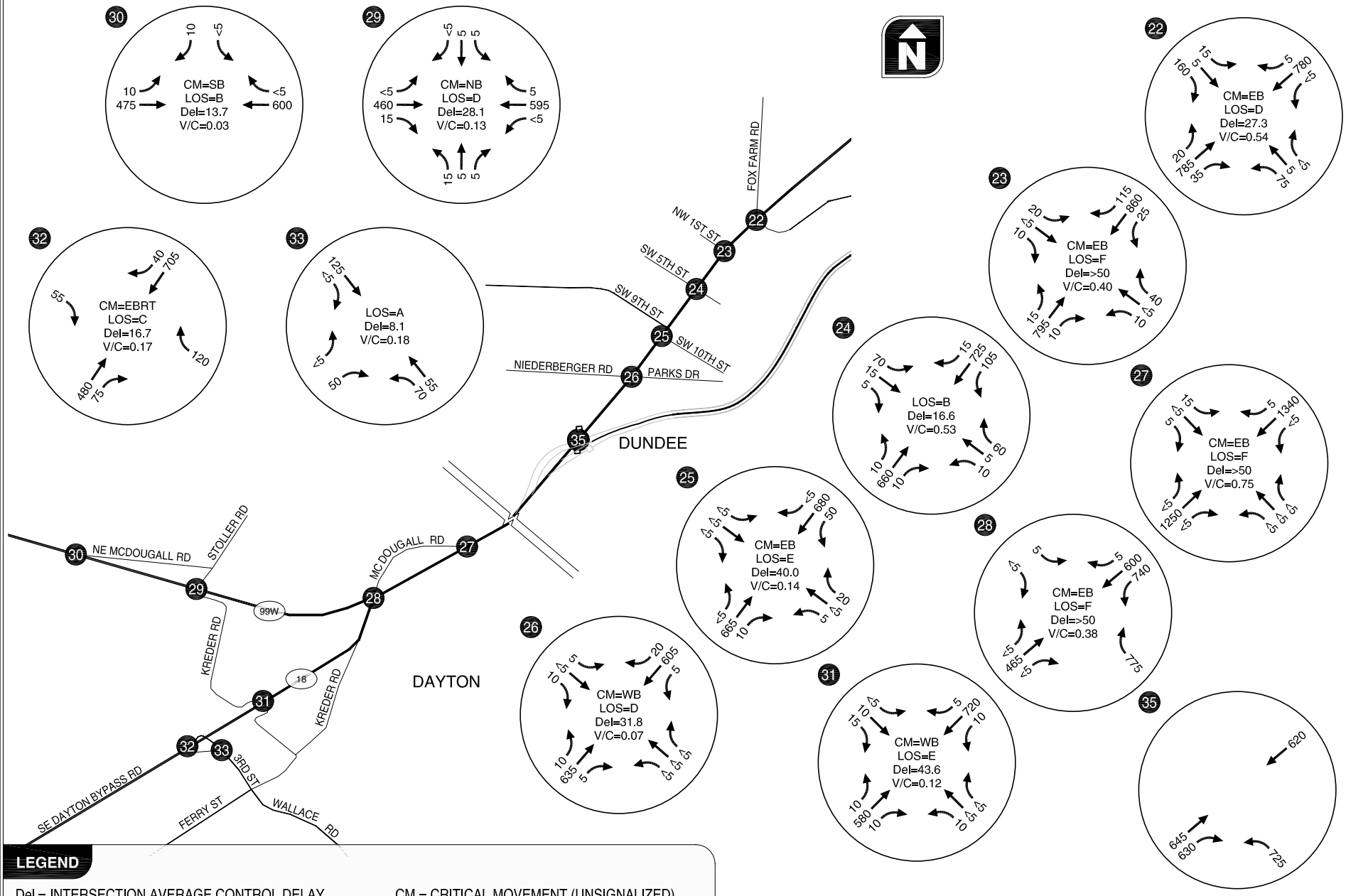
2016 PHASE 1 TRAFFIC CONDITIONS NEWBERG, OREGON

FIGURE **3A**

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING



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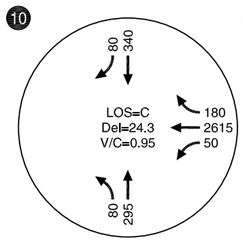
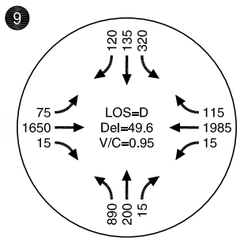
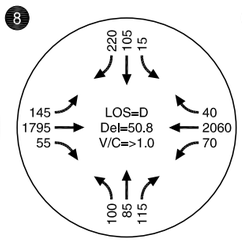
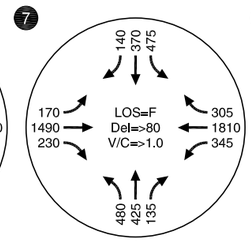
2016 PHASE 1
TRAFFIC CONDITIONS
DAYTON & DUNDEE, OREGON

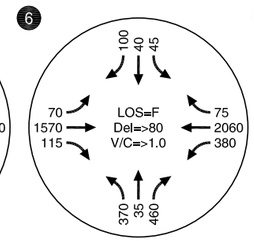
FIGURE **3B**

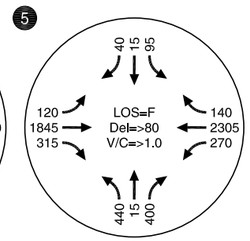


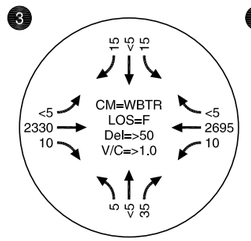


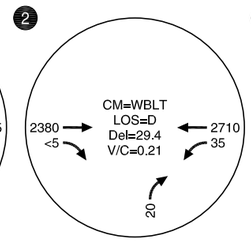


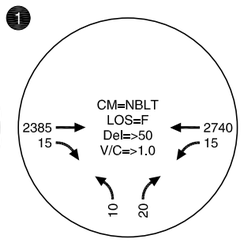


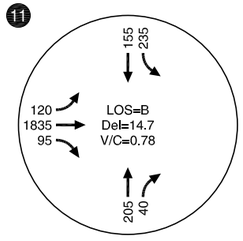


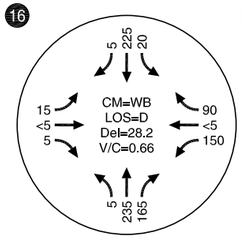


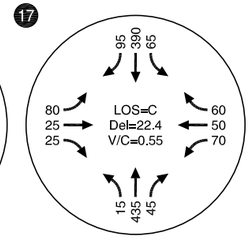


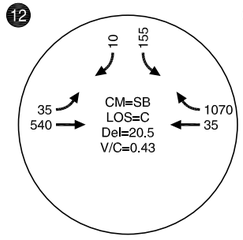


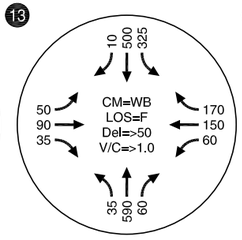


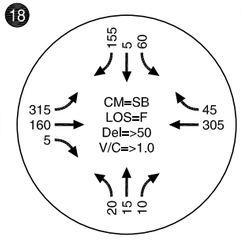


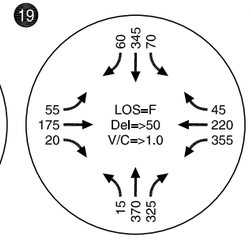


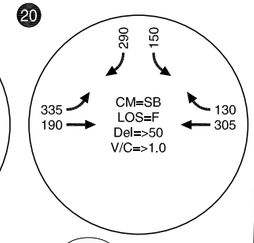


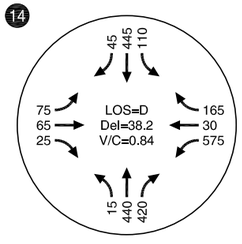


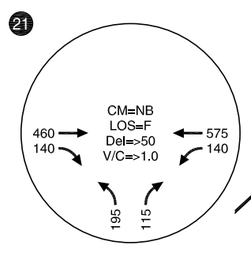


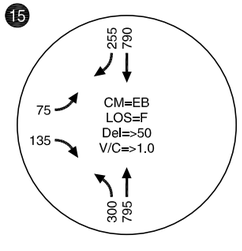












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2035 NO BUILD TRAFFIC CONDITIONS NEWBERG, OREGON

FIGURE **4A**

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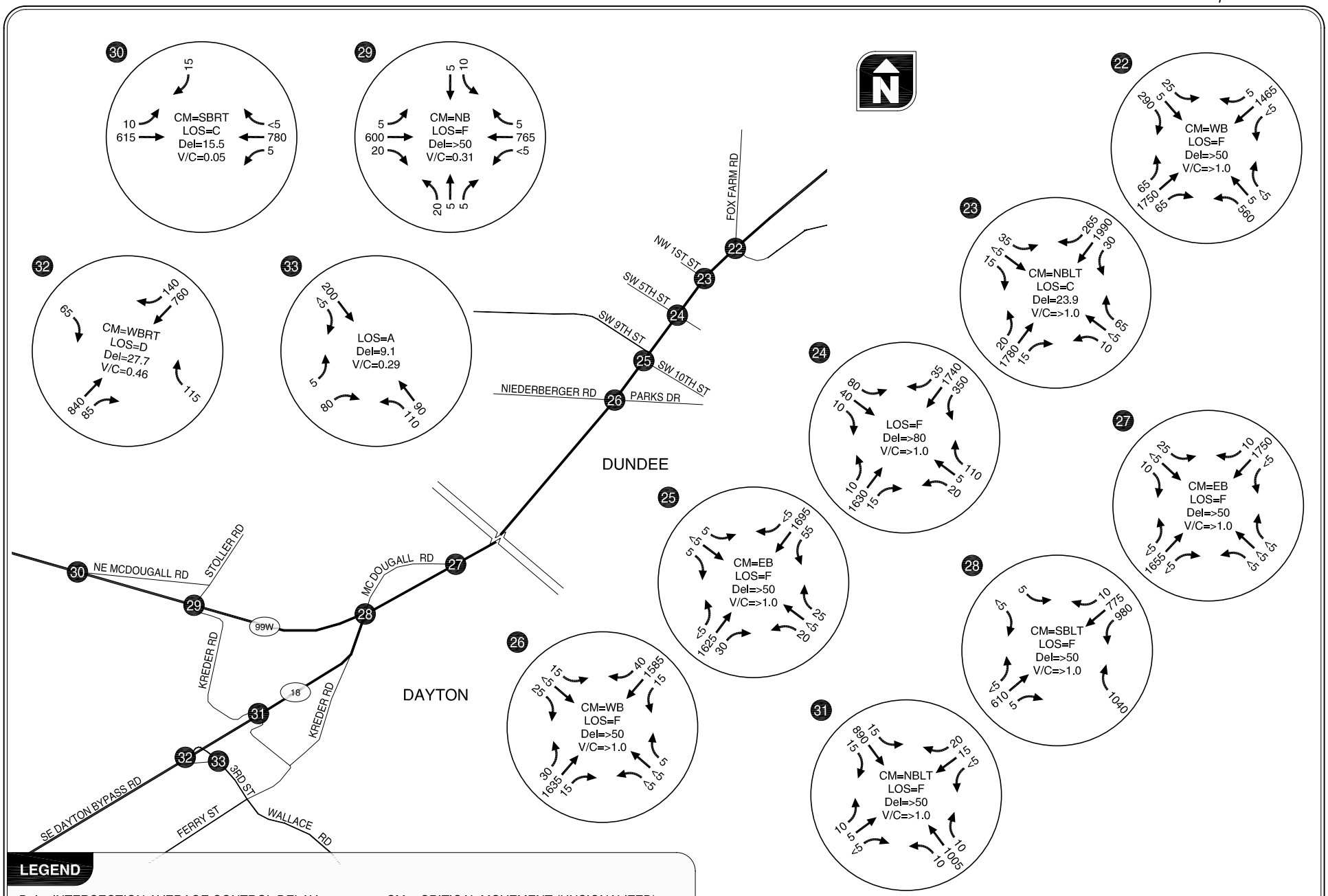

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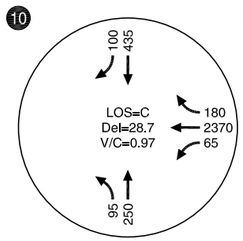
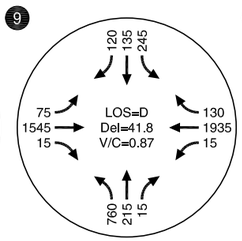
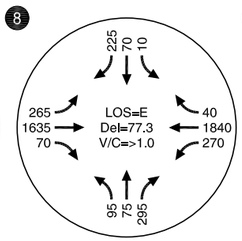
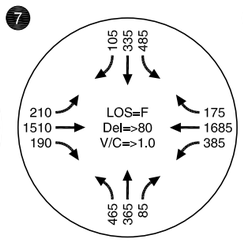
2035 NO BUILD TRAFFIC CONDITIONS DAYTON & DUNDEE, OREGON

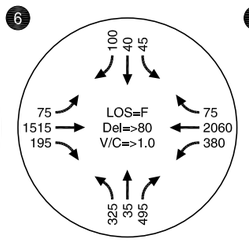
FIGURE **4B**

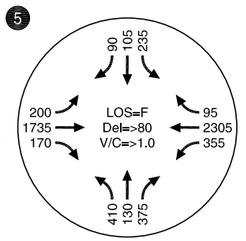


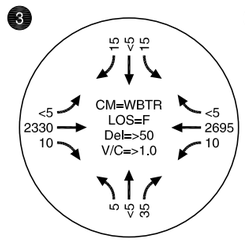


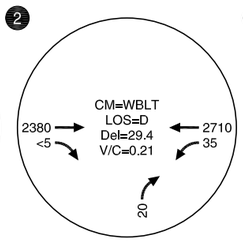


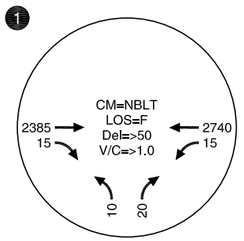


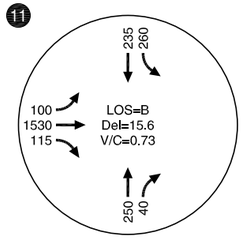


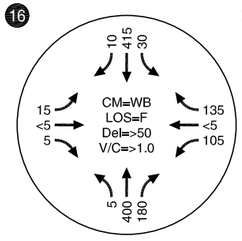


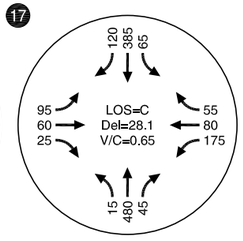


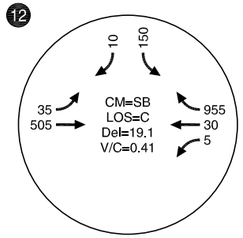


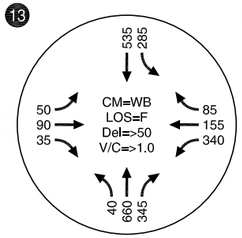


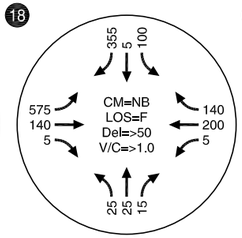


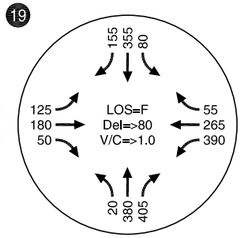


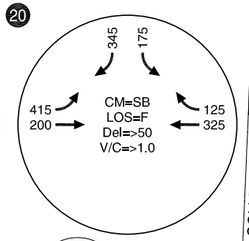


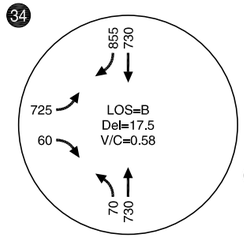


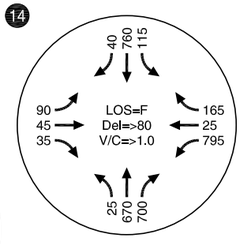


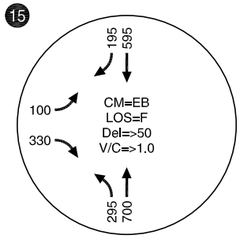


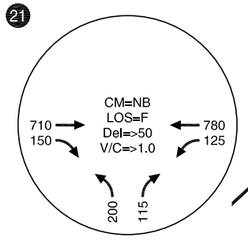












LEGEND

CM = CRITICAL MOVEMENT (TWSC)
LOS = INTERSECTION LEVEL OF SERVICE (SIGNALIZED/AWSC)/CRITICAL MOVEMENT LEVEL OF SERVICE (TWSC)
Del = INTERSECTION AVERAGE CONTROL DELAY (SIGNALIZED/AWSC) / CRITICAL MOVEMENT CONTROL DELAY (TWSC)
V/C = CRITICAL VOLUME-TO-CAPACITY RATIO
TWSC = TWO-WAY STOP CONTROL
AWSC = ALL-WAY STOP CONTROL

2035 PHASE 1 TRAFFIC CONDITIONS NEWBERG, OREGON

FIGURE **5A**

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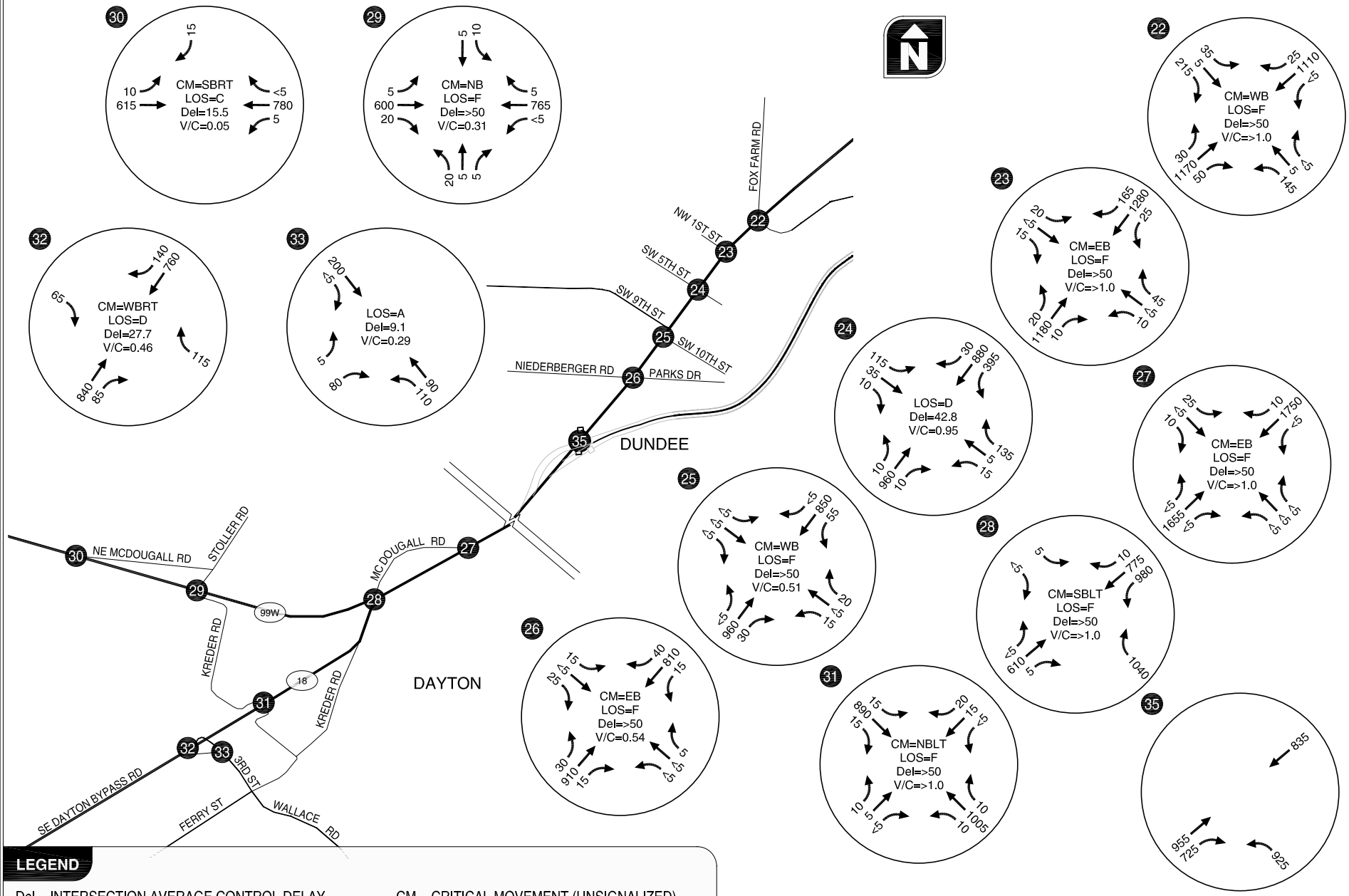
KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING



LEGEND

Del = INTERSECTION AVERAGE CONTROL DELAY (SIGNALIZED)/CRITICAL MOVEMENT CONTROL DELAY (UNSIGNALIZED)

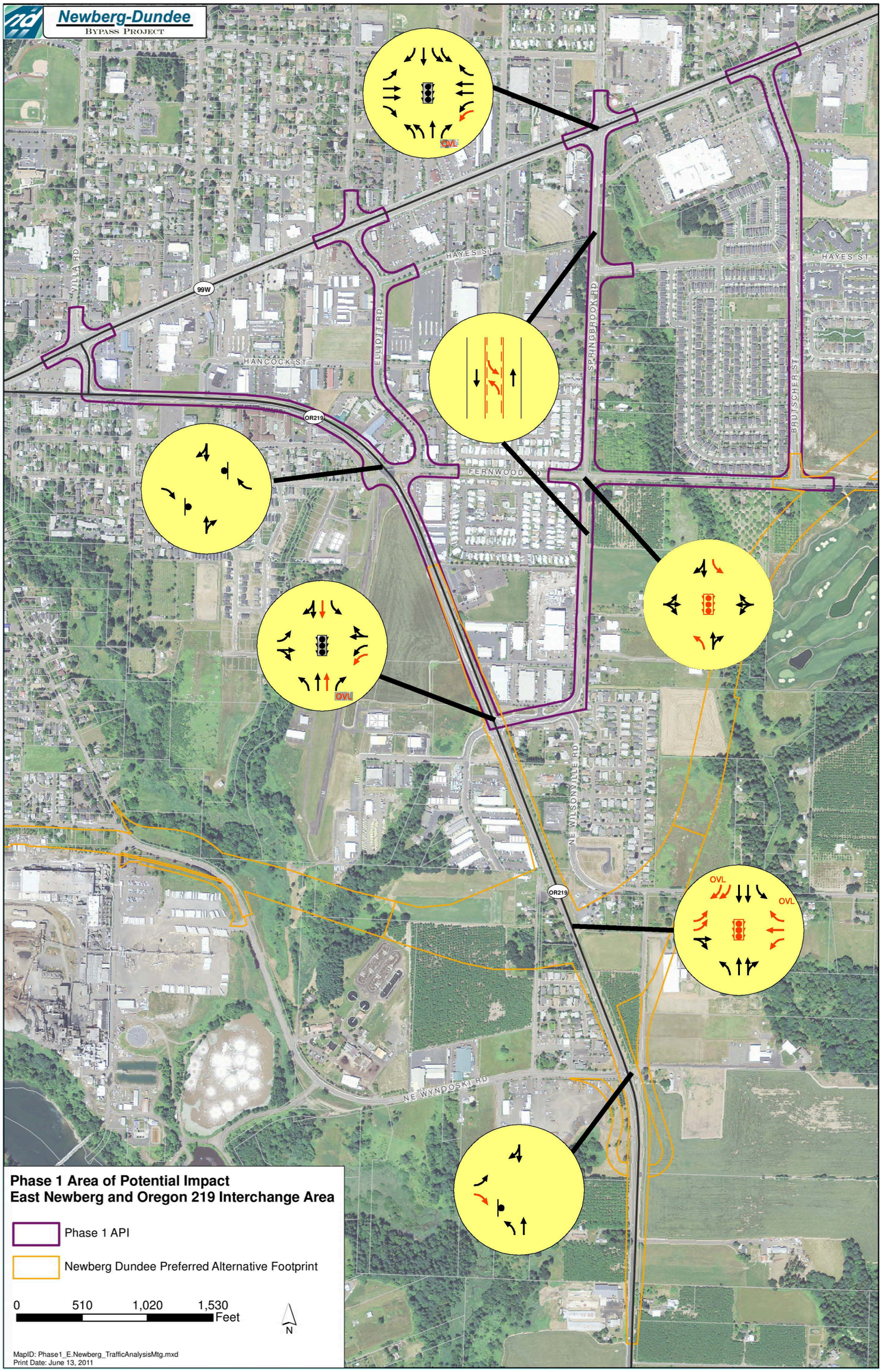
V/C = CRITICAL VOLUME-TO-CAPACITY RATIO

CM = CRITICAL MOVEMENT (UNSIGNALIZED)

LOS = INTERSECTION LEVEL OF SERVICE (SIGNALIZED)/CRITICAL MOVEMENT LEVEL OF SERVICE (UNSIGNALIZED)

2035 PHASE 1 TRAFFIC CONDITIONS DAYTON & DUNDEE, OREGON

FIGURE **5B**



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OPENING YEAR MITIGATIONS
NEWBERG, OREGON

FIGURE 6

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How do you want to transform downtown?

Newberg Downtown Coalition

June 30, 2014

Thanks to the editing team for digesting meeting notes from the Downtown Transformation breakout groups and final plenary session to compile a cogent report.

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Mike McNamara
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And special thanks to* George Edmonston *for additional editing assistance.

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Seize the Opportunity

Newberg is at an exciting point in its history. The Newberg/Dundee Bypass, a topic of discussion for over 50 years, is under construction right now. Newberg has decided to take advantage of this opportunity to transform our downtown. We have a unique opportunity to act as a community and implement our vision of the future. We have the chance to reshape downtown and form the cultural, civic, and commercial heart of our community into a space that reflects the vibrancy and optimism of its citizens.

First Street started as a dirt road before it was paved with gravel, then asphalt, to accommodate wagons and automobiles. Later, tracks were laid for the Red Electric commuter rail line, and finally those tracks were paved over as Highway 99W became the highly trafficked route it is today. In recent history, downtown has been defined by the heavy flow of traffic and a one way-couplet. The completion of the Newberg/Dundee Bypass is expected to bring significant reductions in Newberg Highway 99W traffic.

In April of 2014, the Newberg Downtown Coalition gathered citizens in public meetings to ask, “How do you want to transform downtown?” We should grasp this golden opportunity to bring the dreams and vision of Newberg into the here and now. The goal was to create a blueprint for present and future community leaders that lists tangible action steps to move our present downtown forward to our ideal. This report is that blueprint.

Attendees, including City of Newberg planning staff who served as a resource, formed groups and revisited the vision generated in 2002. The previous vision did not have the exciting reality of the bypass construction and attendees were encouraged to use that vision as a basis, but not feel constrained by it. The desired outcome of the 2014 meetings was to create a list of distinct projects and their desired outcomes. After the first meeting, participants submitted their collected reports and the agenda for the second meeting was formed by these reports.

Ten areas of focus percolated to the surface during the process: Street Closures, Signage and Way-finding, Crosswalk Improvements, Business Mix, Street Configuration, Public Art, Public Restrooms, Sidewalk Treatments, Building and Storefront Appearance, and Parking. Attendees got to use electronic polling devices to vote on and receive immediate results on questions that arose during discussion.

This document describes these areas of focus in a narrative format and concludes with a summary of the key projects outlined at the public meetings.

Benches and other sidewalk features are designed by local artists and schoolchildren, built by local craftspeople, and funded by donations from community groups and individuals wishing to contribute to the atmosphere of downtown. Even mundane elements such as public restrooms incorporate the artistic flair of the neighborhood. Public projects involve planning for artistic elements at every stage and create a unified framework for private and community driven endeavors. These efforts are guided by a Public Art Team who help provide uniformity and advice to both public and private entities on questions of design and suggestions for sources of grant funding.

Signs with the distinct visual style of downtown present information and directions reinforcing the special character of the district. They inform and direct downtown visitors to parking, restrooms, walking and biking trails, and points of interest. The same artistic themes present in public art elements are reflected by the signage.

Historical architecture is preserved and restored when possible. Fanciful elements such as historical elements of sidewalks are framed by pavers making a simple walk down First Street into a treasure hunt. New construction follows the mixed-use model of retail space at street level with office or living space above. It also incorporates a visual style that is a pleasant addition to the older buildings, but not required to mimic them.

Downtown is a place pedestrians, cyclists, and visitors of all ages feel at ease. Every crosswalk has a bulb-out that reduces the distance to cross the street. Decorative pavers and landscaping make each bulb-out an appealing addition to the streetscape. Pedestrian activated warning lights let motorists know well in advance to slow down for crosswalks that don't benefit from a stop light such as Garfield, School, and Washington Streets.

Visitors and shoppers appreciate conveniently placed public restrooms. Facilities similar to the Portland Loo or the Sidewalk Restroom encourage foot traffic and leisurely window-shopping, especially by adults with young children. A short term solution is the strategic placement of port-a-potties at the empty lot at Howard Street and First Street or the Merchants' Parking Lot on Second Street between Howard and College Streets.

Wide sidewalks allow ample seating outside of downtown's many eateries and coffee shops and patrons have plenty of room to dine "al fresco". Plentiful shade trees and awnings provide refuge from the sun and the occasional rain shower. The additional space on the sidewalks allows for more street furniture like benches, wine-barrel planters, and bike racks without impeding pedestrians.

Public parking is easy to find thanks in part to improved signage but also thanks to the newly renovated Merchants' Parking Lot. Additional public parking spaces may become available by working with owners of vacant downtown lots and in diagonal parking along sections of First and Howard Streets. Parking areas are surfaced with decorative pavers and ample landscaping that keep them from being barren asphalt islands. Instead, parking areas are designed with the idea that they are a "people place used by cars", and not a "car place used by people".

What We Want

The downtown area offers a broad scope of retail sales, restaurants, coffee shops, and services that cater to the walk-in customer. Downtown is a destination both in and out of Newberg and a place people want to travel TO rather than travel THROUGH. People walk, bike, and drive to downtown for shopping and services.

Local goods and services are downtown's focus and shopping is a delightful voyage of exploration and discovery instead of a get-in-get-out chore. Through incentives, code changes, and promotion the types of businesses that settle downtown is subtly shaped over time without disruptive regulation. As growth occurs, codes are reviewed to allow more upward expansion. Mixed-use buildings are encouraged. A vibrant culture develops as downtown becomes a place to be and be seen. Downtown frequently hosts festivals and special events and First Street is the center of public life. Downtown businesses are open longer hours and evenings downtown are just as relaxing for visitors and profitable for merchants as daylight hours.

Howard or School Street may be closed or redesigned to allow temporary closures between First and Hancock transforming the street into a public courtyard and green space. Visitors can enjoy the lively atmosphere amidst food carts, and places for people to gather and enjoy this beautifully landscaped island in the middle of the district. This "Camellia Court" ties the downtown and Newberg Cultural District closer together and is a central hub for festivals and events.

Thanks to the Newberg/Dundee Bypass, downtown traffic is greatly reduced and is no longer such an oppressive constraint for the district. People driving downtown are on their way somewhere locally for business or pleasure. New traffic configurations have restored easy access to all businesses, and the drive through the district is wonderful advertising for life in Newberg. First and Hancock Streets are no longer defined by Highway 99W running through them, but instead are known for their attractive retail shops and fine restaurants as well as the plentiful shade trees along their length.

First and Hancock Streets are reverted back to two-way, two-lane streets, freeing up space for wider sidewalks and a green median planted with over-arching shade trees. The one-way couplet is a thing of the past – no longer an obstacle to closing First Street for festivals or returning parades to the center of town.

The reduction of traffic to two lanes frees up space that can be repurposed to make downtown even more attractive. Usages vary and possibilities include more bike lanes, diagonal parking, wider sidewalks, and a green median strip. Different sections of downtown can benefit from different configurations of this reclaimed space depending on the usage of those areas.

Taking Action

The following projects are distinct items proposed by citizens attending the public meetings. These action items include:

- Establish a Public Art and Design committee to encourage the inclusion of artistic elements throughout development and provide a unified sense of design for downtown. This committee will involve representatives from the community, downtown merchants, city government, and community groups like the Newberg Downtown Coalition.
- Adopt a 1% For Art budgeting requirement for all public projects.
- Involve local artists, schoolchildren, and community groups to aid in the design and creation of street furniture, planters, and mosaic pavements. Adopting the camellia as a design element and theme is strongly supported.
- Include a treed median as part of any traffic realignment plan.
- Improve safety at crosswalks on Highway 99W that don't benefit from a stoplight by including pedestrian triggered warning lights and improved signage.
- Install public restrooms. The Portland Loo and Romtec's Sidewalk Restroom are two options that can be considered. A short-term solution would be the placement of port-a-potties at strategic locations throughout downtown.
- Widen sidewalks to allow space for more outdoor seating at restaurants as well as public seating. Sidewalks could be extended with decorative pavers, possibly funded by in part by allowing citizens to sponsor bricks.
- Improve the public Merchants' Parking Lot and include landscaping
- Adopt a long-term plan for a multi-level parking structure.
- Study closing First Street to vehicular traffic for short term festival or parade use or as a permanent pedestrian mall.
- Review codes and policies with the mindset of encouraging development of street-level downtown businesses focused on restaurant and retail that attracts foot traffic. In addition, review codes and policies to encourage the development of multi-story mixed use retail/office/residential space on vacant properties in the downtown district.
- Study permanently closing Howard or School Street between First and Hancock and transform the area into a pedestrian mall with green space and areas for food carts and other vendors.
- Market downtown as a destination and create a special sense of place with distinct signage and way-finding design.
- Return First and Hancock to two lanes of traffic travelling two ways.
- Study the potential for Second Street improvements to draw even more of the traffic load from First, extending the downtown core one block south and encouraging commercial development on Second that draws in even more foot traffic to the district.
- Create a detailed proposal for the use of road space freed up by reducing First and Hancock Streets from to two lanes of traffic. Diagonal parking, tree medians, wider sidewalks, and bike lanes are all favored. Solicit further citizen involvement on this issue.

Moving Forward

The Newberg/Dundee Bypass is no longer wishful thinking – it is under construction at this very moment. The community must move forward with decisive actions so we are prepared for the changes it will bring.

If we adopt a passive "wait and see" approach we could miss vital opportunities to implement changes that boost economic and cultural growth in downtown. There is a sense of urgency, and justifiably so. Newberg is becoming known as a place for food, drink, history, and culture. This is because the unique character of our town that has developed because of its citizens. We are the creators of our culture and we should take action to move in a direction that improves our own lives and shows the rest of the world what we can accomplish.

In the end, everyone who took part in the public meetings, breakout groups, data gathering, and report writing were involved in the process because they love this community and wish to see it grow and thrive.

Now is the time for action.

The road ahead is not easy, and will require commitments and cooperation from local government, businesses, and citizens. There are plenty of opportunities to participate and make a difference. There will be chances to participate in planning, design, and implementation of transformative ideas. Act on your desire for a safer, pedestrian-friendly downtown.

Transformation is coming. To make a difference, get involved.

For more information email info@newbergdowntown.org