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#### Memorandum

To:

Kathy & Brian Bellairs

From:

Melissa Webb, PE

Todd Mobley, PE

Date:

May 14, 2021

Subject: NE Corral Creek Road - Newberg URA Expansion



This memorandum reports and evaluates the transportation impacts related to the proposed Urban Reserve Area (URA) amendment for 95.3 acres of land located west of NE Corral Creek Road and north of NE Fernwood Road in unincorporated Yamhill County, Oregon.

The purpose of this memorandum is to prepare an analysis of compliance with the Transportation Planning Rule (TPR), which is a requirement since the proposed project includes an amendment to the City of Newberg and Yamhill County Comprehensive Plans. In addition, the memorandum will examine the future transportation impacts associated with development of the site, details the process that will still be required to get to a point of approval for urban-scale development, and examine how the site can be served by the City of Newberg's transportation system.

#### Project Location and Description

The project site is located north of NE Fernwood Road, east of N Fairway Street, and west of NE Corral Creek Road in unincorporated Yamhill County and consists of four tax lots (lots 02500, 02700, 02800, and 02900). Currently, there are three single-family dwelling units located throughout the project site. The conceptual site plan consists of a mix of residential housing types of varying densities as well as significant open space, and a small amount of commercial property at the intersection of NE Fernwood Road and NE Corral Creek Road.

The project site is shown in Figure 1 at the top of the following page.

### Process Description

The process required to get to a point of approval for construction of urban-scale development on the subject property is significant and will require approvals from both the City of Newberg and Yamhill County. The current proposal is only for an amendment to the URA to include the subject property. The URA is land outside of an Urban Growth Boundary (UGB) which is identified as highest priority for inclusion in the UGB when additional urbanizable land is needed. Even with approval of the proposed URA amendment, the following land-use processes would be necessary before any urban development could occur on the site:

- UGB amendment to include the subject property.
- Annexation into the City of Newberg, including a change in zoning from the current Yamhill County zone to a City of Newberg zoning designation.
- Application for subdivision of the property.



Figure 1: Project Location (image from Google Earth)

As required by OAR 660-021-0050(4), procedures are in place for notification and review of land use actions in order to ensure involvement by all affected local governments and special districts. The *Newberg Urban Area Management Agreement* Section 2.5(a) states:

"within the Urban Reserve Area, Comprehensive Plan Amendments, zone changes, and other applications affecting land use, including conditional use, PUDs, subdivisions and partitions, public improvement projects, health hazards, capital improvement programs and major transportation improvements, shall be processed by Yamhill County. Prior to filing an application with Yamhill County, the applicant shall apply for and receive a recommendation from the City of Newberg concerning the requested land use decision. Applications submitted without this recommendation will be deemed incomplete."

#### Site Development & Trip Generation

As explained above, bringing the proposed property into the URA will not allow construction of urban-scale development on the property without several additional land use processes and approvals. The site's current RF-20 zoning designation within Yamhill County will not change as a result of the proposed URA amendment. As such, approval of the URA amendment will not result in any newly generated vehicular trips.



If the project site develops in a manner as currently identified on the conceptual site plan, it would include the following development:

Table 1: Land Use & Development Summary

Land Use	Development Type	Units
Low Density Residential	Single Family Detached	179
Medium Density Residential	Townhome/Cottage/Duplex	297
High Density Residential	Apartment	86
Commercial	General Commercial	13,068 sf
Parks & Open Space	Park/Open Space/Wetland/Storm	20.9 Acres

### Surrounding Transportation System & Future Connectivity

The subject property is particularly well served by the transportation system within the City of Newberg as well as Yamhill County. In fact, urban development of the property would offer improved connectivity to current development within the City.

#### Improved Connectivity for The Greens

The western boundary of the site is both the current UGB and the Newberg city limits. The Greens is an adjacent subdivision that is within the City of Newberg. Currently, it is served by one site access point along NE Fernwood Road. The proposed URA amendment includes the extension of Hook Drive, which will significantly improve connectivity for the existing neighborhood as well as development within the subject site.

The City of Newberg's Transportation System Plan (TSP) identifies the need for an additional roadway connection between The Greens and NE Corral Creek Road (project E19). However, the TSP recognizes that this project would be difficult to construct, since it lies outside of the UGB and would require a goal exception to be construction. If the subject site were brought into the URA, then the UGB in a subsequent process, development on the site would facilitate this TSP-identified street connectivity, without the need for the City of Newberg to navigate the goal exception process and fund the construction of the street connection.

With the preliminary design of the site, the street system would provide a convenient connection to NE Corral Creek Road from the Greens. However, for traffic to and from the subject site, the connection through The Greens would be a circuitous route, and the two access locations along NE Fernwood Road and three along NE Corral Creek Road would offer more direct access. Development of the site would benefit The Greens with improved connectivity, but with an insignificant amount of additional traffic through the existing neighborhood.

#### NE Fernwood Road at NE Corral Creek Road Intersection Improvements

A potential intersection improvement has long been considered at the intersection of NE Fernwood Road and NE Corral Creek Road, as this location is a confluence of urban and rural traffic and an important part of the transportation infrastructure for both the City of Newberg and Yamhill County. The operation of this intersection and the potential improvement type will be the subject of detailed study as this site goes through the identified land use processes discussed previously, but preliminary designs consider a potential roundabout at the



intersection. Urban development of the site will allow significant contributions to this project.

#### NE Fernwood Road and NE Corral Creek Road Frontage Improvements

The proposed URA amendment area includes the right-of-way of both NE Fernwood Road and NE Corral Creek Road along the site frontages. With development of the site, both of these facilities would be brought up to current, urban standards. It is expected that this would include sidewalks, planter strips, curbs, and bike lanes along the frontages adjacent to the site. The opposite side of the street adjacent to the rural area are expected to have bike lanes. These improvements will provide significant upgrades to these streets, which right now are typical rural County roads without urban-scale improvements.

#### **Trip Distribution**

Currently, there is a significant amount of traffic from the urban area on NE Fernwood Road and NE Corral Creek Road, since these facilities offer access to Highway 99W. Still, trips within Newberg are directed to use the facilities within the city to the west, since the transportation infrastructure adjacent to the site that would be improved with eventual development as described above, is currently rural in nature. Figure 2 to the right is a guide sign that is placed south of NE Fernwood Road, visible to drivers existing The Greens on The Greens Avenue. This illustrates the efforts to discourage travel to the east on Fernwood Road and on Corral Creek Road.



Figure 2: Directional Signing Exiting The Greens Subdivision

US Census Bureau data shows that approximately 50 percent of residents within the City of Newberg work within the tri-county area of Washington, Multnomah, and Clackamas Counties<sup>1</sup>. While the COVID-19 pandemic has resulted in significant shifts in commuting and work travel patterns, this large percentage of employment within the tri-county area results in a strong commuter travel pattern to and from the east on Highway 99W. As explained above, eventual development on this site would also bring critical infrastructure improvements east of the current urban area that would otherwise be very difficult to fund and construct.

### Newberg-Dundee Bypass

The Oregon Department of Transportation (ODOT) is currently planning Phase 2 of the Newberg Dundee Bypass. This phase would connect the bypass between Highway 219 and Highway 99W, completing the bypass project through Newberg. This project has been in the planning stages for many years, and the configuration of the eastern interchange at Highway 99W has been examined in many forms. All of the alternatives alter and improve the intersection of Corral Creek Road at Highway 99W.

In April of 2021, ODOT representatives made a presentation to the Newberg Traffic Safety Commission regarding the current Phase 2 planning effort. The current plan shifts the intersection of Corral Creek Road at

<sup>&</sup>lt;sup>1</sup> Newberg Community Profile: www.newbergoregon.gov/sites/default/files/fileattachments/planning/page/20431/community\_profile\_final\_9v2.pdf



Highway 99W to the west and limits turning movements to right turns to and from Corral Creek Road. Schematic drawings from ODOT's presentation are attached to this report.

#### Transportation Planning Rule

The Transportation Planning Rule (TPR) is in place to ensure that the transportation system is capable of supporting possible increases in traffic intensity that could result from changes to adopted plans and land-use regulations. The applicable elements of the TPR are each quote directly in italics below, with responses following.

#### 660-012-0060 Plan and Land Use Regulation Amendments

- 1. If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:
  - (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
  - (b) Change standards implementing a functional classification system; or
  - (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.
    - (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
    - (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or
    - (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

<u>Response:</u> Subsections (a) and (b) are not triggered since the proposed land use action will not impact or alter the functional classification of any existing or planned facility and the proposal does not include a change to any functional classification standards.

Regarding subsection (c), the proposed URA cannot trigger subsections (A) through (C) since the URA amendment will not result in the generation of any trips or any potential increase in trips. As such, there is not a "significant effect" to the transportation system and the TPR is satisfied.

It should be noted that a detailed and comprehensive analysis of the transportation impacts associated with the



site will be required at the time of either the UGB amendment or annexation. Oregon law allows that detailed TPR findings can be deferred to the time of annexation. At that time, a full transportation impact analysis will be required that provides an in-depth examination of the impacts of development on the site, conditions at the applicable planning horizon, and identification of specific improvements that would be required to mitigate the impact from development.

#### Conclusion

The subject site is well positioned to provide a logical extension of the City of Newberg's transportation system. The following points illustrate the significant benefits of amending the URA to include the subject property:

- Improve connectivity and safety for The Greens subdivision, which is already within the City of Newberg, without significantly increasing trips within the existing neighborhood.
- Construct TSP project E19, which is a connection from The Greens to Corral Creek Road, avoiding a
  difficult and costly process to obtain a goals exception and construct this connection outside of the
  UGB.
- Provide improvements to the intersection of NE Fernwood Road at NE Corral Creek Road, potentially in the form of a roundabout.
- Provide urban street improvements along the site frontages to NE Fernwood Road and NE Corral
   Creek Road, including sidewalks and bike lanes.
- The above infrastructure upgrades would improve conditions for urban-area traffic that is already using these facilities that are currently rural in nature.

Before any development can occur on the property, it would still be necessary to bring the site into the UGB, annex it into the City of Newberg, and gain approval for a subdivision. Because the proposed URA amendment will not permit the construction of any development or generate any potential increase in trips to the site, the Transportation Planning Rule is satisfied. There will not be a significant effect on the transportation system as a result of the proposed URA amendment.



# OR18: Newberg Dundee Bypass Phase 2 Project



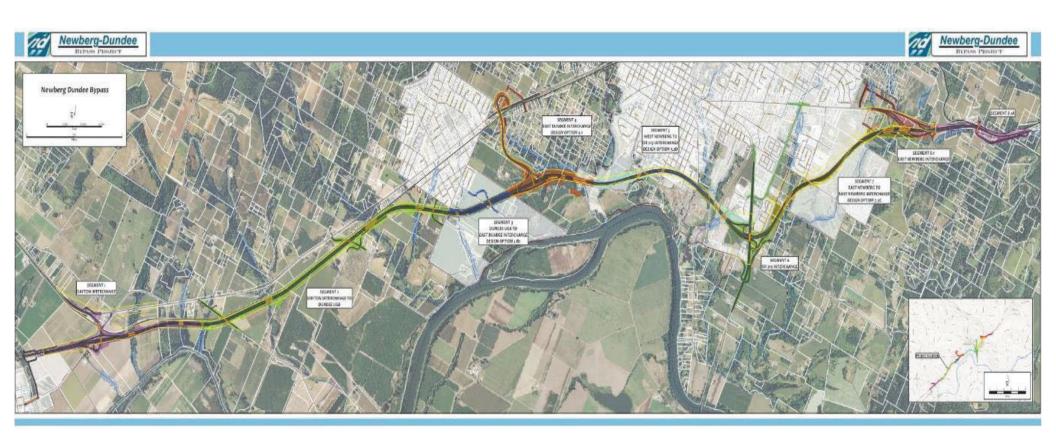
#### Presented by:

- Andrew Walker, ODOT PM
- Kelly Amador, DEA PM
- Kaitlyn Dorr, DEA Roadway

April 12, 2021 Newberg Traffic Safety Commission

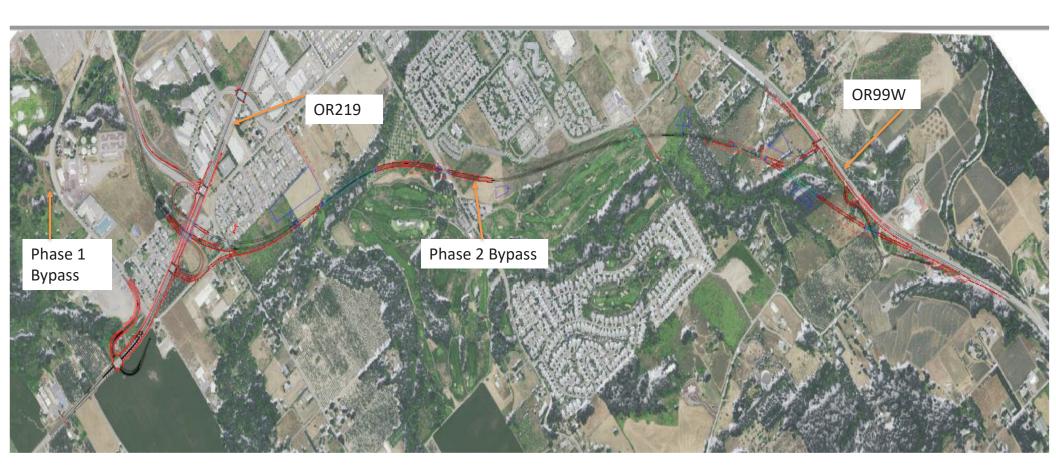


# OR18: Newberg Dundee Bypass Full Build



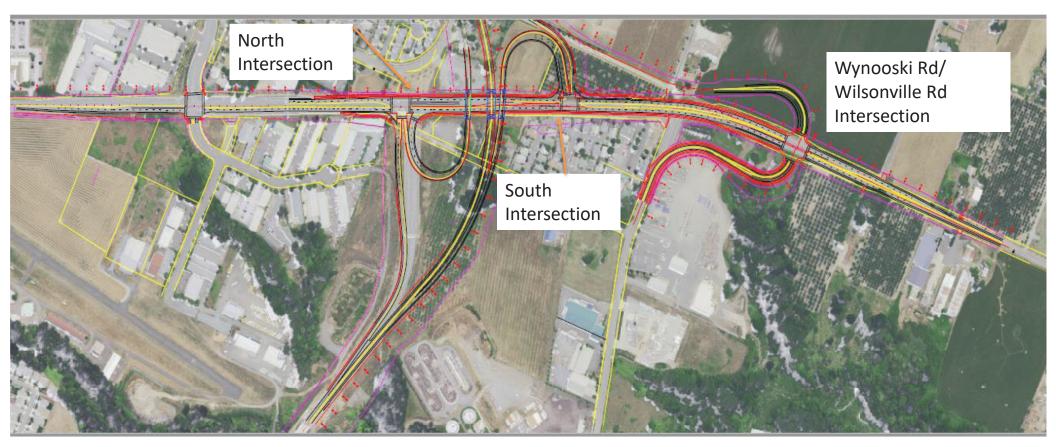


# OR18: Newberg Dundee Bypass Phase 2



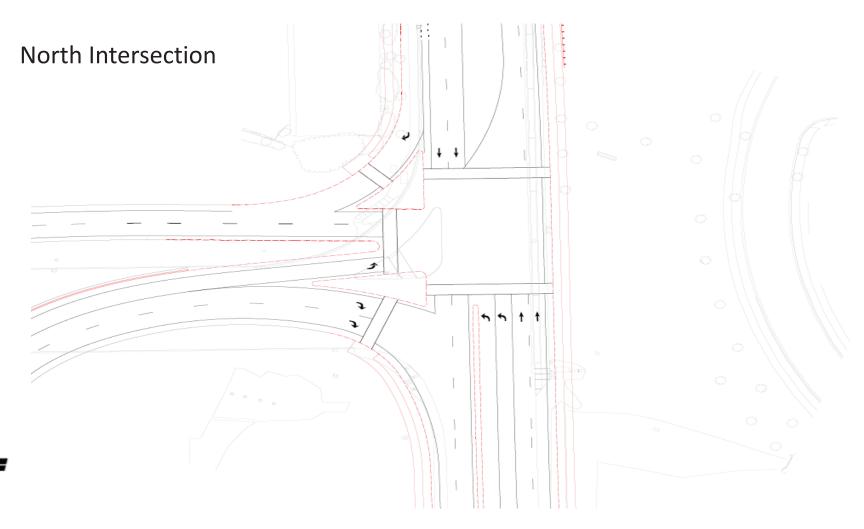


### OR18 Bypass/OR219 Intersection and Improvements (Concept)





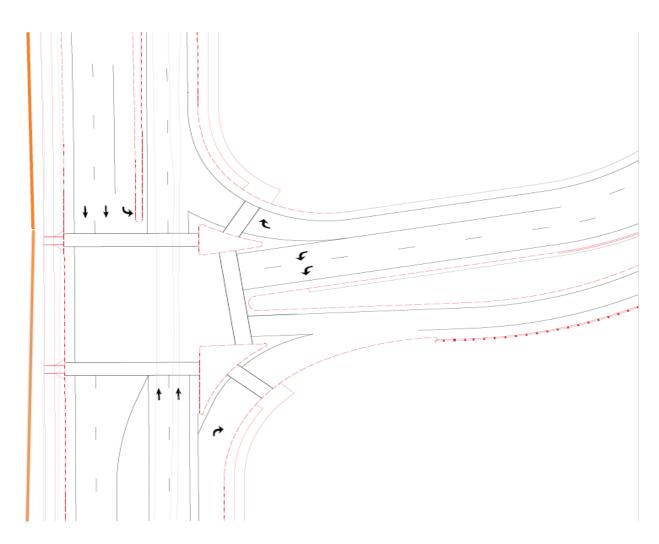
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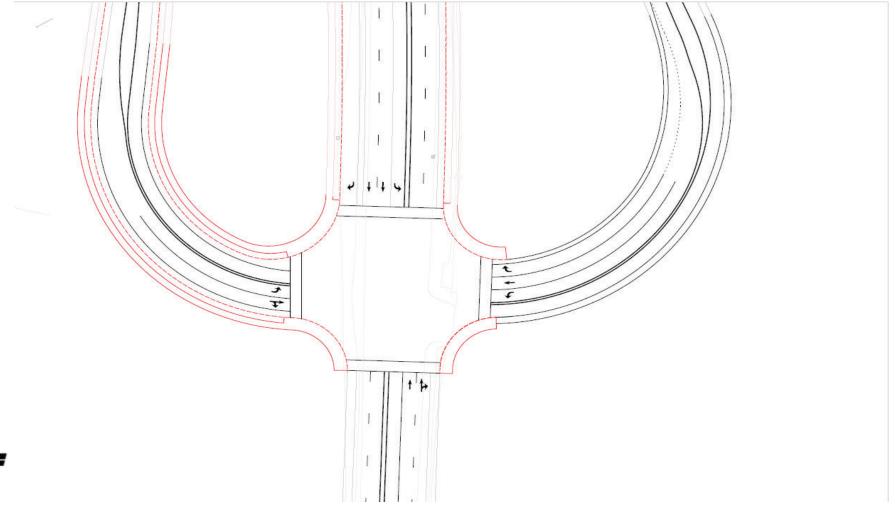
# OR18 Bypass/OR219 Intersection (Concept)

South Intersection



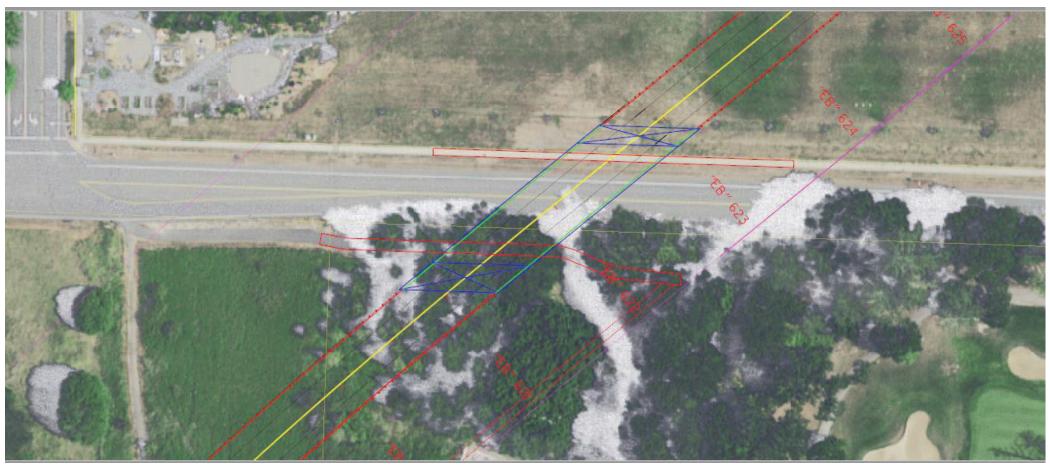


### OR219/Wynooski Road/ Wilsonville Road Intersection (Concept)



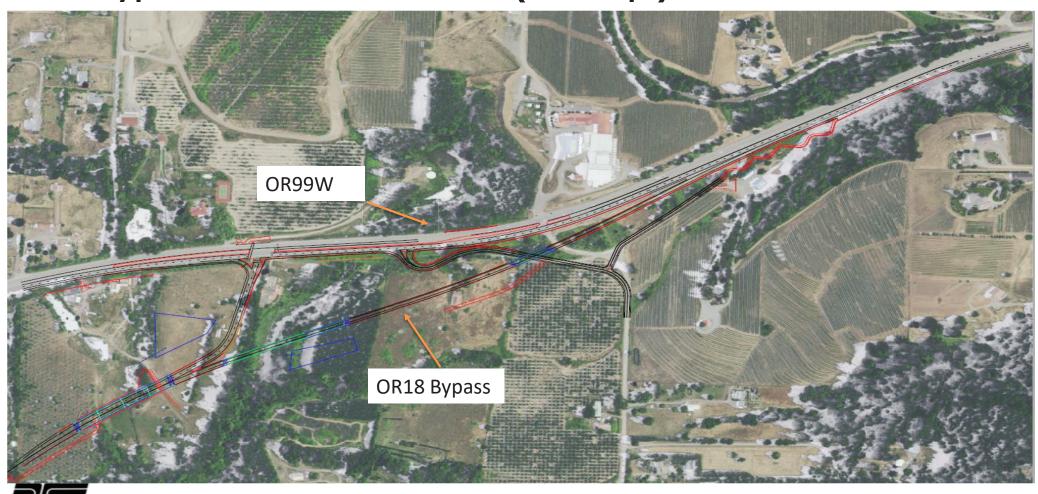


# OR18 Bypass Fernwood Bridge (Concept)

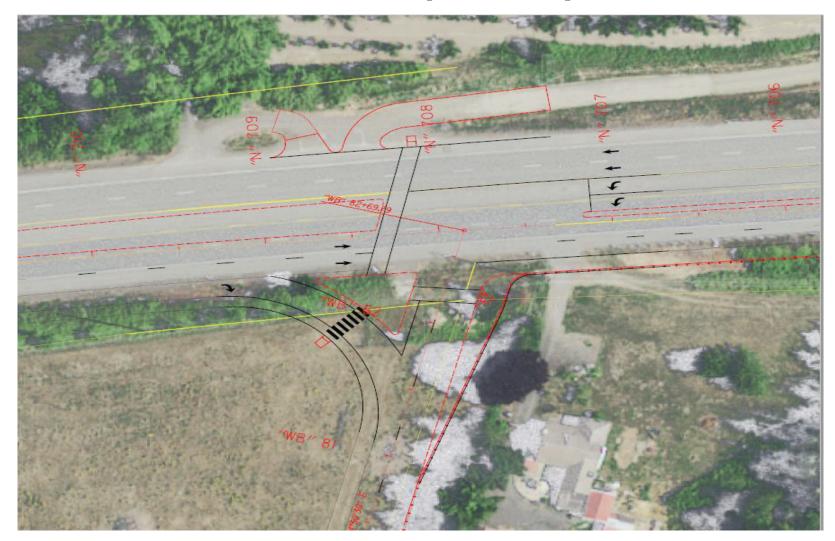




# OR18 Bypass/OR99W Connection (Concept)

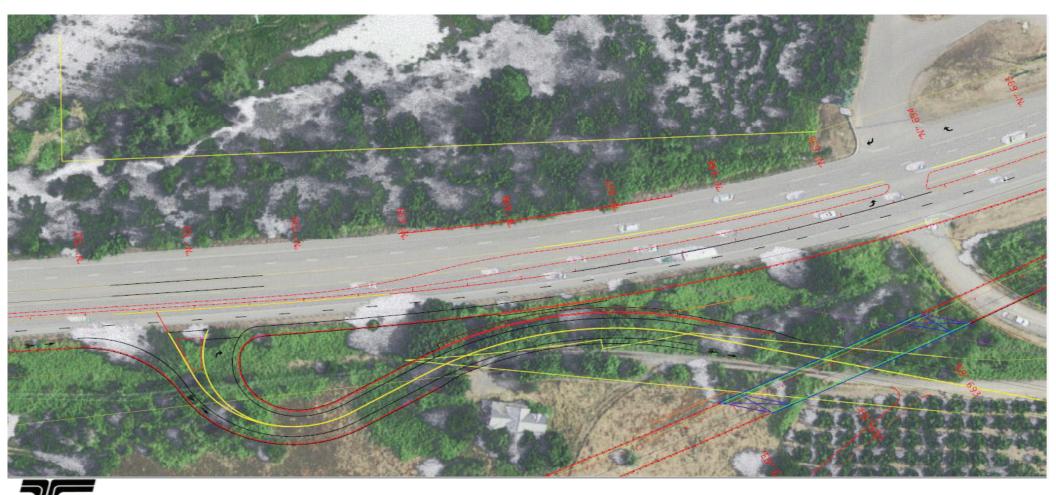


# OR18 Bypass/OR99W Intersection (Concept)





# **OR99W/Corral Creek Road Connection (Concept)**





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# Corral Creek Road/Veritas Lane Connection and Bike/Pedestrian Connection (Concept)





### Q&A / Feedback

For more info, contact:

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# Thank you!