ORDINANCE NO. 2016-2796

AN ORDINANCE AMENDING THE NEWBERG TRANSPORTATION SYSTEM PLAN TO CHANGE THE ROAD AND LANE CONFIGURATION OF SOUTHBOUND OREGON HIGHWAY 219 CONSISTENT WITH THE REFINED CONSTRUCTION PLANS FOR THE PHASE 1 BYPASS

RECITALS:

1. The Oregon Department of Transportation (ODOT) submitted an application to the City of Newberg for a proposed Transportation System Plan (TSP) amendment to change the road and lane configuration of southbound Oregon 219 from north of the Springbrook Road/Industrial Parkway intersection through the Phase 1 Bypass/Wilsonville Road intersection.

2. During the final Phase 1 Bypass design process, ODOT identified traffic safety concerns due to the substandard merge and weave distance on Oregon 219 between Springbrook Road and the Phase 1 Bypass/Wilsonville Road intersection. ODOT's analysis showed that with two through lanes and two left turn lanes, vehicles could get trapped in the wrong lane and have to make multiple merges to get into the correct lane, and there is not enough distance between the two intersections to perform these movements safely.

3. Based on the refined evaluation of operations and safety, ODOT modified the design for Phase 1 to remove one southbound travel lane and right turn on Oregon 219, create a dedicated right turn lane onto the Phase 1 Bypass, and direct left-turning vehicles into the correct left turn lane with signage further north on Springbrook Road. The proposed amendment will facilitate safe and convenient vehicular circulation and reduce potential accidents due to the substandard merge and weave.

4. The Newberg Planning Commission adopted Resolution No. 2015-310 recommending that City Council approve the requested amendment. After proper notice, the Newberg City Council held a hearing on March 7, 2016 to consider the proposed amendment.

THE CITY OF NEWBERG ORDAINS AS FOLLOWS:

1. The Transportation System Plan is hereby amended as shown in Exhibit "A", Final Design Alternative. Adoption of the amendment is based upon the findings in Exhibit "B". Exhibits "A" and "B" are hereby adopted and by this reference incorporated.

- **EFFECTIVE DATE** of this ordinance is 30 days after the adoption date, which is: April 6, 2016.

ADOPTED by the City Council of the City of Newberg, Oregon, this 7th day of March, 2016, by the following votes: **AYE:** 7 **NAY:** 0 **ABSENT:** 0 **ABSTAIN:** 0

DawnKaren Bevill

DawnKaren Bevill, Deputy City Recorder

ATTEST by the Mayor this 10th day of March, 2016.

Bob Andrews

Bob Andrews, Mayor

PLANNING COMMISSION RESOLUTION 2015-310

A RESOLUTION RECOMMENDING CITY COUNCIL ADOPT A TRANSPORTATION SYSTEM PLAN AMENDMENT TO CHANGE THE ROAD AND LANE CONFIGURATION OF SOUTHBOUND OREGON HIGHWAY 219 FROM NORTH OF THE SPRINGBROOK ROAD/INDUSTRIAL PARKWAY INTERSECTION THROUGH THE PHASE 1 BYPASS/WILSONVILLE ROAD INTERSECTION

RECITALS:

1. During the final Phase 1 Bypass design process, the Oregon Department of Transportation (ODOT) identified traffic safety concerns due to the substandard merge and weave distance (about 1000 feet) on Oregon 219 between Springbrook Road and the Phase 1 Bypass/Wilsonville Road intersection. ODOT's analysis showed that with two through lanes and two left turn lanes, vehicles could get trapped in the wrong lane and have to make multiple merges to get into the correct lane, and there is not enough distance between the two intersections to perform these movements safely.

2. Based on the refined evaluation of operations and safety, ODOT modified the design for Phase 1 to remove one southbound travel lane and right turn on Oregon 219, create a dedicated right turn lane onto the Phase 1 Bypass, and direct left-turning vehicles into the correct left turn lane with signage further north on Springbrook Road.

3. The proposed amendment will facilitate safe and convenient vehicular circulation and reduce potential accidents due to the substandard merge and weave. In addition to the safety benefits, the Final Design Alternative also requires less right-of-way than the FEIS Alternative, thereby reducing the overall costs associated with the Phase 1 construction.

4. After proper notice, the Newberg Planning Commission held a hearing on December 10, 2015 to consider the proposal.

NOW THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Newberg that it recommends the City Council adopt the proposed Transportation System Plan amendment as shown in Exhibit "A", Final Design Alternative. This recommendation is based on the staff report, the findings in Exhibit "B", and testimony.

Adopted by the Newberg Planning Commission this 14th day of January 2016.

ATTEST:

Planning Commission Chair

Planning Commission Secretary

Attached:
Exhibit "A": Transportation System Plan amendment
Exhibit "B": Findings

Attachment 2 to RCA ORD 2796

City of Newberg

TYPE IV APPLICATION (LEGISLATIVE AMENDMENTS) -- 2015

OFFICE USE ONLY: (Pre-Application Conference is Optional for Type 2)
Total App. Fee: _____ File #: _____ Project Cost: _____
Less Pre-App Fee: _____ Date: _____

TYPES – PLEASE CHECK ALL THAT APPLY:

- [x] Comprehensive Plan Text Amendment
- [ ] Development Code Text Amendment
- [ ] Comprehensive Plan Map (Large Areas) Amendment
- [ ] Zoning Map (Large Areas) Amendment

APPLICANT INFORMATION:

APPLICANT: Oregon Dept. of Transportation, Region 2
ADDRESS: 885 Airport Rd. SE, Bldg. P, Salem, OR 97301-4788

GENERAL INFORMATION:

PROJECT NAME: Newberg Dundee Bypass, Phase 1G PROJECT LOCATION: Newberg, OR
PROJECT DESCRIPTION/USE: Widen Oregon 219, Springbrook Road and Wilsonville Road
MAP/TAX LOT NO.(i.e. 3200AB-400): R3221 2200 ZONE: M-2 SITE SIZE: _____ SQ. FT. ☐ ACRE: . ☐
COMP PLAN DESIGNATION: Industrial TOPOGRAPHY: Flat
CURRENT USE: Vacant
SURROUNDING USES:
NORTH: Vacant right-of-way SOUTH: Residential
EAST: Wilsonville Rd. right-of-way WEST: Oregon 219 right-of-way

SPECIFIC PROJECT CRITERIA AND REQUIREMENTS ARE ATTACHED

General Checklist:

- [x] Fees
- [x] Criteria Response
- [ ] Noticing Information
- [ ] Owner Signature/Letter of Consent
- [ ] Site Development Plan (12 reduced, 2 full sized)
- [ ] Title Report

Design Review Checklist:

- [ ] Site Analysis Diagram
- [ ] Existing Features/Natural Landscape
- [ ] Buffering/Screening
- [ ] Roadways/Utilities
- [ ] Architectural Drawings
- [ ] Drives/Parking/Circulation
- [ ] Signs/Graphics
- [ ] Traffic Study
- [ ] Landscape Plan
- [ ] Drainage
- [ ] Exterior Lighting
- [ ] Trash/Refuse Storage
- [ ] Special Needs for Handicapped

Preliminary Plat for Partition/Subdivision Checklist:

- [ ] Reproducible Final Plat (3 sets)
- [ ] Preliminary Approval Conditions
- [ ] Preliminary Plat File No.
- [ ] Phasing Plan (optional)

Minor Design Review: Duplex, Comm/Ind Checklist:

- [ ] Vicinity Map
- [ ] Landscape/Fencing Plan
- [ ] Proposed CCRs
- [ ] Tentative Plan
- [ ] Existing Features/Natural Landscape
- [ ] Traffic Study
- [ ] Architectural Drawings (optional)
- [ ] Roadways/Utilities/Drainage
- [ ] Phasing Plan (optional)

Variance Checklist:

- [ ] Landscape Plan
- [ ] Signs/Graphics

The above statements and information herein contained are in all respects true, complete, and correct to the best of my knowledge and belief. Tentative plans must substantially conform to all standards, regulations, and procedures officially adopted by the City of Newberg. All owners must sign the application or submit letters of consent. Incomplete or missing information may delay the approval process.

Kelly Amador 9-3-15
Applicant Signature Date

Kelly Amador
Print Name

Owner Signature Date

Print Name

Attachments: General Information, Fee Schedule, Criteria, Checklists

Newberg Dundee Bypass Transportation System Type IV Application (Legislative Amendments)

This document includes a description of the proposed Newberg Transportation System Plan (TSP) amendment and the criteria response for the amendment. There are no proposed text changes to the TSP, and the two figures included in this amendment request will replace those previously adopted as part of the 2013 TSP amendment.

Background

This plan amendment application is before the Newberg Planning Commission and the Newberg City Council to authorize changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection as part of Phase 1G of the Newberg Dundee Bypass Project (Bypass). In late 2013, the Newberg City Council and Planning Commission approved Ordinance No. 2013-2766 to amend the Newberg TSP to reflect the Phase 1 alignment of the Newberg Dundee Bypass in east Newberg. The TSP amendment covered connecting Wilsonville Road to the Oregon 219/Phase 1 Bypass intersection. It also included discussion of improvements to the Oregon 99W/Springbrook Road intersection, widening of Springbrook Road, widening of Oregon 219, and adding a right turn lane to Wynooski Road; these were already part of the Newberg TSP. The 2013 TSP Amendment included the number of lanes on specific roads and at improved intersections. The lane configuration on Oregon 219 has been changed during the preparation of final design plans, therefore a TSP amendment is needed to reflect the project as it will be constructed.

During the 2013 TSP Amendment approval process, the Ladd Hill Neighborhood Association (LHNA) provided written and verbal testimony against the TSP amendment to reconnect Wilsonville Road to Oregon 219 at the Phase 1 Bypass intersection. LHNA, Clackamas County, and the City of Wilsonville have expressed concerns that a through movement connection would raise the potential for increased traffic on Wilsonville Road. The group believes Wilsonville Road will be used as a new route to get to I-5 from Oregon 219 in Newberg and that the additional traffic will cause additional safety problems along Wilsonville Road between Newberg and Wilsonville..

Following approval of the TSP amendment in 2013, ODOT and LHNA have continued to investigate solutions to the LHNA concerns regarding the use of Wilsonville Road as a new route to get to I-5 from Oregon 219 in Newberg. Clackamas County and the City of Wilsonville have also continued to express similar concerns about increased traffic on Wilsonville Road to ODOT and support development of a reasonable design alternative that limits traffic on Wilsonville Road. As noted in the last TSP amendment, the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection is an interim connection that is within the footprint of the Bypass and the Oregon 219 Interchange as shown in the Newberg Comprehensive Plan and TSP. When the full Bypass and Oregon 219 Interchange are built in a future phase, Wilsonville Road will be rerouted south to connect to Oregon 219 near Wynooski Road. The Oregon 219/Phase 1 Bypass/Wilsonville Road intersection will remain in place until such time as the Bypass and the Oregon 219 Interchange are funded and constructed.

Transportation System Plan Amendment

This TSP amendment application reflects changes to the road and lane configuration of Oregon 219 north of the Springbrook Road intersection through the Wilsonville Road intersection made in the ODOT final roadway design process and changes to the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection. The changes include:

1. Remove one of the proposed southbound through lanes on Oregon 219 and remove one of the proposed southbound right turn lanes (between Springbrook Road and the Phase 1 Bypass). (See Figure 1.)

Attachment 2 to RCA ORD 2796

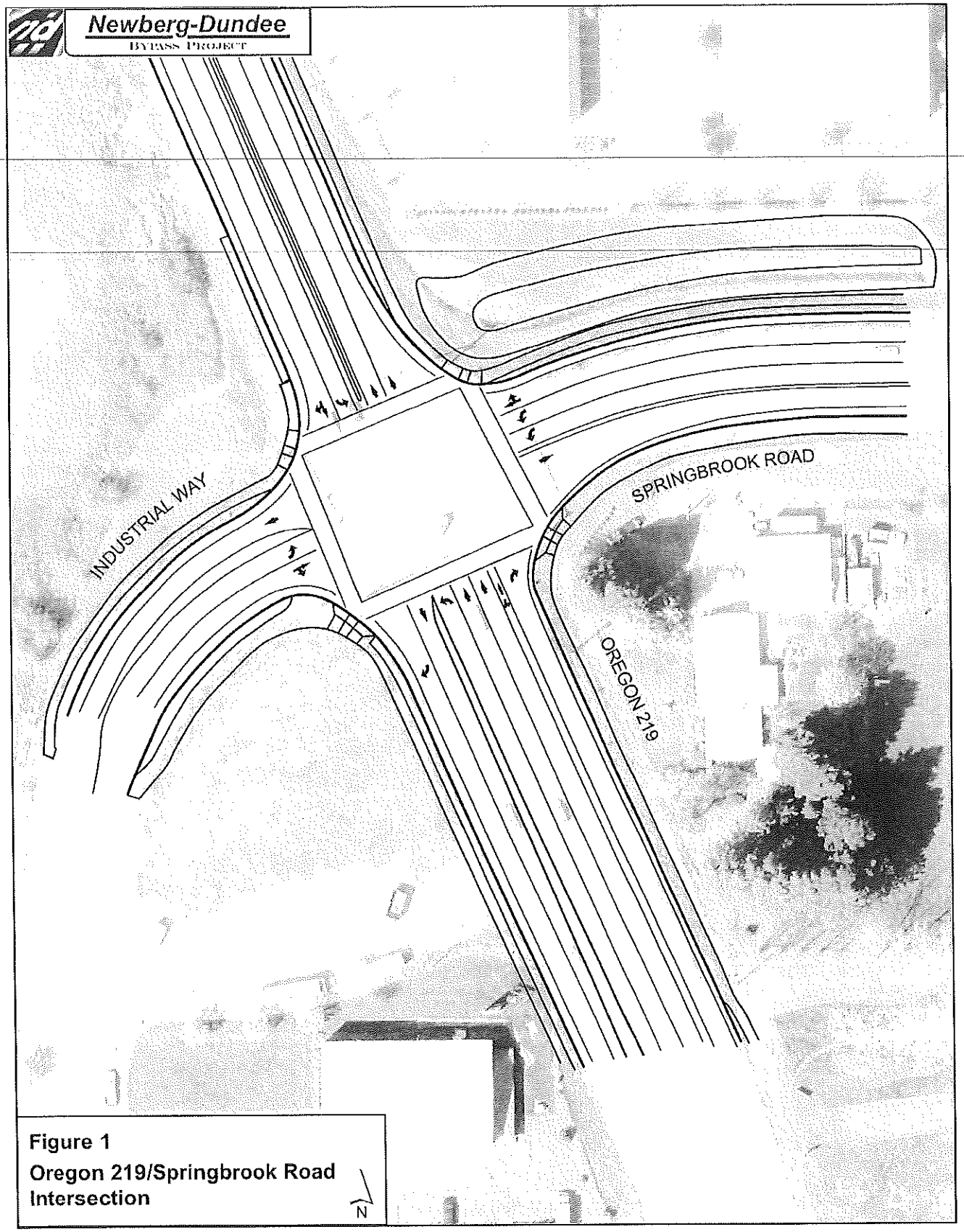
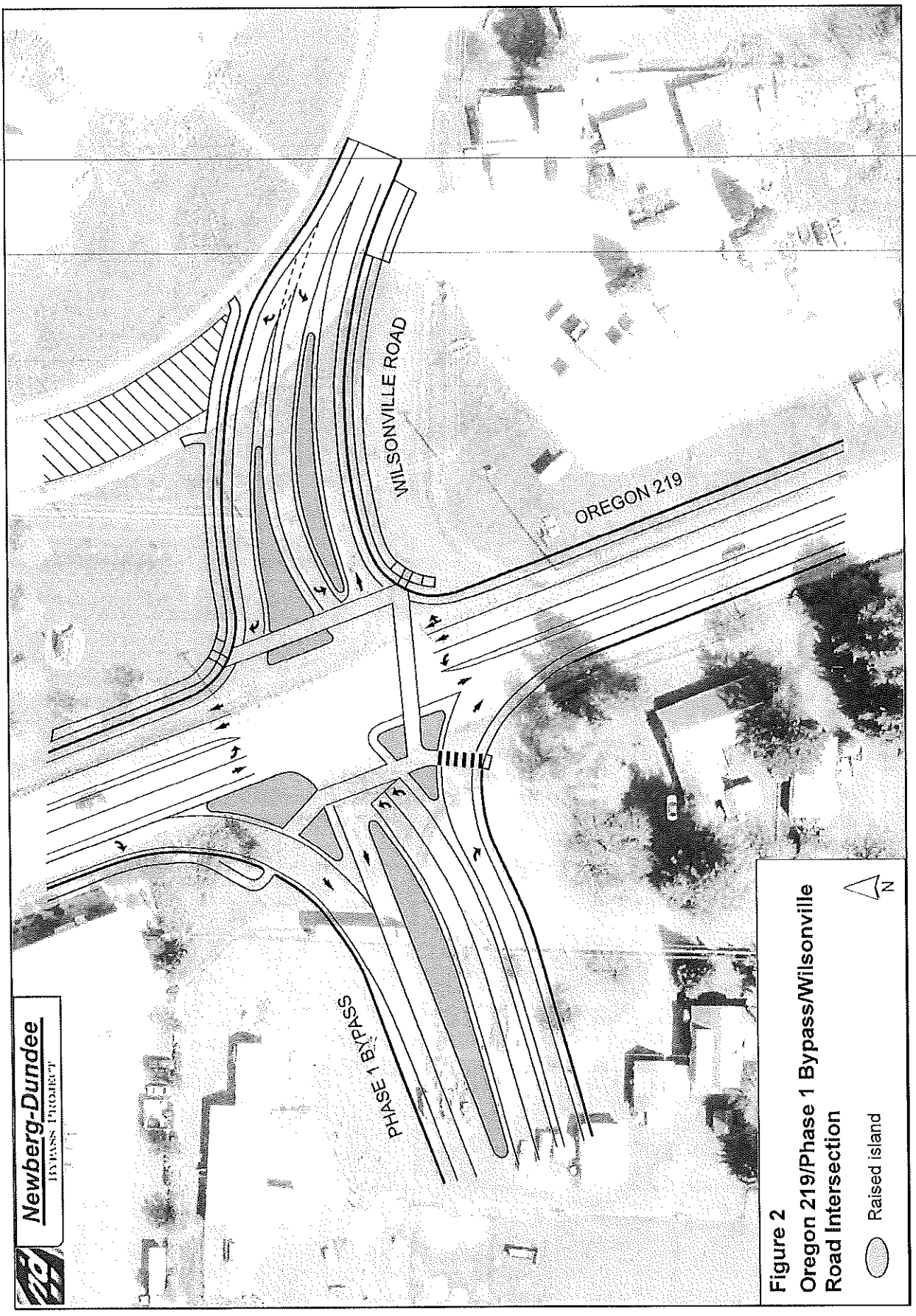


Figure 1
Oregon 219/Springbrook Road Intersection

Attachment 2 to RCA ORD 2796



2. Change the intersection design of the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection to a "No Thru Traffic" design. With the "No Thru Traffic" design, westbound traffic on Wilsonville Road could only turn right or left onto Oregon 219, and eastbound traffic on the Phase 1 Bypass could only turn right or left onto Oregon 219. (See Figure 2.)

Removal of Southbound Through Lane and One Right Turn Lane on Oregon 219

During the final design process, ODOT reviewed all roadway lane and design configurations presented in the Final EIS Preferred Alternative to make sure all design and operational standards and practices were adhered to and followed. ODOT final design staff reviewed the intersection design and lane configuration on Oregon 219 between Springbrook Road and the Phase 1 Bypass/Wilsonville Road. Traffic safety concerns were identified due to the substandard merge and weave distance (about 1000 feet) between the two intersections. These concerns centered on Springbrook Road southbound traffic turning left onto Oregon 219 from the dual left turn lanes being in the correct lane to enter the Phase 1 Bypass or continue south on Oregon 219. ODOT's analysis showed that with two through lanes and two left turn lanes, vehicles could get trapped in the wrong lane and have to make multiple merges to get into the correct lane. There is not enough distance between the two intersections to perform these movements safely. The solution was to remove one southbound travel lane and right turn on Oregon 219, create a dedicated right turn lane onto the Phase 1 Bypass, and direct left-turning vehicles into the correct left turn lane with signage further north on Springbrook Road.

As the new Oregon 219 lane configuration was developed, a traffic analysis was performed to understand how reducing the number of lanes affected the traffic performance of the Oregon 219/Springbrook Road intersection. The Oregon Highway Plan (OHP) volume to capacity performance standard of this existing intersection is 0.80. The volume to capacity ratio of the revised intersection design is 0.94 in the opening year of the Phase 1 Bypass. The performance of the intersection exceeds the ODOT performance standard by about 10 percent. The higher volume to capacity ratio is a result of increased travel demand on the Oregon 219 southbound approach to the Oregon 219 intersection with Springbrook (see Attachment A).

ODOT evaluated trade-offs between traffic operations and safety relative to the intersection mobility performance standard. ODOT decided that traffic operation and safety concerns were more important to address in the intersection design than the performance standard of the intersection. The June 16, 2015, Traffic Signal Approval letter (see Attachment A) states that "These modifications are part of the Newberg – Dundee By-pass Project (ODOT Key No. 17099). They are necessary to accommodate traffic routed over Springbrook Road as an interim segment of the Bypass until such time in the future the final east phase of the bypass is constructed." The revised intersection design also reduced right-of-way impacts along Oregon 219 and reduced the overall cost of Phase 1G. The original design with two southbound through lanes and two southbound right turn lanes would have caused a number of business displacements and/or building modifications in the industrial park west of Oregon 219 between the Springbrook Road and Phase 1 Bypass/Wilsonville Road intersections.

Phase 1 Bypass/Wilsonville Road at Oregon 219 Intersection "No Thru Traffic" Design

Following approval of the TSP amendment in 2013, ODOT and LHNA have continued to investigate solutions to the LHNA concerns regarding Wilsonville Road. In early 2015, ODOT and LHNA developed a "No Thru Traffic" design for the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection. With the "No Thru Traffic" design, westbound traffic on Wilsonville Road could only turn right or left onto Oregon 219 and eastbound traffic on the Phase 1 Bypass could only turn right or left onto Oregon 219. No direct traffic movements between the Phase 1 Bypass and Wilsonville Road would be allowed with the redesigned intersection. ODOT and LHNA have designed the "No Thru Traffic" to stay within existing right of way and meet ODOT design standards. Channelization of the intersection is achieved by adding a number of raised medians and islands to the intersection design.

A traffic analysis was preformed to understand the traffic performance of "No Thru Traffic" design. The ODOT volume to capacity performance standard of this intersection is 0.65. The performance standard reflects the requirements in the ODOT Highway Design Manual (HDM) for new intersections added to the state highway system. The volume to capacity ratio of the "No Thru Traffic" design is 0.67 in the opening year of the Phase 1 Bypass. If the intersection was in place today, the OHP volume to capacity performance standard would be 0.80. While the "No Thru Traffic" design slightly exceeds the HDM performance standard, it is well within the OHP performance standard in 2017, the opening year of the Phase 1 Bypass. The intersection performance analysis is attached (see Attachment B).

In conclusion, ODOT requests approval of a TSP amendment to enable construction of the Phase 1 Bypass modifications described herein. ODOT will work with the City after completion of the Newberg TSP update to address the performance standards at the Oregon 219 intersections with both Springbrook and Wilsonville Roads and at several other state highway intersections elsewhere within Newberg that are not expected to meet the current OHP mobility standards in 2035. Following City adoption of the updated TSP, ODOT will prepare a package of alternative mobility standards to submit to the Oregon Transportation Commission (OTC) for adoption into the OHP. This change in the OHP will establish new mobility performance standards that match ODOT's and the City's expectations for transportation system performance in 2035. These expectations will be based on local and regional population and employment growth forecasts and implementation of the transportation system improvements that are identified in the updated TSP as reasonably likely to be constructed during the 20-year planning horizon given existing and anticipated funding constraints.

ODOT commits, with the City's assistance, to continue, to monitor the performance of the local street network along the Bypass route. If deficiencies above the anticipated impact of this amendment are identified, ODOT further commits to pursuit of a project as appropriate mitigation for that impact.

Consistency with Statewide Planning Goals, City of Newberg Comprehensive Plan, and Newberg Transportation System Plan

Statewide Planning Goals

The proposed TSP and related Comprehensive Plan map amendments are consistent with all applicable Statewide Planning Goals.

The goals identified below are the only Statewide Planning Goals applicable to the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection. Goals not identified do not apply.

A. Goal 1 (Citizen Involvement)

Goal 1 requires the opportunity for citizens to be involved in all phases of the planning process. Generally, Goal 1 is satisfied when a local government follows the public involvement procedures set out in its acknowledged comprehensive plan and land use regulations.

The City of Newberg Comprehensive Plan requires the city maintain a Citizen Involvement Program that offers citizens the opportunity for involvement in all phases of the planning process. Compliance with these regulations results in compliance with Goal 1.

B. Goal 2 (Land Use Planning), Part I

Goal 2, Part I requires that actions related to land use be consistent with acknowledged comprehensive plans of cities and counties. It is specifically noted that the City of Newberg updated the Comprehensive Plan to include the Newberg Dundee Bypass and Phase 1 realignment of Wilsonville Road.

Goal 2, Part I also requires coordination with affected governments and agencies, evaluation of alternatives, and an adequate factual base. In developing the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, ODOT engaged in coordination efforts with planners, officials, and other representatives of Newberg through review of ODOT Final Design plan sets at the Design Acceptance Package (30%), Preliminary Plan (60%), and Advanced Plan (90%) phases.

E. Goal 5 (Open Spaces, Scenic and Historic Areas, and Natural Resources)

Goal 5 requires local governments to adopt programs to protect natural resources and conserve scenic, historic, and open space resources for present and future generations as provided in the Oregon Department of Land Conservation and Development's Goal 5 administrative rule, OAR 660, Division 23.

Under OAR 660-023-0250(3)(b), local governments are not required to apply Goal 5 in post-acknowledgment plan amendment proceedings unless the amendment affects a Goal 5 resource to allow new uses that could be conflicting uses with a particular significant Goal 5 resource site. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection do not impact any resource sites inventoried and designated as significant under Goal 5. Therefore, Goal 5 does not apply.

F. Goal 6 (Air, Water and Land Resources Quality)

Goal 6 addresses the quality of air, water, and land resources. In the context of a comprehensive plan amendment, a local government complies with Goal 6 by explaining why it is reasonable to expect that the proposed uses authorized by the plan amendment will be able to satisfy applicable federal and state environmental standards, including air and water quality standards. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection will not affect air quality in Newberg and will impact water resources by adding a smaller amount of impervious surface to the watershed area than the 2013 TSP amendment.

The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection are necessary to ensure safe and efficient traffic operation in the first step (Phase 1) of implementing the Bypass project. The Bypass project is an approved project in the City of Newberg's acknowledged TSP and Comprehensive Plan and will improve air quality by substantially relieving traffic congestion in Newberg. Water quality impacts will be mitigated by stormwater treatment facilities included in Phase 1G. This amendment will facilitate implementation of Phase 1 and is consistent with the City's TSP and Comprehensive Plan findings of compliance with Goal 6.

H. Goal 8 (Recreational Needs)

Goal 8 provides for local governments to meet the recreational needs of the citizens of Oregon. The Bypass project, including the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, will further Goal 8 objectives by improving access to recreational destination areas such as the Oregon coast, Yamhill County wineries, and the Spirit Mountain Casino. The proposed road realignment will not impact existing park or recreational lands.

I. Goal 9 (Economic Development)

Goal 9 requires local governments to adopt comprehensive plans and policies that "contribute to a stable and healthy economy in all regions of the state." The City of Newberg's Comprehensive Plan has been acknowledged to comply with Goal 9. The Phase 1 Bypass project, including the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville

Road intersection will improve mobility and accessibility generally, and freight movement in particular, throughout the Newberg-Dundee urban area, thus resulting in substantially reduced congestion and fewer hours of delay.

J. Goal 10 (Housing)

Goal 10 applies inside urban growth boundaries. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection is within land zoned as medium-density residential and industrial and there are no impacts to housing. Therefore, this action is consistent with Goal 10.

L. Goal 12 (Transportation)

Goal 12 requires local governments to "provide and encourage a safe, convenient, and economic transportation system." Goal 12 is implemented through the Transportation Planning Rule (TPR), OAR 660, Division 12. The Newberg Dundee Bypass Project is an approved project in the City of Newberg's acknowledged TSP. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection reflect final design decisions that are necessary to address traffic operation and safety to implement Phase 1G of the project. The TPR addresses project development activities. Changes in the number of travel lanes and intersection performance standards are not land use decisions. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection are consistent with Goal 12 and with the TPR requirements. ODOT will address intersection performance on Oregon 219 by application of alternative mobility standards as part of Newberg TSP update process.

M. Goal 13 (Energy Conservation)

Goal 13 directs cities and counties to manage and control land and uses developed on the land to maximize the conservation of all forms of energy, based on sound economic principles.

The Bypass project, including Phase 1 and changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, are intended to improve statewide and regional mobility through the area and to make existing Oregon 99W more accessible for local and regional traffic. The project will help relieve much of the substantial traffic congestion that already exists along Oregon 99W. Facilitating the smooth flow of traffic at acceptable levels of service helps conserve fuel.

Compliance with City of Newberg's Comprehensive Plan and Transportation System Plan

In addition to compliance with applicable statewide planning goals, TSP amendments must comply with applicable local comprehensive plan policies (including relevant policies in adopted transportation system plans) and with applicable standards in local land use regulations.

The findings below address only those policies and associated actions that are directly applicable to the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection.

A. Citizen Involvement

Policy A, Citizen Involvement, notes that the City of Newberg will continue to implement an ongoing citizen involvement program that provides residents with the opportunity to be involved in all phases of the planning process. For the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, the city will provide public notice to affected property owners, opportunities for testimony at public hearings, and appeal of local decisions.

B. Land Use Planning

The goal is to maintain an ongoing land use planning program to implement statewide and local goals. The program shall be consistent with natural and cultural resources and needs.

The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection are consistent with the land use planning goal because it will help implement Phase 1 of the Bypass which is an approved project in the Newberg TSP and Comprehensive Plan.

H. The Economy

The goal is to develop a diverse and stable economic base.

The Phase 1 Bypass Project, including the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, will improve mobility and accessibility generally, and freight movement in particular, throughout the Newberg Dundee urban area, thus resulting in substantially reduced congestion and fewer hours of delay. This supports the goal of developing a diverse and stable economic base.

M. Energy

Goal M, Energy, is to conserve energy through efficient land use patterns and energy-related policies and ordinances.

The Bypass project, including Phase 1, including the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, are intended to improve statewide and regional mobility through the area and to make existing Oregon 99W more accessible for local and regional traffic. The project will help relieve much of the substantial traffic congestion that already exists along Oregon 99W and will conserve fuel.

There is a public need for a change of the kind in question.

The public need for this amendment is only to clarify changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection that occurred as part of the final design project development process.

The need will be best served by changing the classification of the particular piece of property in question as compared with other available property.

There is no reclassification of the property in question. The action is entirely within the Newberg city limits and urban growth boundary.

Newberg TSP Text Change Proposal

There are no proposed text changes to the TSP, and the two figures included in this amendment request will replace those previously adopted as part of the 2013 TSP amendment.

Attachment A

OR 219 at Springbrook/Industrial Parkway

FEIS Build - Dual Through lanes on southbound approach
ODOT Build - Current Design Configuration

Cycle length - 110 seconds - Each option optimized

2016 v/c ratio		Eastbound		Westbound		Northbound			Southbound		
	Intersection	Left	Thru/Rt	Left	Thru/Rt	Left	Thru	Right	Left	Thru/Rt Thru	Right
Standard	0.8	------	------	------	------	------	------	------	------	------	------
No Build @	0.66	0.65	0.27	0.74	0.15	0.04	0.74	0.19	0.29	0.61	------
FEIS build	0.69	0.57	0.23	0.66	0.05	0.11	0.86	0.4	0.27	0.79	------
ODOT Build	0.94	0.57	0.23	0.84	0.05	0.14	0.67	0.4	0.15	1.16	------

@ - Volumes for Southbound Through are about 350 vehicles less thatn any of the build options.

From Analysis file - not memo reported

In Standard
Over Standard
Over Capacity

Queue Lengths - Simulation - 5 runs (feet)

Configuration	Cycle Length	Eastbound		Westbound			Northbound				Southbound		
		Left	Thru/Rt	Left	Left	Thru/Rt	Left	Thru	Thru	Right	Left	Thru/Rt Thru	Right
Link length	------	100	1042	425	2300	300	310	1256	1256	360	360	5013	150 +/-
ODOT Build	110 sec	86	101	445	533	198	22	286	287	144	424	3615	185
	Acceptable ?	Yes	Yes	Yes **	Yes	Yes	Yes	Yes	Yes	Yes	Yes ***	NO ****	Yes **
ODOT Build	120 sec	90	96	399	416	181	16	286	296	126	397	3136	151
	Acceptable ?	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes ***	NO ****	Yes
ODOT Build	145 sec	91	99	444	555	186	17	317	318	122	358	1392	144
	Acceptable ?	Yes	Yes	Yes **	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NO ****	Yes

Yes — Queues are within the link length
Yes ** — While queue is long, it is within 1 or 2 vehicle lengths
Yes *** — Queues spill outside of lane, but only about 5-6 can lengths
NO **** — Long queue even though it fits on the link

Attachment 2 to RCA ORD 2796

INTEROFFICE MEMO

TECHNICAL SERVICES
Traffic-Roadway Section
Office Phone: (503) 986-3568
Fax: (503) 986-3749

DATE: June 16, 2015

File Code: Hwy 140, MP 21.60

TO: Dorothy Upton, P.E.
Region 2 Traffic Engineer

FROM: Bob Pappe, P.E., P.L.S.
State Traffic/Roadway Engineer

SUBJECT: **Traffic Signal Modifications**
OR 219 @ Springbrook Road/Industrial Drive
City of Newberg
Yamhill County

We have reviewed your request for signal modifications at the intersection of OR 219 (Hillsboro – Silverton Hwy) and Springbrook Road/Industrial Drive in Yamhill County. The proposed modifications consist of dual left turn lanes from Springbrook Road and an additional through lane on OR 219 northbound. The existing U-Turn on OR 219 from the southbound left turn lane will remain in place. These modifications are part of the Newberg – Dundee By-Pass Project (ODOT Key No. 17099). They are necessary to accommodate traffic routed over Springbrook Road as an interim segment of the Bypass until such time in the future the final east phase of the bypass is constructed.

In accordance with OAR 734-20-0410, your request is approved. The approval is based on our review of the information your office submitted. The approval has the following stipulations:

- The design and operation will be according to the **Manual on Uniform Traffic Control Devices** (2009 edition), ODOT'S **Traffic Signal Policy and Guidelines,** and ODOT's **Traffic Signal Design Manual.**
- Lane configuration and phasing shall be designed according to the attached Preliminary Signal Operations Design Reports signed by the Region Traffic Operations Engineer.
- This office must approve the final signal design plans.

If you have concerns or questions regarding this approval, please contact Craig Black at 503-986-3576.

CB/lbm

Attachment: Preliminary Signal Operations Design Reports

Electronic Copies to:
Craig Black, Traffic Operations
Angela Kargel, Region 2 Traffic Manager
Scott Cramer, Traffic Standards
Julie Infante, Region 2 Traffic

Preliminary Signal Operations Design (Revision 2)

Region 2
Traffic Unit
Phone: (503) 986-2826

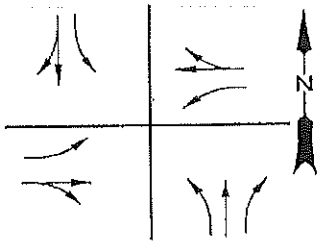
Project: Newberg-Dundee Bypass (Phase IG)
Location: OR 219 at Springbrook Rd/Industrial Way
Highway: OR 219 Hillsboro-Silverton
Project- Signal Modification

Key #: 17099
City: Newberg
Hwy No: 140

Date: 09/23/14
County: Yamhill
Mile Point: 21.60

Existing Information

Lane Configuration



Crosswalks

- [x] North Approach
- [x] South Approach
- [x] East Approach
- [x] West Approach

Bike Lanes

- [ ] North Approach
- [x] South Approach
- [ ] East Approach
- [ ] West Approach

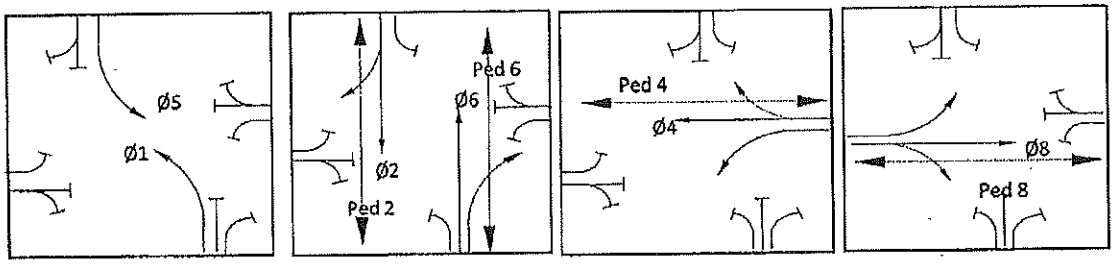
Traffic Control

- [ ] 2-Way Stop
- [ ] All-Way Stop
- [x] Signalized

Posted Speed Limit

Highway: 45 mph
Side Street: 35/25 mph

Existing Vehicle and Pedestrian Phasing (if Signalized)



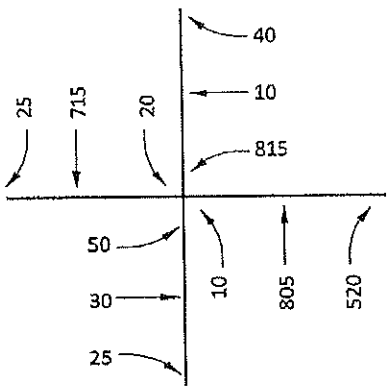
Ø1+Ø5 Ø2+Ø6 Ø4 Ø8

U-turn allowed on Phase 5

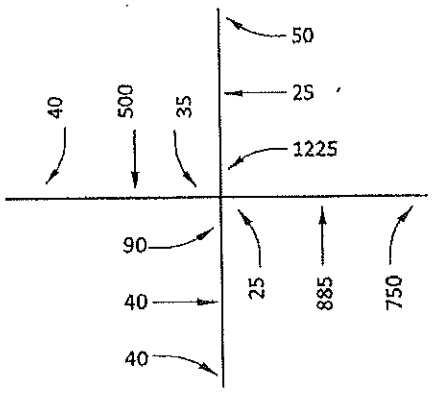
Traffic Volumes

PM

Opening Year
2016



Future Year
2035*



Other Relevant Information

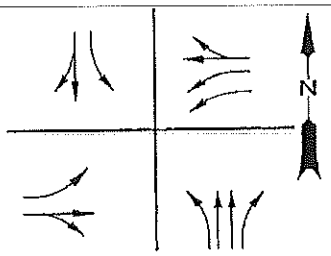
*Note: the rest of the bypass is planned to be built before 2035

Preliminary Signal Operations Design (Revision 2)

Region 2
Traffic Unit
Phone: (503) 986-2826

Recommended Signal Design

Lane Configuration



Crosswalks

- ☑ All crosswalks provided
- ☐ Following crosswalks closed
  - ☐ North Approach
  - ☐ South Approach
  - ☐ East Approach
  - ☐ West Approach

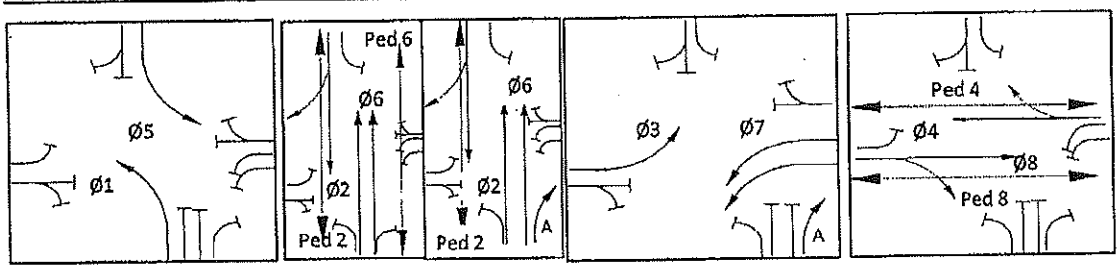
Bike Lanes/Paths

- ☐ North Approach
- ☑ South Approach
- ☑ East Approach*
- ☑ West Approach*

Other Required Features

- ☑ Signal interconnect to: OR 219 @ OR 18, Springbrook @ Fernwood
- ☑ Communication type: ethernet over fiber
- ☑ 2070 controller
- ☑ Illumination
- ☑ Audible/accessible pedestrian signals
- ☐ Railroad preemption
- ☐ Other: _____

Recommended Vehicle and Pedestrian Phasing



Ø1+Ø5 | Ø2+Ø6 | Ø3 +Ø7 | Ø4+Ø8

OLA = 6 + 7 - 6 PED

Notes regarding right turn lane control

Northbound right turn: protected w/overlap
Southbound right turn, eastbound right turn, westbound right turn: permitted

Primary considerations used to determine left turn phasing

All left turns are protected
U-turn allowed on Phase 5

Considerations for mitigating bike-vehicle conflicts (if any)

*Multi-use path (project build) uses south side of this intersection. Bikes and peds to use crosswalk (Ped 8).

Design Vehicle Information (to be confirmed with Roadway Designer)

☑ Design for ☐ Accommodate

Design Vehicle: WB-67

If Bus or Other, specify: _____

Recommended by: _____
Region 2 Signal Operations Engineer

Newberg City Hall
Tel: 503.537.1240
www.newbergoregon.gov

City of Newberg

City Engineer's Office
Tel: 503.537.1273

ENGINEERING SERVICES DEPARTMENT

P.O. Box 970 • 414 E. First Street • Newberg, Oregon 97132 • 503.537.1273 • Fax 503.537.1277

December 1, 2015

Jessica Pelz
Associate Planner
Community Development Department

RE: CPTA-15-002
ODOT Newberg Dundee Bypass TSP Amendment

Dear Jessica:

On September 2, 2015, the Oregon Department of Transportation (ODOT) (*from here on out known as "applicant"*) applied for an amendment to the City's Transportation System Plan (TSP). Additional information was submitted November 10, 2015 for review and evaluation. My comments are as follows:

Removal of Southbound Through Lane and One Right Turn Lane on Oregon 219
In evaluating this portion of the proposed amendment, the Engineering Services Department looked at the Transportation Planning Rule subsection 660-012-0000(3)(a) which states that "In all urban areas, coordinated land use and transportation plans are intended to provide safe and convenient vehicular circulation and to enhance, promote and facilitate safe and convenient pedestrian and bicycle travel by planning a well-connected network of streets and supporting improvements for all travel modes."

The submitted information addresses both the operational standards and the traffic safety concerns. The traffic analysis shows that reducing the number of lanes on Oregon 219 will increase the volume to capacity performance standard from 0.80 to 0.94. This exceeds ODOT's performance standard by about 10 percent. The trade-off is that if two lanes are constructed there will be a substandard merge and weave distance which is a traffic operation and safety concern. ODOT determined that the operational and safety concerns were more important than the mobility standards in this instance. The Engineering Services Department concurs. This requirement is met.

Phase 1 Bypass/Wilsonville Road at Oregon 219 Intersection "No Thru Traffic" Design
Per Oregon's Statewide Planning Goals "A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the

differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility." Additionally it says that "(2) In meeting the purposes described in section (1), coordinated land use and transportation plans should ensure that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other large urban areas of the country through measures designed to increase transportation choices and make more efficient use of the existing transportation system. 3) Each element identified in subsections (2) (b)–(d) of this rule shall contain: (a) An inventory and general assessment of existing and committed transportation facilities and services by function, type, capacity and condition: (A) The transportation capacity analysis shall include information on: (i) The capacities of existing and committed facilities; (ii) The degree to which those capacities have been reached or surpassed on existing facilities; and (iii) The assumptions upon which these capacities are based. (B) For state and regional facilities, the transportation capacity analysis shall be consistent with standards of facility performance considered acceptable by the affected state or regional transportation agency; (C) The transportation facility condition analysis shall describe the general physical and operational condition of each transportation facility (e.g., very good, good, fair, poor, very poor).

The information submitted for the second part of the proposed amendment does not address these goal. The existing TSP configuration of the intersection is Option 1 of the submitted documentation. Option 8 which is the option that has been requested for the City to approve shows that one of the intersections is better and another is the same, but all others are worse than with the current TSP intersection configuration. The applicant states that "this option would require an estimated 50 vehicles per hour to use alternate routes to travel between Wilsonville Road and the Bypass; however, these trips do not result in significant impacts to the performance of the intersections." The alternate routes noted by the applicant include: making U-turns on Oregon 219, cutting through the Springbrook Estates neighborhood or using the Springbrook Road, Fernwood Road, Corral Creek Road and Renne Road route. To quantify the impact of the 50 vehicles per hour, the percentage of additional vehicles on each route is shown in the table below.

	Springbrook Estates	*Springbrook/ Fernwood*	*Renne Road*	*Wilsonville Road*
2016	125%	3%	50%	16%

The Engineering Services Department has requested additional traffic data for year 2035 but has not yet received that information. Once it is received, the information will be evaluated and presented to the Planning Commission.

Out of all of the other options shown only Option 6 (Roundabout) matches or betters the intersection operations of Option 1. This means that the delay at the study intersections will be worse in all other options.

There is no information provided by the applicant to show how the proposed Option 8 is safer than the existing intersection design. In fact, due to driver frustration, the need to make U-turns, go through existing neighborhoods or using routes (like Renne Road) already have safety concerns. Option 8, the no through movement seems more dangerous. Additionally, the out of direction travel increases air pollution and decreases livability issues in the City.

The Engineering Services Department cannot recommend that the City change the configuration at the Phase 1 Bypass/Wilsonville Road intersection.

Please note: The Ladd Hill Neighborhood Association submitted information on the proposed amendment. The traffic information included was reviewed in June of 2015. The City's response to this information is attached to the staff report.

In conclusion, the City Engineer recommends:

1. Approval of the removal of the southbound through lane and one right turn lane on Oregon 219.
2. Denial of the Phase 1 Bypass/Wilsonville Road at Oregon 219 Intersection "No Thru Traffic" Design.

Feel free to contact me with any questions.

Sincerely,

Kaaren Hofmann, PE
City Engineer
Direct: 503.537.1273
Email: newbergoregon.gov

c: Jay Harris, Public Works Director
Doug Rux, Community Development Director

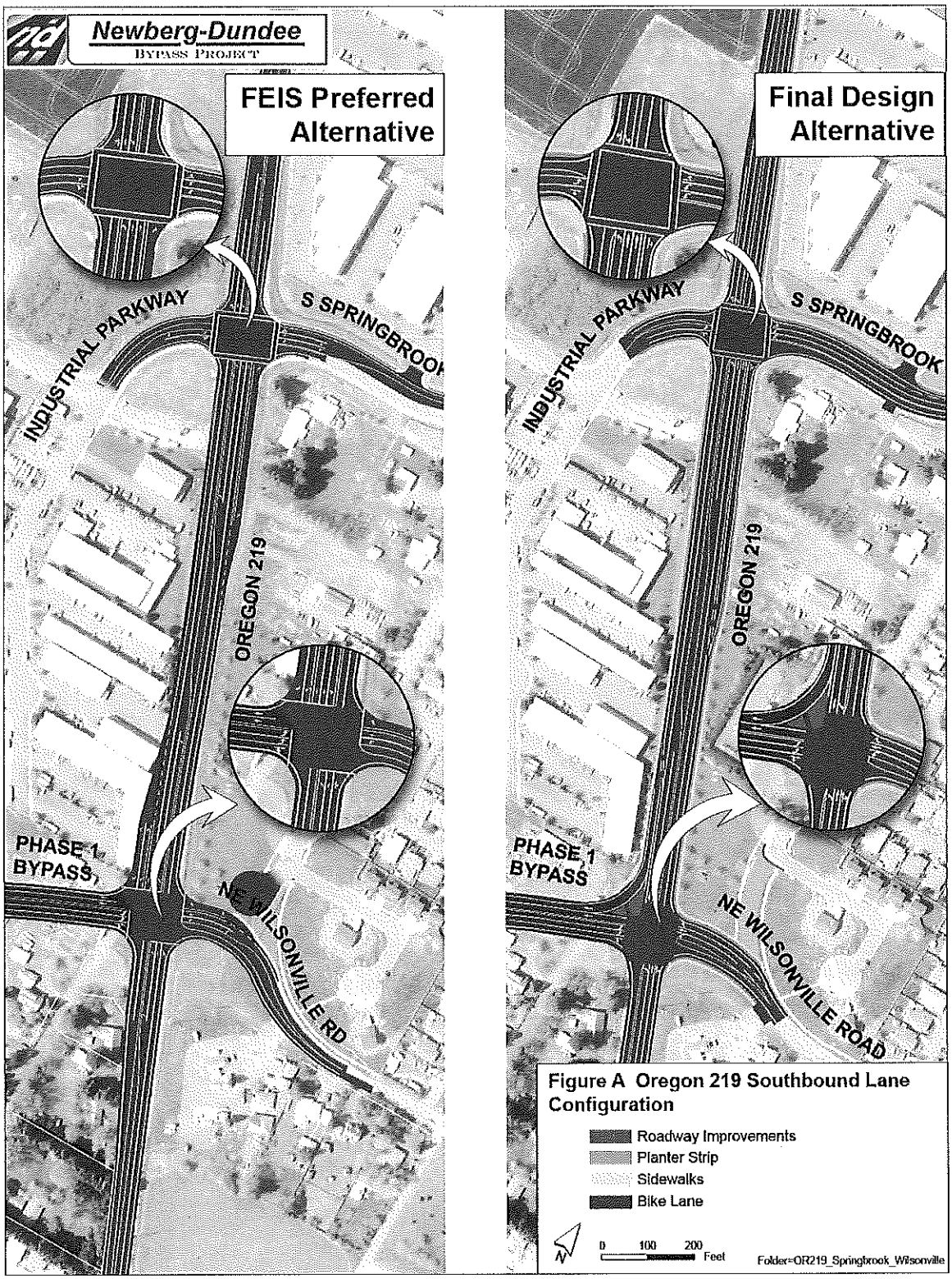

Newberg-Dundee
Bypass Project
FEIS Preferred Alternative
Final Design Alternative
INDUSTRIAL PARKWAY
S SPRINGBROOK
OREGON 219
PHASE 1 BYPASS
NE WILSONVILLE RD
NE WILSONVILLE ROAD
Figure A Oregon 219 Southbound Lane Configuration
Roadway Improvements
Planter Strip
Sidewalks
Bike Lane
0 100 200 Feet
Folder=OR219_Springbrook_Wilsonville

Exhibit "B": Findings
CPTA-15-002 – ODOT TSP Amendment – Ordinance No. 2016-2796

Applicable Newberg Comprehensive Plan (NCP) Goals and Policies & Applicable Oregon Statewide Planning Goals (SPG)

SPG 1/NCP A. Citizen Involvement. Goal: To maintain a Citizen Involvement Program that offers citizens the opportunity for involvement in all phases of the planning process.

Finding: The city meets this requirement by having various citizen committees with opportunities for the public to testify on general or specific matters. For this specific application, the proposal will go to both the Planning Commission and the City Council, providing multiple opportunities for citizen participation. In addition, a mailed courtesy notice was sent to property owners within 500 feet of the affected intersection and notice was published in the Newberg Graphic newspaper.

SPG 2. Land Use Planning. Goal: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: This Goal requires that actions related to land use be consistent with acknowledged comprehensive plans of cities and counties. The City of Newberg updated its Transportation System Plan (which is adopted as part of the Comprehensive Plan) in 2013 to include the Newberg Dundee Bypass and Phase 1 realignment of Wilsonville Road. The Goal also requires coordination with affected governments and agencies, evaluation of alternatives, and an adequate factual base. In developing the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, ODOT engaged in coordination efforts with planners, officials, and other representatives of Newberg. All proposed changes are based on traffic modeling data and professional engineer analysis, and are supported by an adequate factual base.

SPG 6/NCP E. Air, Water, and Land Resource Quality. Goal: To maintain and, where feasible, enhance the air, water, and land resource qualities within the community.

Finding: Goal 6 addresses the quality of air, water, and land resources. In the context of a comprehensive plan amendment, a local government complies with Goal 6 by explaining why it is reasonable to expect that the proposed uses authorized by the plan amendment will be able to satisfy applicable federal and state environmental standards, including air and water quality standards. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection will not affect air quality in Newberg and will reduce stormwater runoff and improve water quality by adding a smaller amount of impervious surface to the watershed area than the 2013 TSP amendment.

SPG 9. Economic Development/NCP H. The Economy. Goal: To develop a diverse and stable economic base.

Finding: The Phase 1 Bypass project, including the changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection will

improve mobility and accessibility generally, and freight movement in particular, throughout the Newberg-Dundee urban area, thus resulting in substantially reduced congestion and fewer hours of delay. Having better freight movement through the area will also be attractive to industries, which will help Newberg create a stable economic base as envisioned by the Goal.

SPG 12. Transportation. Goal: To provide and encourage a safe, convenient and economic transportation system. A Transportation Plan shall...(2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy...

> *Guideline B. Implementation. 2: Plans for new or for the improvement of major transportation facilities should identify the positive and negative impacts on: (1) local land use patterns, (2) environmental quality, (3) energy use and resources, (4) existing transportation systems, (5) fiscal resources in a manner sufficient to enable local governments to rationally consider the issues posed by the construction and operation of such facilities.*
>
> *NCP K. Transportation. Goal 1: Establish cooperative agreements to address transportation based planning, development, operation and maintenance. Policy f: The City shall coordinate with Yamhill County and the State on the development of the Newberg-Dundee Bypass.*
>
> *Goal 4: Minimize the impact of regional traffic on the local transportation system. Policy b: Provide for alternate routes for regional traffic. Policy g: Minimize the use of local and minor collector streets for regional traffic through application of traffic calming measures as traffic operations and/or safety problems occur. Policy s: Special planning and efforts shall be made to retain and create livable and desirable neighborhoods near the bypass. This shall include retaining or creating street connections, pedestrian paths, recreational areas, landscaping, noise attenuation, physical barriers to the bypass, and other community features.*
>
> *Goal 12: Minimize the negative impact of a Highway 99 bypass on the Newberg community.*

Finding: Goal 12 is implemented through the Transportation Planning Rule (TPR), OAR 660, Division 12. The Newberg-Dundee Bypass Project is an approved project in the City of Newberg's acknowledged TSP. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection reflect final design decisions that are necessary to address traffic operation and safety to implement Phase 1G of the project. The TPR addresses project development activities. Changes in the number of travel lanes and intersection performance standards are not land use decisions. The changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection are consistent with Goal 12 and with the TPR requirements. ODOT will address intersection performance on Oregon 219 by application of alternative mobility standards as part of Newberg TSP update process.

ODOT performed a traffic analysis to understand how reducing the number of lanes affected the traffic performance of the affected intersections. The analysis showed the following:

- The Oregon 219/Springbrook Road/Industrial Parkway intersection would operate at a v/c ratio of 0.75 in the opening year of Phase 1 of the Bypass. This complies with ODOT's mobility standard of 0.80 for the intersection.
- The Oregon 219/Phase 1 Bypass/Wilsonville Road intersection would operate at a v/c ratio of 0.76 in the opening year of Phase 1. This exceeds ODOT's performance standard of 0.65 for this new intersection (as defined by the Highway Design Manual, HDM); however, the intersection would meet the Oregon Highway Plan (OHP) v/c standard of 0.80 for this section of Oregon 219. ODOT felt that the safety benefits associated with minimizing lane changes along Oregon 219 outweighed the need to comply with the HDM standard.

Based on the refined evaluation of operations and safety, ODOT modified the design for Phase 1 to reflect one southbound lane on Oregon 219 rather than the two originally included in the FEIS. In addition to the safety benefits, the Final Design Alternative also requires less right-of-way than the FEIS Alternative, thereby reducing the overall costs associated with the Phase 1 construction. Staff concurs with this assessment. The proposed amendment will facilitate safe and convenient vehicular circulation and reduce potential accidents due to the substandard merge and weave movement.

SPG 13/NCP M. Energy. Goal: To conserve energy through efficient land use patterns and energy-related policies and ordinances.

Finding: The Bypass project, including Phase 1 and changes to the road and lane configuration of Oregon 219 from north of the Springbrook Road intersection through the Wilsonville Road intersection, are intended to improve statewide and regional mobility through the area and to make existing Oregon 99W more accessible for local and regional traffic. The project will help relieve much of the substantial traffic congestion that already exists along Oregon 99W. Facilitating the smooth flow of traffic at acceptable levels of service helps conserve fuel.