Appendix A

Transportation System

Final Memo #1:
Newberg Downtown Improvement Plan
Existing Conditions Analysis
City of Newberg

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MEMORANDUM (DRAFT)

DATE: October 27, 2015

TO: NDIP Project Team

FROM: Garth Appanaitis, PE

SUBJECT: Newberg Downtown Improvement Plan
Task 2 Transportation Existing Conditions P# 15149-000

The purpose of this memorandum is to summarize the existing transportation system in downtown Newberg. This information will be used to inform opportunities and constraints for the downtown visioning process through the Newberg Downtown Improvement Plan (NDIP). The transportation information contained in this memorandum is compiled from recent analysis performed for Newberg's Transportation System Plan (TSP) update, which is currently underway.

Executive Summary

The completion of the first phase of the Newberg-Dundee Bypass will provide an alternate route for regional traffic that currently passes through downtown Newberg on OR 99W. The initial reduction in traffic along the existing OR 99W couplet (1st Street and Hancock Street) provides an opportunity for the community to consider options for enhancing the downtown area. The Newberg TSP update explored several concepts for reducing travel lanes through downtown. The City Council supported the concept of removing a lane of traffic along both 1st Street and Hancock Street, resulting in two lanes in each direction (the road-diet concept). The NDIP will further develop this potential concept.

As state highways, OR 99W (1st Street and Hancock Street), OR 219 (College Street), and OR 240 (Main Street), are under the jurisdiction of ODOT, which controls decisions related to traffic control, signing, striping treatments, and access location. These requirements are maintained through various state policies. ODOT would continue to control and maintain the existing 1st-Hancock couplet (following the bypass opening) without a formal agreement to transfer authority to the City. However, some portions of the highways through downtown are resoluted[1] and ODOT only manages the portion between each curb, including 1st Street (Harrison Street to River Street), Main Street (1st Street to Illinois Street), and College Street (1st Street to Vermillion Street). ODOT has acquired in fee right-of-way and manages the entire right-of-way, including the sidewalks, on either side of the street along Hancock Street.

The current transportation conditions through downtown Newberg vary by mode. As a state highway, OR 99W serves regional movement with three travel lanes in each direction along the 1st-Hancock couplet. Traffic signals along the corridor are timed to facilitate the movement of vehicular traffic and freight along the corridor and the four intersections analyzed in the TSP update currently meet ODOT mobility targets. Due to the traffic volume and width of the corridor, crossing the street at unsignalized intersections can be difficult for both motor

[1] Email from Gerry Juster, ODOT, July 13, 2015.

vehicles and pedestrians/bikes that wait for gaps to travel north-south. The downtown area is well connected with sidewalks for pedestrian travel. Bicycle lanes are provided along the couplet and some connecting roadways. Transit service is provided along the couplet, but local and regional routes have limited service frequency with headways of one hour or longer. Additionally, transit stop information and other amenities are limited.

Policy Framework

The following section summaries relevant transportation policies for downtown Newberg, as reported in the Newberg TSP[2] update.

Newberg TSP Transportation Goals

The following five transportation goals were used during the TSP update process:

- **Goal 1:** Maintain or improve access to existing properties and employment areas; improve freight traffic and/or minimize downtown trips for through traffic; have minimal impact on adjacent properties.
- **Goal 2:** Emphasize visual and aesthetic qualities in their design; minimize any potential energy, social, environmental, and economic impacts; improve rail, water, and air transportation systems where possible.
- **Goal 3:** Enhance access for emergency response; include improvements meant to reduce crash frequency and severity and/or to enhance pedestrian/bicyclist safety.
- **Goal 4:** Include complete street[3] principles with both vehicle and pedestrian/bicycle improvements; improve the connectivity of the street and/or sidewalk system; improve access to public transit.
- **Goal 5:** Provide the most cost effective improvement option and identify stable funding sources for improvements; repair, maintain, and/or improve existing facilities and protect needed right-of-way for future projects; or constructed as a mitigation requirement by private development.

Highway Classification and Designation

Oregon Highway Plan (OHP) Policy 1A categorizes state highways for planning and management decisions. Updates to the TSP will support the existing highway classifications and will enhance the ability of the highways in Newberg to serve transportation needs consistent with their defined functions. The following classifications apply to state facilities in Newberg:

- OR 99W (Pacific Highway West, No. 91/1W) is classified as a Statewide Highway, part of the National Highway System (NHS), a Truck Route, and a Freight Route. Statewide highways primarily serve inter-

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[2] Newberg TSP Volume 2: Technical Memorandum 2 – Background Document Review for Newberg TSP Update

[3] The following description of complete streets is provided by the National Complete Streets Coalition: "Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations…." For more information: http://www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals/complete-streets-faq, October 2015.

urban and inter-regional travel and strive to provide safe and efficient, high-speed operation with minimal access and interruption. Operation may be affected by special land use designations described below.

- OR 240 is classified as a District Highway. District highways function as county and city arterials or collectors and provide connections between small urbanized areas. The goal of these facilities is to provide moderate to high-speed operation in rural settings and moderate to low-speed operation in urbanized areas.
- OR 219 is classified as a District Highway, except for the portion where it joins with OR 99 (MP 20.19 to 20.73) where it becomes a Statewide Highway and truck route.
- OR 18 Newberg-Dundee Bypass (under construction) is expected to be classified as a Bypass and Expressway. Expressways are characterized by limited access. The primary purpose of expressways is to serve interurban travel and provide for high-speed and high-volume traffic with minimal access and interruption.

Special Designations

OHP Policy 1B permits special highway segment designations where specific types of land use patterns foster compact development and in areas where the need for appropriate local access outweighs the considerations of highway mobility. Currently, there are no Special Transportation Area (STA) designations on OR 99W in Newberg. Such designations may be considered during the TSP update or subsequent planning processes to acknowledge that the highway (and couplet) serves as some of Newberg's primary streets (including retail store-fronts in the downtown area) and that mobility and through traffic needs must be balanced with local access needs. Within an STA designation, which must be adopted as part of the OHP, access spacing standards can be modified and speeds reduced. While an STA designation may be appropriately considered for OR 99W through downtown Newberg, the OHP specifies that the future Newberg-Dundee Bypass, as an Expressway, may not be designated as an STA.

State Highway Freight System

OHP Policy 1C addresses the need to balance the movement of goods and services with other uses. It states that the timeliness of freight movements should be considered when developing and implementing plans and projects on freight routes. Within Newberg, OR 99W is classified as a Federal Truck Route and an Oregon Freight Route. This classification could change with the completion of the Newberg-Dundee Bypass.

Roadway Mobility Targets

OHP Policy 1F sets mobility targets for ensuring a reliable and acceptable level of mobility on the highway system[4]. The OHP assesses mobility in terms of volume to capacity ratio (v/c). The following mobility targets are

[4] In particular, the mobility targets in Table 6 of OHP Policy 1F are applicable to state facilities in Newberg and are considered standards for purposes of determining compliance with Transportation Planning Rule (OAR 660-012).

applicable to long-range planning for state highways in Newberg during peak hour operation[5], pursuant to Policy 1F, Table 6:

- 0.85 v/c for Statewide Highways that are Freight Routes inside a UGB, outside of a MPO and STA, where the posted speed is 35 mph or less (OR 99W).[6]
- 0.80 v/c for Statewide Expressways and Statewide Highways that are Freight Routes inside a UGB, outside of a MPO and STA, where the posted speed is greater than 35 mph (OR 99W and future Newberg-Dundee Bypass).
- 0.95 v/c for District Highways that are inside a UGB, outside of a MPO or STA, where posted speed is less than or equal to 35 mph (OR 240)
- 0.90 v/c for District Highways that are inside a UGB, outside of a MPO or STA, where posted speed is greater than 35 mph and less than 45 mph (OR 240)
- 0.90 v/c for Statewide Highways that are inside a UGB, outside of a MPO or STA, where posted speed is less than or equal to 35 mph (OR 219)
- 0.85 v/c for Statewide Highways that are inside a UGB, outside of a MPO or STA, where posted speed is greater than 35 mph and less than 45 mph (OR 219)

It is anticipated that the findings of the transportation analysis for the TSP update may support a change of mobility targets for 99W within the city; the TSP update process is an opportunity to develop and apply alternative mobility targets. The Oregon Transportation Commission (OTC) must approve proposed alternative mobility targets on state highways.

The City of Newberg TSP[7] states that Level of Service (LOS) "D" is typically regarded as the minimum operational threshold for signalized intersections, while LOS "E" is the minimum operational threshold for unsignalized intersections.

Access Management on State Highways

The Oregon Access Management Rule[8] (OAR 734-051) strives to balance the safety and mobility needs of travelers along state highways with the access needs of property and business owners. ODOT's rule sets guidelines for managing access to the state's highway facilities in order to maintain highway function, operations, safety, and the preservation of public investment consistent with the policies of the 1999 OHP.

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[5] OHP Policy 1F uses the 30th highest annual hour as the peak hour. Alternatives to the 30th highest annual hour may be established as part of adopting an alternative mobility target.

[6] The Dundee City Council recently approved a recommendation by the ODOT speed zone investigator to change the speed from 35 mph to 30 mph on 99W through Dundee. ODOT is waiting for confirmation from the City of Newberg, which is currently considering recommendations pertaining to 99W in Newberg. A speed zone order from ODOT will be issued at the end of the review process.

[7] Newberg TSP (2005), Section 3

[8] Access Management Rule: http://www.oregon.gov/ODOT/HWY/ACCESSMGT/docs/pdf/734-051.pdf

Access management rules allow ODOT to control the issuing of permits for access to state highways, state highway rights of way and other properties under the State's jurisdiction.

In addition, the ability to close existing approaches, set spacing standards and establish a formal appeals process in relation to access issues is identified. These rules enable the State to set policy and direct the location and spacing of intersections and approaches on state highways, ensuring the relevance of the functional classification system and preserving the efficient operation of state routes.

OAR 734-051 was recently amended to allow more consideration for economic development when developing and implementing access management rules. The new laws result in substantial changes in rules about how ODOT manages highway approach road permitting. Changes include modifying how ODOT deals with approach road spacing, highway improvement requirements with development, and traffic impact analyses requirements for approach road permits. The law's provisions went into effect on January 1, 2012.

OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system.[9] The standards are based on state highway classification and differ based on posted speed. The administrative rule is in the process of being amended; the following spacing standards are in effect for unsignalized approaches to statewide highways in urban areas where average daily traffic is more than 5,000 motor vehicles.[10]

Table Table 1 identifies the minimum private access spacing standards for streets in Newberg. Within developed areas of the City, streets not complying with these standards could be improved with strategies that include shared access points, access restrictions (through the use of a median or channelization islands) or closed access points as feasible. New streets or redeveloping properties must comply with these standards, to the extent practical (as determined by the City Engineer).

Table 1: Access Spacing on Newberg Streets

Roadway Functional Classification	Minimum Public Street Intersection Spacing (Feet)*	Frontage Required per Additional Driveway**	Driveway Setback from Intersecting Street†
ODOT Statewide Highway Speeds 30 & 35 (Urban) Speeds 40 & 45 (Urban)	 500 800	NA	NA
Major arterial Urban (outside CBD) Central Business District	 500 200	NA	NA

[9] ODOT Access Management Standards (Appendix C): http://www.oregon.gov/ODOT/TD/TP/pages/ohp.aspx.

[10] Table 2 in SB 264, http://www.leg.state.or.us/11reg/measpdf/sb0200.dir/sb0264.en.pdf.

Minor arterial Urban (outside CBD) Central Business District	 300 100	 200 200	 150 150
Major collector	200	150	100
Minor collector	150	75	100
Local streets	100	75	50

*Street Spacing measured centerline to centerline
**Requirement is the minimum frontage required per additional driveway beyond the first. Where two driveways are constructed, at least one curb parking space shall separate each driveway approach.
†The setback is based on the higher classification of the intersecting streets. Measured from the curb line of the intersecting street to the beginning of the driveway, excluding flares. If the driveway setback listed above would preclude a lot from having at least one driveway, including shared driveways or driveways on adjoining streets, one driveway is allowed as far from the intersection as possible.

Improvements on State Highways

The Highway Design Manual[11] (HDM) provides uniform standards and procedures for ODOT and is in general agreement with the 2001 American Association of State Highway and Transportation Officials (AASHTO) *A Policy on Geometric Design of Highways and Streets*. Some key areas where guidance is provided are the location and design of new construction, major reconstruction, and resurfacing, restoration or rehabilitation (3R) projects. The HDM should be used for all projects on state highways in Newberg to determine design requirements, including the maximum allowable volume to capacity ratios for use in the design of highway projects.

Existing Conditions

A review of the existing transportation conditions was conducted through the TSP update and is summarized in the following section for the downtown area.

Crash History and Safety

A safety review was conducted as part of the TSP update process for both intersections and roadway segments to identify potential for safety problems.

Collisions at intersections are typically proportional to the number of vehicles entering it. Therefore, a crash rate describing the frequency of crashes per million entering vehicles is used to compare locations and assess if the number of crashes should be considered high. Further, a critical crash rate, a threshold value that allows for a relative comparison among intersections with similar characteristics, is computed for each intersection. The sites that have a higher crash rate than this critical rate are flagged for further review.

For roadway segments, a crash rate identifying the number of crashes per million vehicle-miles traveled is developed and then compared with similar facilities in Oregon. Both OR 99W and OR 219 through Newberg had greater crash rates than similar ODOT facilities in four of the five years analyzed. OR 99W in Newberg contains

[11] ODOT Highway Design Manual: http://www.oregon.gov/ODOT/HWY/ENGSERVICES/pages/hwy_manuals.aspx.

four segments that rank among the top ten percent and two that rank among the top five percent for state highways in Oregon according to the Safety Priority Index System (SPIS) for 2013. However, none of these locations are in downtown Newberg.

As shown in Table 2, intersection crash rates and critical crash rates were calculated (based on 2008 to 2010 data) for each of the four downtown study intersections reviewed in Newberg for the TSP. All locations have crash rates lower than the critical crash rate and do not indicate a safety issue.

Table 2: Intersection Collision Evaluation

Intersection	PM Peak Hour Total Entering Volume	Collision Rate	Critical Crash Rate
State Route, Signalized Intersections			
Hancock Street (99W)/Main Street	2,379	0.25	0.67
1st Street (99W)/Main Street	1,629	0.54	0.72
Hancock Street (99W)/College Street	2,473	0.36	0.67
1st Street (99W)/College Street	1,782	0.66*	0.71

Source: ODOT Crash Data System
* Intersection collision rate exceeds 2010 Highway Safety Manual critical crash rate of 0.62 per MEV for signalized state route intersections

Pedestrian Network

Downtown Newberg has a fairly complete pedestrian network with sidewalks, curb ramps, pedestrian way finding signage, and amenities such as benches and street trees. Crosswalks are striped for a majority of the intersections downtown and traffic speeds are low, which promotes walking. While crosswalks are provided with ramps at most locations, some of the crosswalks are in poor condition. Additionally, the number of travel lanes along the couplet (three in each direction) and perceived driving behavior (lack of yielding to pedestrians) creates a barrier that makes crossings difficult at unsignalized intersections. Figure 1 shows the existing sidewalks located on collectors and arterials in the downtown.

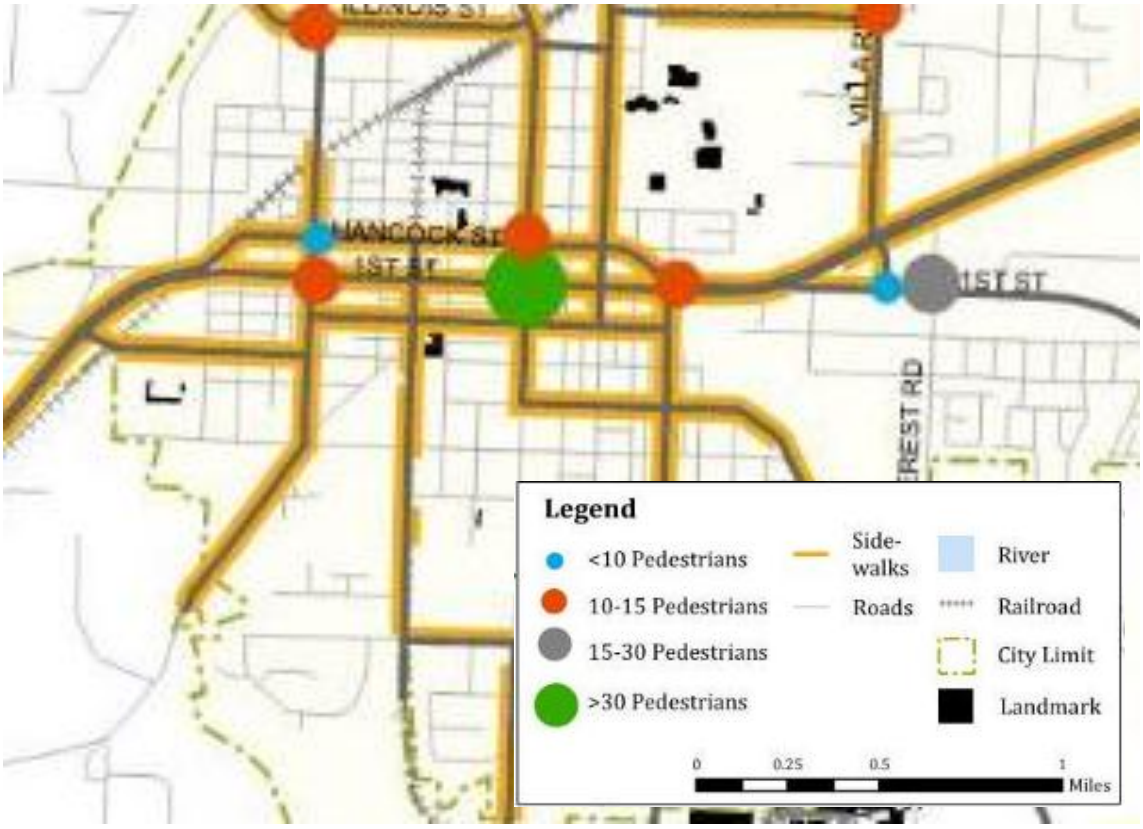

Figure 1: Existing Sidewalks in Newberg on Collector and Arterial Streets

Bicycle Network

Newberg adopted the *Newberg Bicycle/ADA/Pedestrian Plan*, which incorporates ODOT, American Association of State Highway and Transportation Officials (AASHTO), and Manual on Uniform Traffic Control Devices (MUTCD) guidelines to guide bikeway improvements. Figure 2 shows bicycle volumes at study intersections and the existing network of bike facilities in south Newberg. The bicycle network in Newberg includes several bike lanes on city streets. The most continuous bike path is along OR 99W. Much like with sidewalks in the city, there are bike lanes near the newer commercial and residential areas with fewer bike lanes in the more established areas of town.

There are several existing locations with bicycle designations, including signed shared roadways in the neighborhood just south of Downtown, a bike boulevard (sharrows and/or bike route signage, wayfinding signage) from Springbrook/Haworth to Ewing Young Park, and on Meridian to Joan Austin Elementary (using Crestview and Center). These roadways allow cyclists to use quieter, more comfortable streets.

Newberg has colored bike racks throughout the downtown area, which have been implemented through the bike rack cost-share program. In addition, the Development Code requires that new development outside of downtown is required to provide off-street bike parking. Figure 2 shows existing bicycle lanes in downtown on collector and arterial streets.

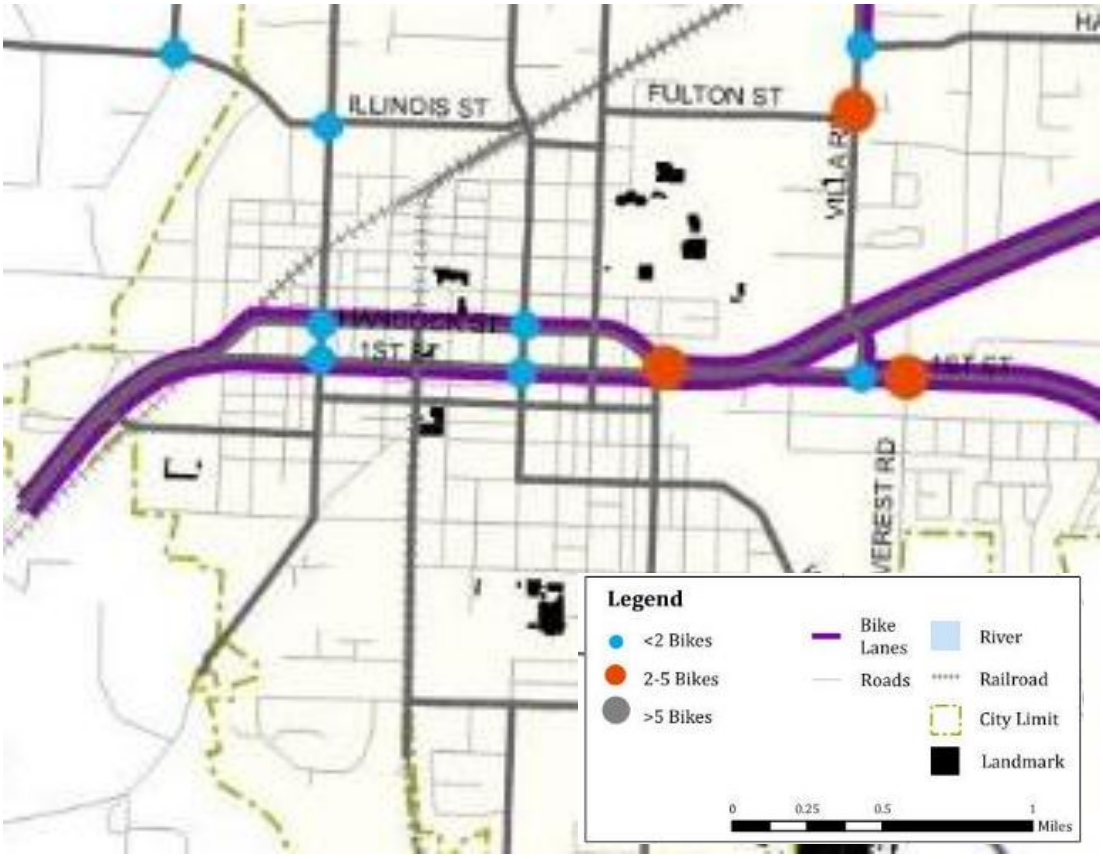

Figure 2: Existing Bicycle Lanes in Newberg on Collector and Arterial Streets

Freight

Freight traffic in Newberg includes traffic traveling through the City as well as shipments to and from locations in the City. ODOT classifies OR 99W as a Statewide Freight Route through the City of Newberg. OR 99W has local and statewide economic significance, providing freight movement to commercial and industrial destinations between the Portland-Vancouver area and the Oregon coast. Medium and heavy trucks make up six to seven percent[12] of the daily traffic on OR 99W, approximately 2,800 trucks per day. Congestion on OR 99W slows freight shipments going to the City and passing through to other destinations. OR 219 and OR 240 also provide routes for trucks traveling to and through the City of Newberg.

Transit

Transit service is provided in Newberg by Yamhill County Transit Area (YCTA), which provides bus routes connecting Newberg to destinations along the OR 99W corridor, including McMinnville, Dundee, Sherwood, and

[12] Newberg-Dundee Bypass Tier II EIS

Tigard. YCTA provides five transit lines that provide transit to and from various locations within the city. YCTA also provides an Americans with Disabilities Act (ADA) dial-a-ride service. Table 3 summarizes existing transit service, which is also shown in Figure 3.

Table 3: Newberg Bus Service

	Route 44	Route 46s	Route 45x	Route 5	Route 7
Route	Downtown McMinnville to Tigard Transit Center with three stops in Newberg northbound near Springbrook Road, Villa Road, and Main Street	Same as Route 44	Express between McMinnville and Tigard Transit Center	George Fox university to Foothills Drive	Along OR 99W Providence Hospital to downtown
Frequency	One-hour frequency a.m. and p.m. peak hour, and two-hour frequency mid-day	Four trips each way	Once a.m. and once p.m.	One-hour frequency	One-hour frequency
Hours	5:00 a.m. to 7:00 p.m.	8:00 a.m. to 7:00 p.m.		7:30 a.m. to 6:00 p.m.	7:00 a.m. to 6:30 p.m.
Service days	Weekdays	Saturdays	Weekdays	Weekdays	Weekdays

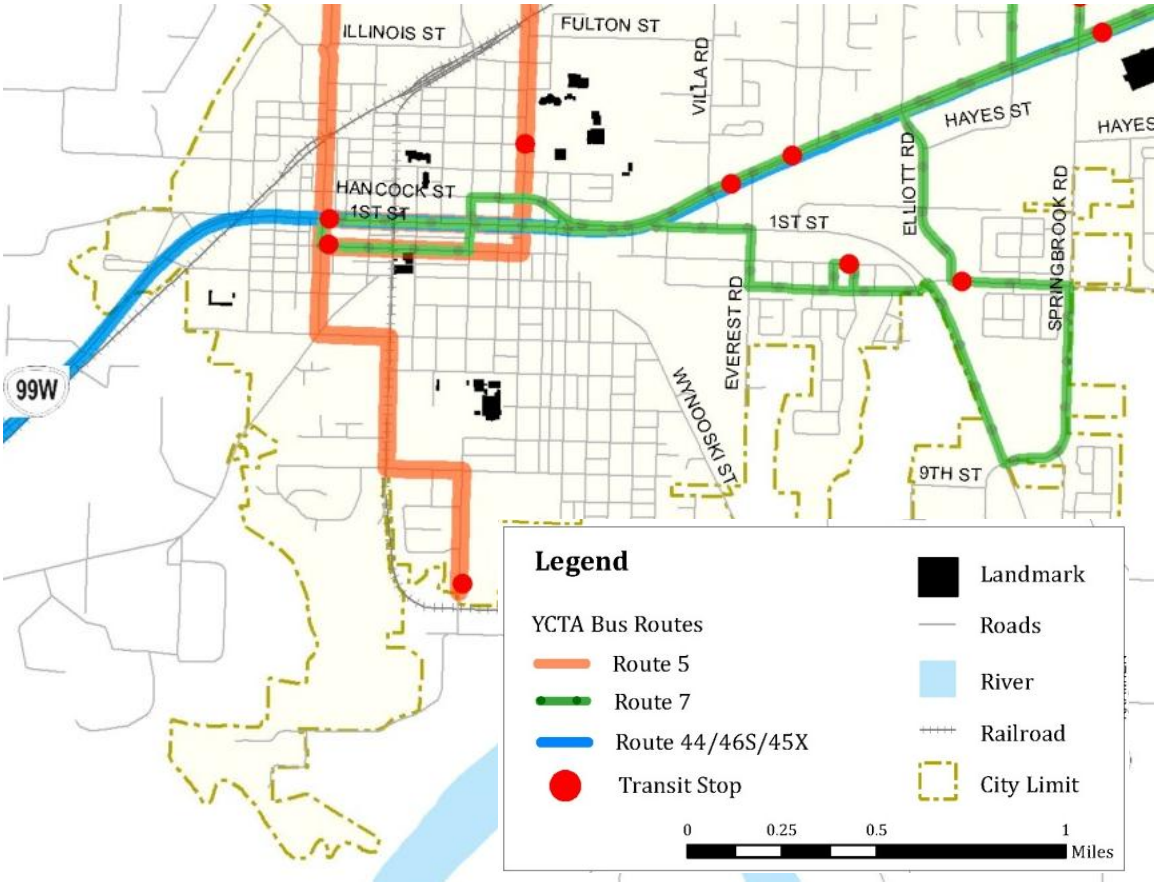

Figure 3: Existing Transit Service in Newberg

Motor Vehicle Mobility

The motor vehicle conditions in Newberg vary based on the time of year. Operations at the four downtown study intersections analyzed in the TSP update, listed in Table 4, were evaluated during the p.m. peak hour of the peak seasonal period (30th highest annual hour) and the average weekday. All locations currently meet mobility targets.

Table 4: Intersection Operations (2012 p.m. peak)

Intersection	Mobility Target	Peak Seasonal V/C Ratio	Peak Seasonal LOS	Average Weekday V/C Ratio	Average Weekday LOS
Hancock Street (99W)/Main Street	0.85	0.70	B	0.64	B
Hancock Street (99W)/College Street	0.85	0.76	B	0.70	B
1st Street (99W)/Main Street	0.85	0.57	B	0.52	B
1st Street (99W)/College Street	0.85	0.58	B	0.53	B

Planned Facilities

The draft TSP update identifies future improvements to the transportation system. Figures 4 through 6 show the projects that are currently identified[13] (and may further change during the TSP update process). Additional information for each project in the downtown area is listed in Table 5. Each project is listed as "likely" funded (indicating that is it assumed[14] that there will be funds available for completion by 2035) or "aspirational" (indicating that the project has been identified but that it is not assumed to be funded by 2035). In regard to the downtown system, the primary project is S07 (Downtown road diet), which is a general concept that is intended to be further refined through the NDIP process.

[13] Identified projects are subject to change pending public comment and the adoption process.

[14] Funding assumptions are based on review of existing transportation revenues and expenses and are projected for the 20 year horizon.

Figure 4: Draft Newberg TSP Pedestrian Projects

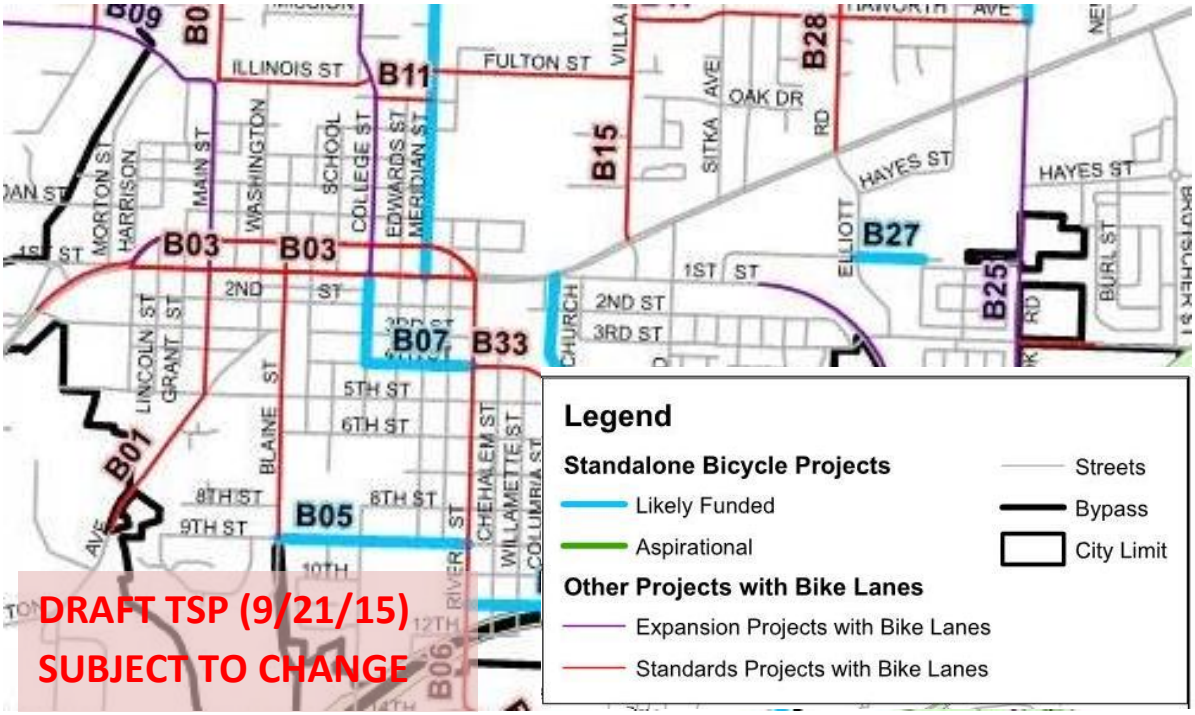

Figure 5: Draft Newberg TSP Bicycle Projects

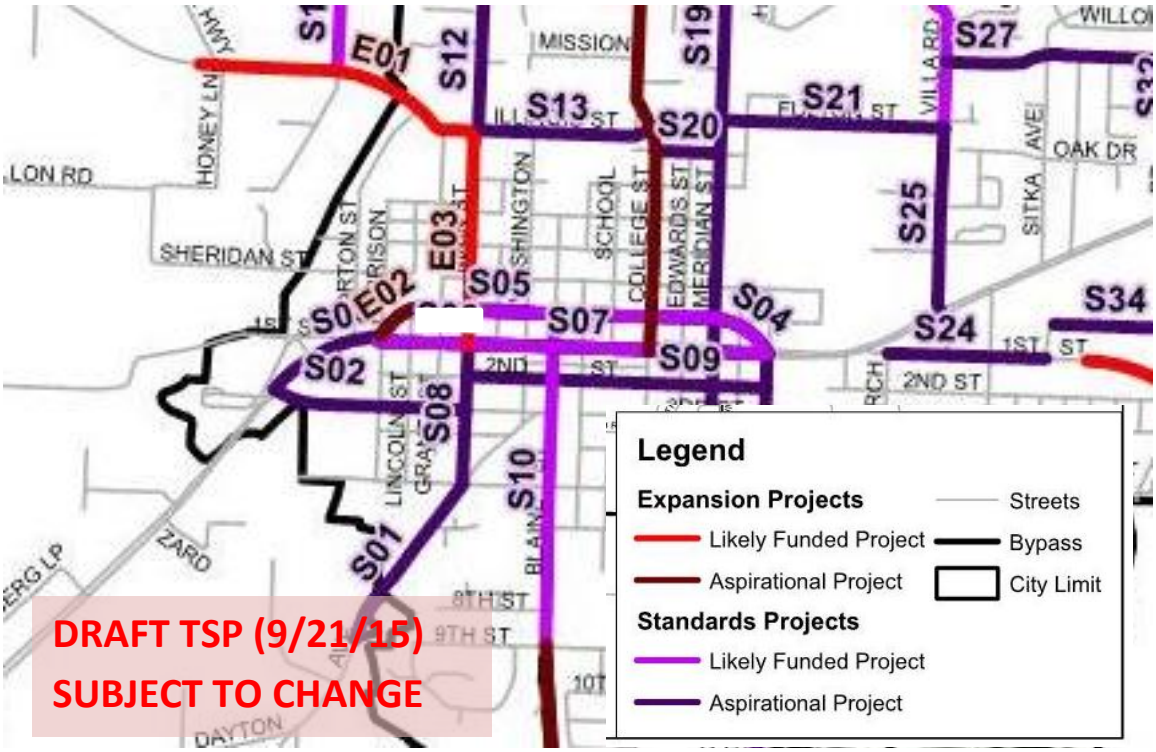

Figure 6: Draft Newberg TSP Roadway Projects

Table 5: Draft TSP (09/21/15) Transportation Improvement Projects

Project #	Project Name	Project Description	Lead Agency	Total Cost	Funding
Pedestrian Projects					
P02	OR 99W Sidewalks	From UGB to 3rd Street	ODOT	$174,150	Likely
P15	Meridian St Sidewalks	From Hancock Street to 2nd Street	City	$45,900	Likely
Bicycle Projects					
		Note: No stand-alone bicycle improvements in downtown area. Improvements are bundled with other multimodal roadway improvements.			
Expansion Projects					
E01	OR 240 Minor Arterial Improvement	Reconstruct Ore 240 for approximately 0.36 miles between the west edge of the Urban Reserve Area and Main Street to full, 3-lane minor arterial street standards.	ODOT	$2,160,000	Aspirational
E02	Hancock Street Arterial Improvement	Reconstruct Hancock Street to major arterial street standards between Harrison Street and Main Street to include sidewalks and bicycle lanes on each side of Hancock Street.	ODOT	$135,000	Aspirational
E03	N Main Street (OR240) Arterial Improvement	Reconstruct to full minor arterial standards between Illinois and 1st to include three travel lanes, bike lanes, and sidewalks.	ODOT	$1,350,000	Aspirational
E05	College St Arterial Improvement	Reconstruct to minor arterial street standards between 1st St and Bell Rd to include sidewalks and bicycle lanes on each side of College Street.	ODOT	$8,835,750	Aspirational
Standards and Safety					
S03	OR 99W Arterial Improvement	Reconstruct OR 99W to major arterial street standards between Harrison Street and 3rd Street to include sidewalks and bicycle lanes on each side of OR 99W.	ODOT	$135,000	Aspirational
S04	Downtown Street Redevelopment	Pedestrian enhancements such as improved crossings, wider sidewalks, and curb extensions should be considered on 1st St and Hancock St in the downtown	City	$1,100,000	Aspirational

Project #	Project Name	Project Description	Lead Agency	Total Cost	Funding
S05	Remove RT Lane on Hancock	Remove right turn lane onto Main St, add back-in diagonal parking	City	$5,000	Aspirational
S07	Downtown Road Diet	Remove one lane each from Hancock St and 1st St to use for additional enhancement to pedestrian, bicycle, or other amenities. This may be implemented after completion of the Phase 1 Bypass on a temporary basis pending future capacity needs.	ODOT	$4,500,000	Likely
S08	S Main St Collector Improvement	Reconstruct to major collector street standards between 1st St and 5th St to include sidewalks and bicycle lanes on each side.	City	$27,000	Aspirational
S09	2nd St Collector Improvement	Reconstruct 2nd St to major collector street standards between Main St and River St to include sidewalks, bicycle lanes, and on-street parking on each side of 2nd Street	City	$27,000	Aspirational
S10	Blaine St Collector Improvement	Reconstruct Blaine St to major collector street standards between Hancock St and 9th St to include sidewalks and bicycle lanes on each side of Blaine Street.	City	$2,025,000	Likely

Opportunities and Constraints

Based on the review of transportation policies and the state of the existing and planned transportation system, the following opportunities and constraints were identified.

Opportunities

- Phase 1 of the Newberg-Dundee bypass will shift regional traffic away from downtown Newberg and reduce traffic volumes along OR 99W.
- Reallocation of the current couplet configuration (such as removing a travel lane in each direction) may provide additional space for other amenities and opportunities
- Removing a lane of traffic in each direction could reduce the distance needed to cross OR 99W and could make the area more welcoming for pedestrian and bicycle travel
- ODOT has jurisdiction of OR 99W and could be a partner in developing, funding, and implementing future strategies and improvements along the corridor.
- The rail corridors (north-south on Blaine Street to the riverfront and east-west in Willamette & Pacific line) have not been analyzed through this plan but may provide future opportunities.

- Changing designation along the corridor (such as adding STA designation or removing freight designation/truck route from 99W due to the Bypass) would provide additional flexibility for vehicular mobility and enhancements for other modes

Constraints

- While Phase 1 of the Newberg-Dundee bypass will initially reduce volume on OR 99W downtown, additional local and regional growth will later return traffic to current levels.
- ODOT has jurisdiction of OR 99W and has authority for future decisions along the corridor.
- Under current highway designations and state policies, OR 99W may require design exceptions or other considerations to achieve potential transformations that are identified through the NDIP.
- Existing development along the highway corridor constrains the available right of way for serving all modes of travel.