

## **PLANNING COMMISSION RESOLUTION 2015-311**

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### **A RESOLUTION RECOMMENDING CITY COUNCIL DENY A TRANSPORTATION SYSTEM PLAN AMENDMENT TO CHANGE THE OREGON HIGHWAY 219/PHASE 1 BYPASS/WILSONVILLE ROAD INTERSECTION TO A “NO THRU TRAFFIC” DESIGN**

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#### **RECITALS:**

1. The City of Newberg amended its Transportation System Plan (TSP) in 2013 to reflect the approved Phase 1 Bypass details, which included a full movement intersection at Oregon 219/Phase 1 Bypass/Wilsonville Road. Following approval of the TSP amendment in 2013, the Oregon Department of Transportation (ODOT) and the Ladd Hill Neighborhood Association (LHNA) have continued to investigate solutions to the LHNA concerns regarding the use of Wilsonville Road as a route to get to I-5 from Oregon 219 in Newberg. In response to the concerns raised by LHNA and their coalition, ODOT explored additional design options seeking to minimize Phase 1 Bypass-related traffic using Wilsonville Road. ODOT submitted an application to the City of Newberg for a TSP amendment to change the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection to a “No Thru Traffic” option to mitigate LHNA’s safety concerns.
2. Under the “No Thru Traffic” option, no direct connection would be provided between Wilsonville Road and the Phase 1 Bypass. Rather, the eastbound and westbound through movements would be prohibited at the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection. Travelers desiring to travel between Wilsonville Road and the Phase 1 Bypass would need to use one of these alternate routes: U-turn movements northbound and southbound; travel within Springbrook Estates mobile home park; travel on Springbrook Road, Fernwood Road, Corral Creek Road, and Renne Road as an alternate path to and from Wilsonville Road; or travel on 2<sup>nd</sup> Street and Springbrook Road to circle back around to Oregon 219 and the traffic light at the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection.
3. The “No Thru Traffic” option operational standard is about the same as all other options considered, including the currently adopted “Full Movement” intersection option. However, the city is concerned with additional out of direction travel through neighborhoods, the potential safety issues that may arise from unsafe U-turn movements on Highway 219, and the impacts on the Springbrook Estates mobile home park, which is 126 units served by an internal narrow private drive network.
4. According to the data, the “No Thru Traffic” option would require an estimated 50 vehicles per hour to use the alternate routes. This is the same approximate number of vehicles that would be added to Wilsonville Road (25 cars each direction) using the currently adopted “Full Movement” intersection option. The “No Thru Traffic” option may also cause an increase in travel time, energy use, and potential driver frustration, which can lead to unsafe driving conditions such as speeding through neighborhoods to make up time.

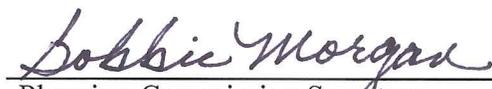
5. Based on safety and livability concerns, the low overall number of trips projected to use Wilsonville Road with the current "Full Movement" intersection option, and the overall good health of the Wilsonville Road corridor expected in the Yamhill County TSP in both 2016 and 2035, no change to the current configuration of the intersection can found to be warranted.
6. After proper notice, the Newberg Planning Commission held a hearing on December 10, 2015 to consider the proposal.
7. Based on an abundance of public testimony and a desire to integrate regional community concerns into a satisfactory solution, the Newberg Planning Commission seeks a solution agreeable to our neighbors as well as our citizens.

**NOW THEREFORE, BE IT RESOLVED** by the Planning Commission of the City of Newberg that it recommends the City Council deny the proposed Transportation System Plan amendment as shown in Exhibit "A". The Planning Commission recommended approval of this Resolution and asks the City Council to delay their vote on the matter until March 2016 in order to allow time for all entities to meet in an effort to mitigate impacts of the final decision. This recommendation is based on the staff report, the findings in Exhibit "B", and testimony.

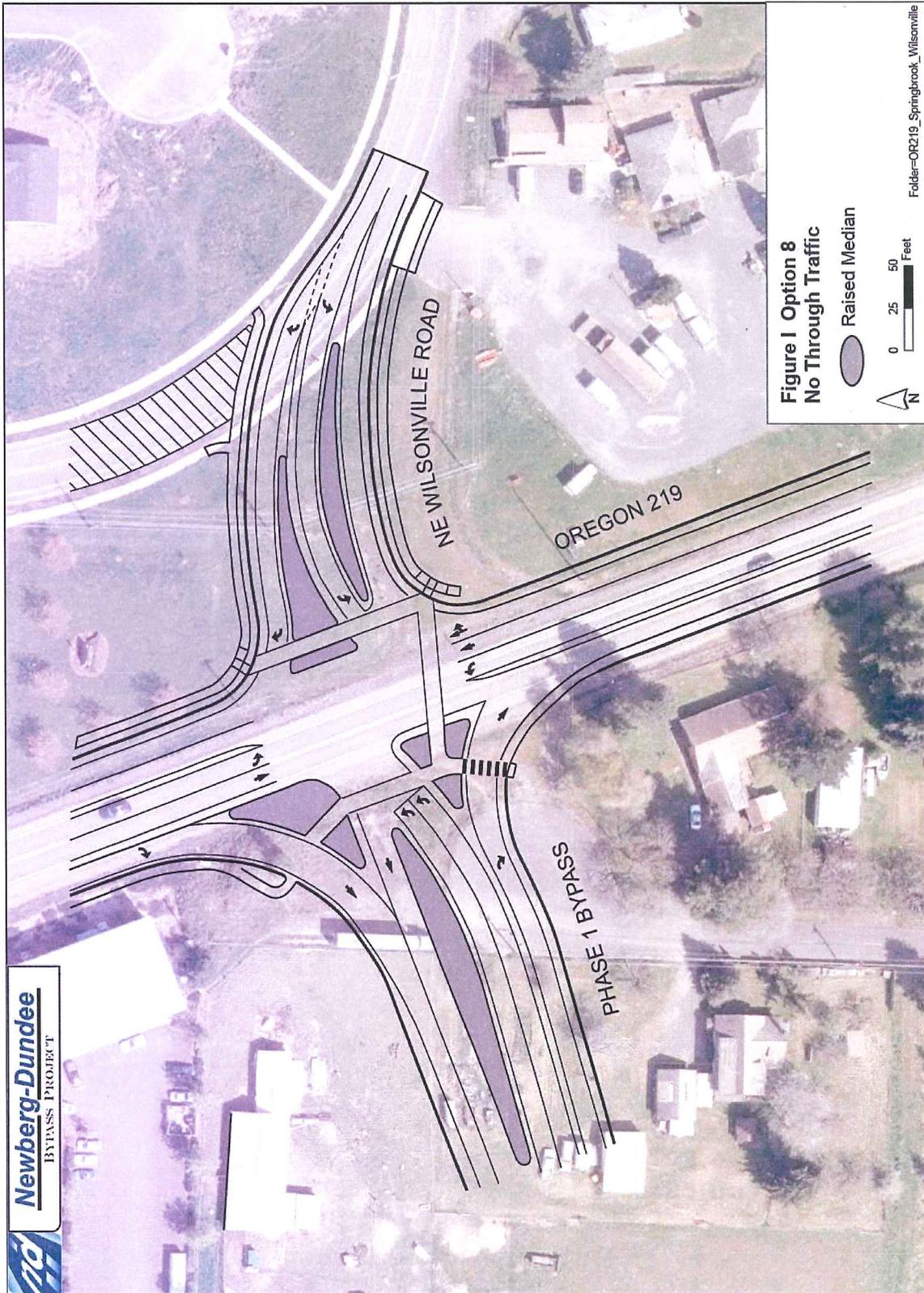
**Adopted by the Newberg Planning Commission this 14<sup>th</sup> day of January, 2016.**

  
\_\_\_\_\_  
Planning Commission Chair

ATTEST:

  
\_\_\_\_\_  
Planning Commission Secretary

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



Folde=OR219\_Springbrook\_Wilsonville

## Exhibit "B": Findings

### CPTA-15-002 – ODOT TSP Amendments – Resolution No. 2015-311

#### **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. 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 same number of travel trips will be moving through the area with either of the proposed intersection configurations; consequently, air quality and stormwater runoff generated by the roadway will not change.

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

**Finding:** The Phase 1 Bypass project 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.

*NCP J. Urban Design. Goal 2: To develop and maintain the physical context needed to support the livability and unique character of Newberg. Policy c: Neighborhoods should be designed to promote safety and interaction with neighbors, with items such as walking paths and neighborhood parks.*

**Finding:** Local neighborhood streets are intended to have relatively small levels of traffic, generally just the neighborhood residents and visitors. Collector and arterial streets then funnel traffic from local streets out to destinations. ODOT is asking for a change to the intersection of a city minor arterial (Highway 219) and a Yamhill County minor arterial (Wilsonville Road) to divert through traffic from the Yamhill County minor arterial. One alternative traffic movement would be travel through the Springbrook Estates mobile home park, which has 126 units and is served by a network of narrow private drives. Adding cut-through traffic to this neighborhood would severely undermine the safety and livability of this area.

*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:** The adopted configuration of the Phase 1 Bypass in Newberg means that there will be some adverse impacts on local and regional circulation due to the use of Springbrook Road as a primary connection to the Bypass: increased traffic along Springbrook Road, impacting residential and commercial properties; increased traffic on other city streets in the eastern part of Newberg as drivers try to avoid the Highway 99W/Springbrook Road intersection and congestion along Springbrook Road; and the reconnection of Wilsonville Road to Highway 219 for operational reasons, which will increase traffic somewhat on Wilsonville Road. Traffic modeling shows an increase of approximately 50 cars in

the PM peak hour on Wilsonville Road due to the new Bypass intersection. The Ladd Hill Neighborhood Association objected to this adverse impact on their neighborhood, and has worked with ODOT on a potential solution that would divert traffic from Wilsonville Road. However, their identified solution adversely impacts local city streets by diverting that same number of cars into out-of-direction travel and alternate routes to reach their destinations.

The city must weigh the alternatives, and filter the proposals through the lens of what is best for Newberg's local transportation and land use system, particularly considering the social, economic, and environmental impacts and costs. ODOT's proposed alternative is referred to as the "No Thru Traffic" option. Under this option, no direct connection would be provided between Wilsonville Road and the Phase 1 Bypass. Rather, the eastbound and westbound through movements would be prohibited at the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection. Travelers desiring to travel between Wilsonville Road and the Phase 1 Bypass would need to use one of these alternate routes:

- Travel northbound and use a median opening to make a U-turn on Oregon 219, or travel southbound and make a U-turn at Wynooski Road or another southbound point, and then turn at the Oregon 219/Phase 1 Bypass/Wilsonville Road traffic signal.
- Make a U-turn at the Oregon 219/Springbrook Road/Industrial Parkway traffic signal and then turn at the Oregon 219/Phase 1 Bypass/Wilsonville Road traffic signal.
- Use Springbrook Road and McKern Court (currently Wilsonville Road). The traveler could then turn left into Springbrook Estates and follow the local network to travel between Wilsonville Road and the Phase 1 Bypass. This would result in cut-through traffic in the Springbrook Estates mobile home park.
- Use Springbrook Road, Fernwood Road, Corral Creek Road, and Renne Road to travel between Wilsonville Road and Bypass.
- Travel northbound, turn right at 2<sup>nd</sup> Street, right on Springbrook Road, left onto Oregon 219, and then turn at the Oregon 219/Phase 1 Bypass/Wilsonville Road traffic signal.

From an operational standpoint, the "No Thru Traffic" option volume to capacity performance standard is about the same as the other options considered, including the currently adopted "Full Movement" option. However, there are concerns with additional out of direction travel through neighborhoods and the potential safety issues that may arise from unsafe U-turn movements on Highway 219. It is particularly concerning that travel through Springbrook Estates will be an attractive route, as that is a mobile home park with 126 units that is served by a network of narrow private drives. The city believes this to be a significant social equity issue, and that permitting cut-through traffic through this neighborhood would significantly degrade the safety and livability of this area.

According to the data, the "No Thru Traffic" option would require an estimated 50 vehicles per hour to use the alternate routes. This is the same approximate number of vehicles that would be added to Wilsonville Road (25 cars each direction) using the "Full Movement" option. Therefore, the principal issues for consideration come down to: 1) whether 50 cars an hour is a significant impact, and 2) which area should be impacted by the 50 cars – out of direction travel through Newberg/other county roads or Wilsonville Road by a direct connection.

The City Engineer and Planning Division staff have significant concerns about making changes to an intersection that may then cause impacts to safety and livability within the city, as well as the potential safety and social equity issues caused by permitting cut-through traffic through an existing mobile home

park. The “No Thru Traffic” option may also cause an increase in travel time, energy use, and potential driver frustration, which can lead to unsafe driving conditions such as speeding through neighborhoods to make up time. Yamhill County recently adopted an updated TSP, and their analysis was based on the currently adopted Phase 1 layout. The average daily trips estimated for 2016 and 2035 are both in the 3,000-6,000 range, and the overall Wilsonville Road corridor health is rated as being good both in 2016 and 2035. Based on a review of all of the data submitted, including the information submitted by the Ladd Hill Neighborhood Association, we find that there would be an adverse impact to the safety and livability of Newberg’s transportation and land use system and cannot find that Goal 12 is met by this proposed change.

*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.