



**PLANNING COMMISSION AGENDA  
December 10, 2015 7:00 PM  
NEWBERG PUBLIC SAFETY BUILDING  
401 EAST THIRD STREET**

**I. CALL MEETING TO ORDER**

**II. ROLL CALL**

**III. PUBLIC COMMENTS** (5-minute maximum per person – for items not on the agenda)

**IV. CONSENT CALENDAR** (items are considered routine and are not discussed unless requested by the commissioners)

1. Approval of November 12, 2015 Planning Commission Meeting Minutes

**VI. LEGISLATIVE PUBLIC HEARING** (complete registration form to give testimony - 5 minute maximum per person, unless otherwise set by majority motion of the Planning Commission)

**1. TSP Amendments related to the Phase 1 Bypass**

- a. Changes to 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. RESOLUTION NO. 2015-310
- b. Changing the adopted Oregon 219/Phase 1 Bypass/Wilsonville Road intersection to a “No Thru Traffic” design. RESOLUTION NO. 2015-311

FILE NO.: CPTA-15-002

**VII. ITEMS FROM STAFF**

1. Update on Council items
2. Other reports, letters or correspondence
3. Next Planning Commission meeting: January 14, 2016 7:00 PM

**VIII. ITEMS FROM COMMISSIONERS**

**IX. ADJOURNMENT**

FOR QUESTIONS, PLEASE STOP BY CITY HALL OR CALL 503-537-1240, COMMUNITY DEVELOPMENT DEPT. – P.O. BOX 970 – 414 E. FIRST STREET

**ACCOMMODATION OF PHYSICAL IMPAIRMENTS:** *In order to accommodate persons with physical impairments, please notify the Community Development Department of any special physical or language accommodations you may need as far in advance of the meeting as possible as and no later than 48 business hours prior to the meeting. To request these arrangements, please contact the Planning Secretary at (503) 554-7788. For TTY services please dial 711.*

**NEWBERG PLANNING COMMISSION MINUTES**  
**November 12, 2015, 7:00 PM**  
**PUBLIC SAFETY BUILDING (401 E. THIRD STREET)**

Chair Gary Bliss called the meeting to order at 7:00 p.m.

**ROLL CALL**

Members Present: Gary Bliss, Chair Jason Dale  
Philip Smith Luis Saavedra/student  
Cathy Stuhr

Members Absent: Allyn Edwards Patrick Johnson  
Matthew Fortner

Staff Present: Jessica Pelz, Associate Planner  
Steve Olson, Associate Planner  
Doug Rux, Community Development Director  
Bobbie Morgan, Planning Secretary  
Mayor Bob Andrews, Ex-Officio

**PUBLIC COMMENTS:** None.

**CONSENT CALENDAR:**

Approval of September 28, 2015 Joint Planning Commission and City Council Meeting Minutes and  
Approval of October 8, 2015 Planning Commission Meeting Minutes.

PC Cathy Stuhr had changes to the October 8, 2015, minutes. Under the staff report regarding the letter from Thousand Friends, she suggested changing it to, "She discussed a letter from Thousand Friends who were concerned about the employment safe harbor forecast." She also suggested changing a sentence on the bottom of the same page to read, "PC Cathy Stuhr said whatever numbers the City started with they had to know there would not be a challenge."

**MOTION: Stuhr/Dale** moved to approve the September 28 and October 8, 2015 minutes as amended. Motion carried (3 Yes/0 No).

**LEGISLATIVE PUBLIC HEARING:** Chair Gary Bliss opened the public hearing at 7:05 p.m.

1. **Comprehensive Plan Amendment– Population Amendments:** Comprehensive Plan amendment to provide updated information in the historic population and population projections sections of the plan.

FILE NO.: CPTA-15-001 RESOLUTION NO.: 2015-309

**Call for Abstentions and Objections to Jurisdiction:** None.

**Staff Report:** Associate Planner Jessica Pelz presented the staff report. She explained the changes made to the Comprehensive Plan amendment. One was to update the historic population to be consistent with census data to 2010. Another was under population projections it would reference OAR 66024-30 and how the City would update the Comprehensive Plan with new projections when they were received from PSU in accordance with the new rule. In the meantime, the City would rely on the acknowledged 2012 Yamhill County coordinated forecast for any planning purposes.

**Final Comments from staff and recommendation:** Staff recommended approval of the resolution.

**PC deliberation and discussion of criteria with findings of fact:**

PC Philip Smith was concerned about using numbers from 2012 for controversial issues. AP Pelz thought they would be safe as the Statute clearly stated for the interim forecast they could rely on the adopted, acknowledged County forecast.

PC Cathy Stuhr suggested changing the title of the table under the historic population to reflect the correct dates.

PC Philip Smith thought this was an improvement to what had been done previously, especially the policy where everyone would be using the same projection numbers.

**Action by the Planning Commission:**

**MOTION:** Smith/Dale moved to approve RESOLUTION NO. 2015-309. Motion carried (3 Yes/0 No).

Chair Gary Bliss closed the public hearing at 7:15 p.m.

**ITEMS FROM STAFF:**

Associate Planner Steve Olson gave an update on the Newberg Downtown Improvement Plan. He listed the names of the consultant team which brought specialized expertise to the project. There was also a 15 member advisory committee who had met twice. The consultants and staff were working on an existing conditions report and a market conditions report. These reports were almost complete and would be posted on the City's website soon. There would be a Downtown Visioning Workshop on December 9.

Community Development Director Doug Rux gave an update on Council items including America's Best Communities competition and Economic Development Strategy. The Council approved repealing a development agreement with the Gablers and he gave an update on the WestRock acquisition of SP Fiber. On November 2, the Council adopted updates to the Council Rules and agreed to have City email accounts for all City Committee members.

PC Cathy Stuhr commented on the Lane County case regarding emails being subject to the public meetings law.

CDD Doug Rux said that was why they were moving to using City email accounts instead of personal email accounts. He said Chairs of City Committees would start giving the Council quarterly updates in 2016.

AP Jessica Pelz discussed the letter she sent to the Crag Law Center regarding the Wilsonville Road issue. They were going to treat it as a legislative action and it would be on the December 10 agenda.

There was discussion regarding notices for the meeting and getting the word out to the neighborhoods.

PC Philip Smith asked how the changing status of the mill might affect future planning.

CDD Doug Rux replied WestRock announced they were idling the mill. He gave options for how it might be developed in the future. He agreed an argument might be made that there was no need for more industrial land until this land was developed.

**ITEMS FROM COMMISSIONERS:**

Chair Gary Bliss asked if engineering would be at the next meeting. He also requested a police presence at the meeting. CDD Doug Rux confirmed the City Engineer would be in attendance.

PC Cathy Stuhr wanted to make sure there was a visible timer for public testimony.

Chair Gary Bliss asked about three County Commissioners who met off and on continually but it was not considered a quorum.

CDD Doug Rux answered Counties were in a unique situation as many only had three officials and many of those meetings had to be noticed.

Chair Gary Bliss had a question regarding the Bypass construction and if the City could do something for the nearby residents' complaints regarding ODOT.

Mayor Bob Andrews said that issue had not been brought forward to the Council. It was ODOT's project and he did not know if the City could intervene.

CDD Doug Rux said the Bypass was being built on ODOT's right-of-way and two contractors were doing the work.

Mayor Bob Andrews said there were some Planning Commission terms about to expire and encouraged those members to apply for reappointment or to help staff find replacements.

The next Planning Commission meeting would be held on December 10, 2015.

Chair Gary Bliss adjourned the meeting at 7:41 p.m.

**Approved by the Newberg Planning Commission this 10 day of December, 2015.**

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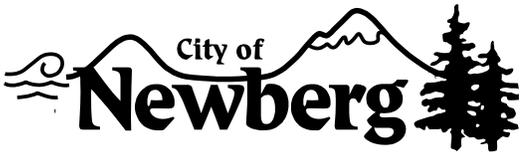
Bobbie Morgan, Planning Secretary

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Gary Bliss, Planning Commission Chair

**OUTLINE FOR LEGISLATIVE PUBLIC HEARING**  
**Newberg Planning Commission**

1. **CALL TO ORDER**  
OPEN THE PUBLIC HEARING, ANNOUNCE THE PURPOSE, DISCUSS TESTIMONY PROCEDURE, AND TIME ALLOTMENTS
2. **CALL FOR ABSTENTIONS AND OBJECTIONS TO JURISDICTION**
3. **STAFF REPORT**  
COMMISSION MAY ASK BRIEF QUESTIONS FOR CLARIFICATION
4. **PUBLIC TESTIMONY**  
5 MINUTE TIME LIMIT PER SPEAKER (15 MINUTE LIMIT FOR APPLICANT AND PRINCIPAL OPPONENT). SPEAKER GOES TO WITNESS TABLE, STATES NAME & PRESENTS TESTIMONY. COMMISSION MAY ASK QUESTIONS OF SPEAKERS.
  - A. APPLICANT(S) (IF ANY)
  - B. OTHER PROPONENTS
  - C. OPPONENTS AND UNDECIDED
  - D. STAFF READS WRITTEN CORRESPONDENCE (TIME LIMIT APPLIES)
  - E. APPLICANT (IF ANY) REBUTTAL
5. **CLOSE OF PUBLIC TESTIMONY PORTION OF HEARING**
6. **FINAL COMMENTS FROM STAFF AND RECOMMENDATION**
7. **PLANNING COMMISSION DELIBERATION**
8. **ACTION BY THE PLANNING COMMISSION**
  - A. RESOLUTION – Usually requires passage of resolution.
  - B. VOTE – Vote is done by roll call.
  - C. COMBINATION – Can be combined with other commission action; separate vote on each action is required.



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## Planning Commission Staff Report

### Transportation System Plan Amendments – ODOT – Bypass Related

**File No.:** CPTA-15-002

**Proposal:** Transportation System Plan amendment for changes to the road and lane configuration of Highway 219 and the Highway 219/Phase 1 Bypass/Wilsonville Road intersection.

**Planning Commission Hearing Date:** December 10, 2015

### Summary of Proposal

The Oregon Department of Transportation (ODOT) submitted an application to the City of Newberg for two proposed Transportation System Plan (TSP) amendments:

1. Changes to 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. This change is necessary due to further refinement of the construction plans for the Phase 1 Bypass and to address traffic safety concerns. The changes include removing one of the proposed southbound through lanes on Oregon 219 and one of the proposed southbound right turn lanes onto the Phase 1 Bypass. (Resolution No. 2015-310)
2. Changing the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection to a “No Thru Traffic” design. This change is proposed to address traffic safety concerns expressed by the Ladd Hill Neighborhood Association and their coalition. The “No Thru Traffic” design would remove traffic movements from Wilsonville Road onto the Phase 1 Bypass and from the Phase 1 Bypass onto Wilsonville Road. 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. (Resolution No. 2015-311)

### Discussion

#### **Amendment 1: Changes to 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**

During the final Phase 1 Bypass 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 and identified traffic safety concerns 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.

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 and supports this proposed amendment. The proposed amendment will facilitate safe and convenient vehicular circulation and reduce potential accidents due to the substandard merge and weave. Staff recommends that Planning Commission adopt Resolution No. 2015-310, recommending that City Council adopt the proposed TSP amendment.

### **Amendment 2: Changing the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection to a "No Thru Traffic" design**

The City of Newberg amended its TSP in 2013 to reflect the FEIS Alternative for Phase 1. 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 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. As part of the 2013 TSP Amendment, ODOT committed to installing specific signage that would discourage traffic from using Wilsonville Road and to provide ongoing traffic monitoring to ensure that no unanticipated impacts occur once Phase 1 of the Bypass is open to traffic.

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.

In response to the concerns raised by LHNA and their coalition, ODOT explored additional design options that seek to minimize Phase 1 Bypass-related traffic using Wilsonville Road. ODOT reviewed the potential design options from an operational standpoint and also against their internal criteria that the solution should try to be constructed within the current right-of-way footprint and not require additional utility relocation to minimize impacts on the construction timeline and costs of the Phase 1 Bypass. ODOT reviewed eight potential design options for the intersection, which are shown in Attachment 1. Option 1 “Full Movement Intersection” is the currently adopted version in the TSP. ODOT is asking the city to consider a change to Option 8 “No Thru Traffic”, as developed by ODOT and LHNA to mitigate LHNA’s safety concerns.

Under Option 8, 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 Option 8 volume to capacity performance standard is about the same as the other options considered, including Option 1. However, the city is concerned 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 worrisome that cutting through Springbrook Estates will be an attractive route, as that is a mobile home park with 126 units that is served by internal narrow private drives and the residents already have complaints about cut-through traffic. According to the data, Option 8 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

Option 1. The City Engineer stated in her comments that the additional percentage of traffic on each alternate route would increase as shown below:

	<i>Springbrook Estates</i>	<i>Springbrook/ Fernwood</i>	<i>Renne Road</i>	<i>Wilsonville Road</i>
<i>2016</i>	125%	3%	50%	16%

Most intersections function about the same under all 8 options. 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. Statewide Planning Goal 12 (Transportation) is “to provide and encourage a safe, convenient and economic transportation system.” The city’s job is to meet identified local transportation needs consistent with Goal 12 and Oregon Administrative Rule 660 Division 12 (Transportation Planning), which directs transportation plans to:

- (5) minimize adverse social, economic and environmental impacts and costs;
- (6) conserve energy;
- (9) conform with local and regional comprehensive land use plans.

The City Engineer and Planning Division staff are concerned 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. Option 8 also causes 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 analysis was based on the currently adopted configuration of the Phase 1 Bypass 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 (see Attachment 7 for more information). Based on safety and livability concerns, the low overall number of trips projected to use Wilsonville Road, and the overall health of the Wilsonville Road corridor expected in the Yamhill County TSP, staff recommends making no change to the current configuration of the intersection.

The Ladd Hill Neighborhood Association has submitted materials supporting the proposed change to Option 8. These materials are shown in Attachment 5. Much of the materials has previously been submitted to the city, and the City Engineer’s response to the most recent report from Mackenzie is shown in Attachment 4.

## **Staff Recommendation:**

Staff recommends that Planning Commission does the following:

1. Consider the staff report, public testimony, and the findings.
2. Deliberate.
3. Make a motion to adopt Resolution No. 2015-310, which recommends that City Council adopt proposed Amendment 1 to make changes to 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.
4. Make a motion to adopt Resolution No. 2015-311, which recommends that City Council deny proposed Amendment 2 to change the Oregon 219/Phase 1 Bypass/Wilsonville Road intersection to a “No Thru Traffic” design.

## **Attachments:**

Planning Commission Resolution No. 2015-310 with:

Exhibit “A”: Transportation System Plan amendment

Exhibit “B”: Findings

Planning Commission Resolution No. 2015-311 with:

Exhibit “A”: Transportation System Plan amendment

Exhibit “B”: Findings

1. Design options considered for the Highway 219/Phase 1 Bypass/Wilsonville Road intersection
2. Application submittal package
3. City Engineer comments to ODOT application
4. City Engineer letter to ODOT in response to Mackenzie analysis (6/24/15)
5. Ladd Hill Neighborhood Association submission (also in hard copy binder to Planning Commissioners), received 11/23/15
6. Crag Law letter to City (10/8/15), and City response (10/26/15)
7. Other public comments/correspondence
8. Yamhill County TSP Tech Memo 3 (Existing Transportation Conditions) and Tech Memo 4 (Future Transportation Conditions)



## **PLANNING COMMISSION RESOLUTION 2015-310**

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**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**

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### **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 10<sup>th</sup> day of December, 2015.**

ATTEST:

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Planning Commission Chair

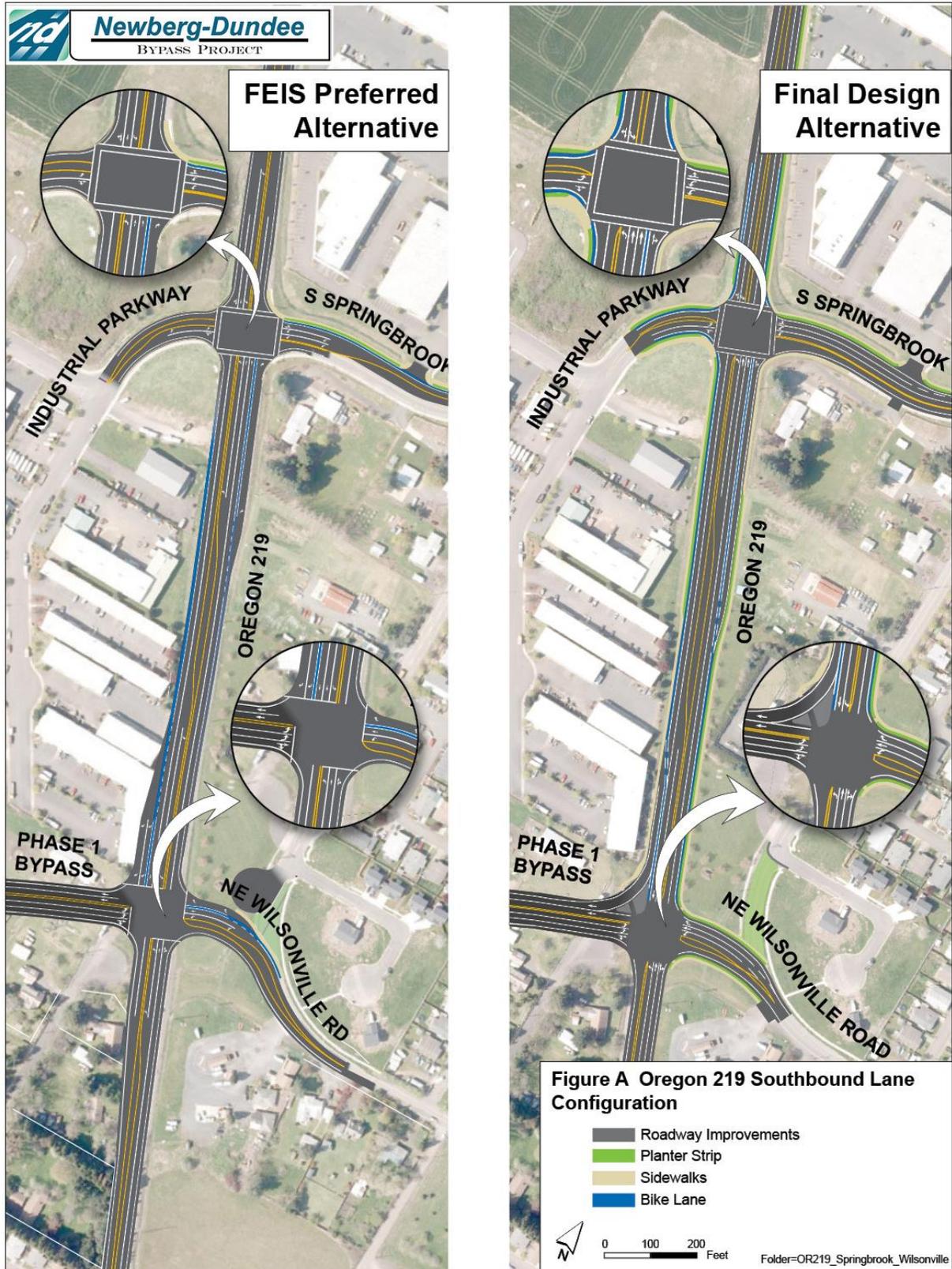
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Planning Commission Secretary

Attached:

Exhibit "A": Transportation System Plan amendment

Exhibit "B": Findings



## Exhibit “B”: Findings

### CPTA-15-002 – ODOT TSP Amendments – Resolution No. 2015-310

#### **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.



## **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.

**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”. This recommendation is based on the staff report, the findings in Exhibit “B”, and testimony.

**Adopted by the Newberg Planning Commission this 10<sup>th</sup> day of December, 2015.**

ATTEST:

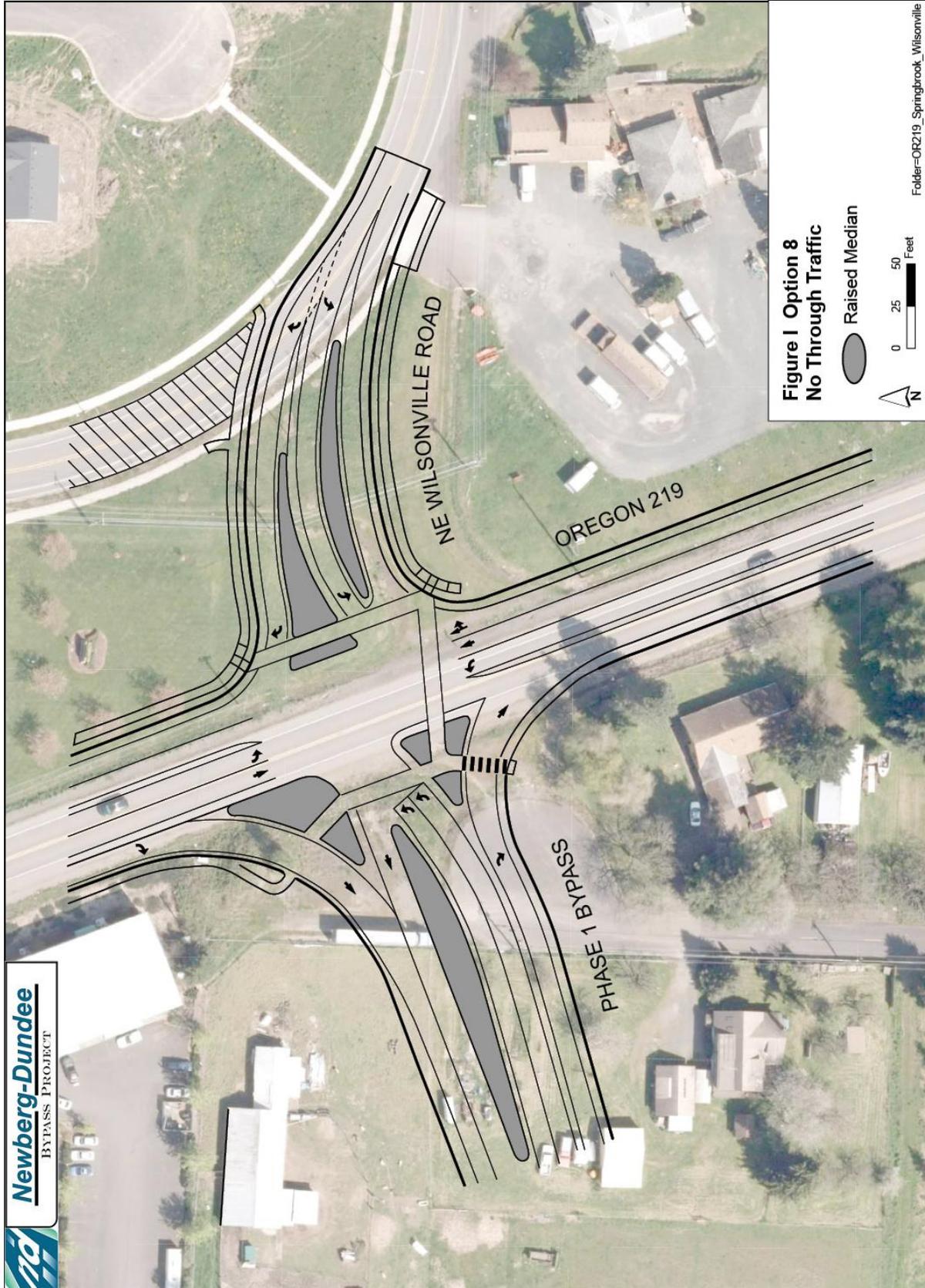
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Planning Commission Chair

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Planning Commission Secretary

Attached:  
Exhibit “A”: Transportation System Plan amendment  
Exhibit “B”: Findings



## 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.