

PLANNING COMMISSION AGENDA

July 19, 2012

7 p.m. Special Meeting

Newberg City Hall

414 E. 1st Street

PLEASE NOTE THAT THE LOCATION HAS BEEN CHANGED

I. CALL MEETING TO ORDER

II. ROLL CALL

III. CONSENT CALENDAR

1. No items.

IV. PUBLIC COMMENTS (5 minute maximum per person)

1. For items not listed on the agenda

V. WORKSHOP: TRANSPORTATION PLAN UPDATES

A workshop on the changes that need to be made to Newberg's Transportation System Plan to coordinate with the first phase of the Newberg-Dundee Bypass project.

VI. ITEMS FROM STAFF

1. Update on Council items
2. Other reports, letters, or correspondence
3. Next Planning Commission Meeting: August 9, 2012

VII. ITEMS FROM COMMISSIONERS

VIII. ADJOURN

FOR QUESTIONS PLEASE STOP BY, OR CALL 503-537-1240, PLANNING & BUILDING DEPT. - P.O. BOX 970 - 414 E. FIRST STREET

ACCOMMODATION OF PHYSICAL IMPAIRMENTS:

In order to accommodate persons with physical impairments, please notify the City Recorder's office of any special physical accommodations you may need as far in advance of the meeting as possible and no later than 48 hours prior to the meeting. To request these arrangements, please contact the city recorder at (503) 537-1283. For TRS services please dial 711.

AGENDA

Citizen Advisory Committee #1

Thursday, 19 July 2012

7:00-9:30pm

Newberg City Hall, Large Conference Room in Permit Center

Introductions	7:00
Barton Brierley, City of Newberg	
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Roles and Responsibilities of the CAC	7:10
Barton Brierley, City of Newberg	
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Orientation to TSP Update	7:20
Carl Springer, DKS	
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Discussion: TSP Goals and Objectives	7:40
Carl Springer, DKS	
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Break	
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Virtual Tour of Newberg transportation issues	8:15
Carl Springer, DKS	
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Next Steps	9:15
Barton Brierley, City of Newberg	
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Next Meeting

November (TBD) - Review baseline and future conditions

Advance materials:

- Tech Memo #1: Public Involvement
- Tech Memo #2: Background Document Review
- Tech Memo #3: Goals, Objectives, Evaluation Criteria



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MEMORANDUM

DATE: 22 June 2012
TO: Newberg TSP Project Management Team
FROM: Carl Springer
SUBJECT: **Public Involvement Plan for Newberg TSP Update**

P#11086-005

This plan describes the planned public outreach and involvement to support an update to the City of Newberg Transportation Plan or transportation system plan (TSP). The success of public involvement strategies and the evolution of the planning process will be tracked and this plan will be updated to improve the effectiveness and focus of outreach efforts during the life of the planning process

Introduction to the Transportation System Plan (TSP)

A Transportation System Plan (TSP) is a long-range plan that defines the City's existing and future multi-modal transportation system needs and identifies policies and strategies for addressing them. The TSP defines the intended function and general location of transportation facilities supporting auto use, freight, transit, bicycling and walking, provides for coordination with other local governments and transportation service providers and is consulted by planners and policy makers when making investment and policy decisions. The TSP must be consistent with the state Transportation Planning Rule (TPR) (OAR Chapter 660-012) and with state and regional system plans. The TSP serves as the transportation element of the Newberg Comprehensive Plan.

The current Newberg TSP was adopted in 2002. This update will modify that plan to reflect changes in existing conditions, needs through the year 2035, new state and regional policies, and new City priorities. The update will focus primarily on major elements of the system, on updating system and policy provisions as necessary to achieve consistency with other jurisdictions' plans, and in areas where significant changes have occurred and require attention. It will include an updated inventory of existing conditions, a new assessment of future transportation conditions, plans for improvements to the transportation system by mode (e.g. roadway, transit, pedestrian and bicycle), transportation policies and performance measures, and a financing and implementation plan. The financing plan will inform the identification of a "financially-constrained" set of projects that are likely to be constructed during the 20-year planning period.



Key messages for public information

As the TSP update develops, a range of public information materials will be prepared and opportunities for public involvement provided. The following messages should be consistently stressed in the process:

- The transportation plan is important to Newberg residents and businesses because it establishes policies related to how the City will manage its transportation system and sets criteria that guide future decisions about investments. It also defines the level of performance that residents can expect from their transportation system – how much delay or congestion is acceptable, for example – and the role each travel mode is expected to perform. The decisions made in the TSP update will influence which projects are constructed in the City.
- This is an update to the 2025 Newberg TSP; it will not be a completely new plan. The updated plan will look at system needs and characteristics further into the future – through the year 2035 – compared to the existing plan. This TSP update will consider anticipated changes in the city’s population and development patterns, state, regional and local policies and regulations, and funding priorities.
- The TSP update will look at conditions and needs on all City transportation facilities, in both incorporated and unincorporated areas. It will look at the needs of drivers, cyclists, pedestrian and transit users, as well as the need to support freight and other commercial activities.
- The TSP update is an opportunity for all City stakeholders to work together to chart the future of the City’s transportation system. City residents and others with a stake in the City’s transportation system are invited to participate in the process by attending community advisory committee meetings, attending community workshops, following the development of the plan and engaging the tools and resources on the City’s web site, or joining the project’s mailing list.
- The TSP update development and adoption process is expected to take from 18 to 24 months.

Public Involvement Goals and Decision Process

Goals

The primary goal of this public involvement plan is to ensure that all interested residents, business owners and other stakeholders have the opportunity to meaningfully participate in this TSP update. The City is committed to a public involvement approach that:

- Provides early and ongoing opportunities for stakeholders to raise issues and concerns.
- Provides all stakeholders with the opportunity to be involved and provide input through public events and online comment cards, interactive maps and project team contact information.
- Encourages the participation of all stakeholders regardless of race, ethnicity, age, disability, income, or primary language by offering alternative engagement opportunities.
- Builds on existing, and expands to new, relationships with jurisdictions, service providers, organizations and interest groups that may be impacted by this effort or who may have constituents affected by the outcomes.

- Use existing partnerships to build awareness of TSP update participation opportunities and use the TSP update to build additional partnerships that can be leveraged in the future.

Decision Structure and Milestones

A key element of the approach is a structured decision process, clear decision milestones and well-defined roles and responsibilities. Thorough and thoughtful consideration of issues at each decision point by all of the project stakeholder groups helps to ensure quality decisions that are sustainable and supported by the community. The clear identification of decision points creates an expectation for meeting the deadlines and staying on schedule.

The key decision points for the TSP update are:

- Define policies and desired system characteristics
- Define system alternatives and project ideas
- Develop financing plan and final TSP update

Defining the decision structure—groups that will be involved and how they will participate—provides a “level playing field” for all stakeholders and answers questions typically asked by stakeholders:

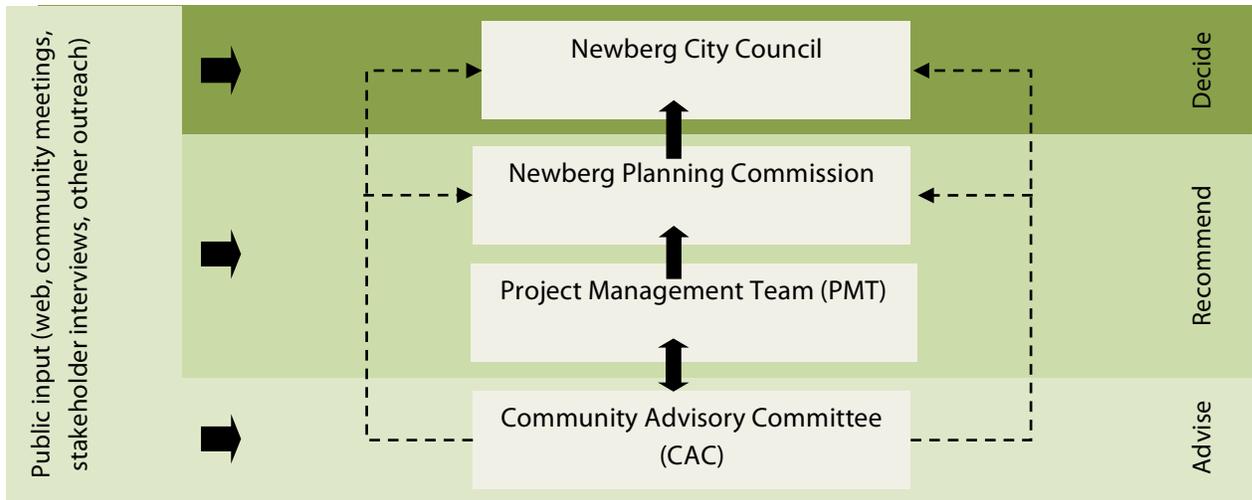
- **Who** will make the decisions?
- **How** can I influence the decisions?
- **When** will I have an opportunity to participate?
- **Who** will consider my input?

The decision process is illustrated in Figure 1. The City Council has ultimate authority to adopt the TSP update based input received through public hearings and recommendations from the Planning Commission and PMT. The Project Management Team (PMT), comprised of City, ODOT and consultant staff, will provide day-to-day oversight of the process and make recommendations about the final TSP. The Community Advisory Committee (CAC) will advise the PMT and, through the PMT, provide input directly to the Planning Commission and City Council about TSP update decisions. While the PMT will prepare a final recommendation for consideration by the Planning Commission and City Council, the CAC will have the opportunity to provide their input on the PMT recommendation to the Planning Commission and City Council. This input directly to decision makers is illustrated with the dashed arrows in Figure 1.

▫ **Committees and official bodies involved in decision making for the TSP update**

- **Newberg City Council** is a seven-member legislative body that makes decisions for the City.
- **Newberg Planning Commission** is seven-member volunteer board that advises the City Council on land use and transportation issues.
- The **Project Management Team (PMT)** is a group of staff from the Planning and Engineering Departments that is responsible for preparing the TSP update, integrating public input and making staff recommendations to decision makers.
- The **Community Advisory Committee (CAC)** will include members from the City’s Planning Commission and one member from the City’s Traffic Safety Commission. They will provide input and advice during the development of the TSP update.

Figure 1: TSP Decision Making



Community Advisory Coordinating Committee

The Community Advisory Committee (CAC) will be comprised of members from the Newberg Planning Commission and one member from the City’s Traffic Safety Commission.

The CAC is charged with providing advice to the PMT at each decision milestone and providing input to the PMT, the Planning Commission and the City Council on the final plan. The CAC will also be responsible for communicating information about the planning process out to groups that they are involved with and bringing information back from those groups. A full charge and protocols will be developed with the CAC.



Public Involvement Methods

This portion of the memo identifies key public involvement activities that will be conducted during the project by the consultant team or agency staff members. Activities conducted for the TSP update will be included below, when there is overlap or coordination between the projects.

Types of Participation

The TSP update will involve many small decisions leading to the development of a final plan. The stakeholders for each decision and the type of participation needed to make each decision will vary. In addition to broad efforts to ensure appropriate stakeholder involvement, at each step of the process, the project team will focus on reaching historically under-represented community members to build awareness and engagement in this process. These efforts align with Regional Transportation Planning principles.

To determine how stakeholders will be involved, it helps to think of public engagement as a spectrum with stakeholders participating in the project at different levels. Many stakeholders will choose to be involved at the inform level – they will want to know that the TSP is being updated, how the planning process is being conducted and what the outcomes are. Other stakeholders will choose to be involved at the consult level. These stakeholders, including those who participate in online comment opportunities, CAC meetings and public meetings, will provide input and, in turn, the project team will listen to their input and provide feedback on how input influenced decisions.

Tasks

A variety to tasks will be used to provide stakeholders an array of opportunities to participate in the process. The attached table describes the stakeholder engagement tasks as well as targeted stakeholder groups, the purpose of each task, the specific tools that will be utilized and the timing for each activity.

Table 1: Stakeholder Involvement Tasks

Task	Purpose	Stakeholder	Tool(s)
Website and Electronic Engagement Web site hosted by the consultant team providing up-to-date project information, background materials and information on how citizens can be involved. Key elements may be provided in foreign languages, based on need.	Inform, consult	All stakeholders, but especially those comfortable with the internet	<ul style="list-style-type: none"> • Interactive Maps • Virtual open house • eSubscription • Email contact • Social media links
Stakeholder Interviews Review stakeholder interview and survey summaries from other projects for common themes and conduct up to 10 interviews to understand issues/needs. Gather input about public outreach and additional partnerships that may provide additional opportunity for information distribution	Consult	Low-income and historically hard to reach communities, key interests from past planning processes	



<p>Partnership Development Identify partners to help the project reach out broadly, distribute information and gather input</p>	<p>Inform, consult</p>	<p>All stakeholders with a specific focus on hard to reach and low-income communities</p>	<ul style="list-style-type: none"> • Community analysis • Phone calls/emails to group leaders
<p>Community Advisory Committee Meetings Inform CAC members about project progress and gather input at each step</p> <ul style="list-style-type: none"> • #1: Kick off, policies and goals • #2: Existing/future system conditions • #3: Ideas for alternatives and project solutions for TSP Update • #4: Preferred alternative and finance plan • #5: Draft TSP / Next steps 	<p>Consult</p>	<p>Representatives on the committee represent the following interests:</p> <ul style="list-style-type: none"> • Citizens (general interest) • Modal interests (auto, freight, transit, bicycling and walking) • Other key interest (e.g. economic development, business) 	<ul style="list-style-type: none"> • CAC charge and protocols • Facilitated discussion with feedback loops
<p>Community Open Houses Offer broad opportunities to learn about the project and provide input</p> <ul style="list-style-type: none"> • Event 1: Review goals, objectives, and needs • Event 2: Review existing and future conditions / candidate solutions • Event 3: Review Draft TSP update 	<p>Inform, consult</p>	<p>All stakeholders, but especially those that were not targeted during the stakeholder interviews. Use "online" open houses to extend participation to busy residents and those comfortable with the internet.</p>	<ul style="list-style-type: none"> • Best practices for accessible and welcoming meetings for all community members • Online as well as real-time open houses
<p>Outreach at Other Public Events Attend meetings or events that are already planned to announce the project's progress and collect information from the public</p>	<p>Inform, consult</p>	<p>All stakeholders, but especially those that were geographically under-represented from workshops and other outreach efforts</p>	<ul style="list-style-type: none"> • Distribute printed materials and comment form
<p>Public Information/Media Outreach Share information with stakeholder groups, media outlets, newsletters, interested parties list at key milestones; build interested parties list through contacts, eSubscription</p>	<p>Inform</p>	<p>All stakeholders</p>	<ul style="list-style-type: none"> • Interested parties list • Facebook, YouTube • Blogs • Email lists of partners from partnership development task • Newspapers • Mailers • Newsletters
<p>Comment Tracking Track comments made by community members at public meetings, online or at CAC meetings; summarize comments recognizing key themes at milestones and note how comments influenced decisions</p>	<p>Involve, consult</p>	<p>All stakeholders</p>	<ul style="list-style-type: none"> • "What we heard and what we did" summaries posted to the web site at 3 decision points



Existing Groups and Partnerships

Working through existing groups and their distribution channels or email lists is an especially effective way of engaging community members in planning processes. Newberg has built many partnerships in the past that the TSP update can utilize. The TSP update process should also build new partnerships increasing the City’s capacity to engage community members in future work. Partners might distribute information about how to participate in an upcoming meeting electronically or by distributing a postcard, distributing questionnaires, or distributing information about online comment opportunities.

Table 2: Existing and Potential Partners

Category	Existing and potential partners
Business	Newberg Chamber of Commerce, Providence Medical Center, Hispanic owned businesses, Asian owned businesses
Pedestrian and bike	Bicycle Transportation Alliance, Bicycle Transportation Coalition
Environment and land use	1000 Friends of Oregon, Coalition for a Livable Future
Tourism	Yamhill Valley Visitors Association
Residents	Neighborhood Groups, Newberg School Districts, other private and public schools, faith communities
Renters	Larger rental complexes, rental agencies/management firms
Low-income people	Food pantry (Newberg Soup Kitchen), renters and rental agencies/management firms, Housing Authority, Grocery Outlet, transit providers (Yamhill County Transit Area)
Farm/agriculture	Oregon Farm Bureau
Freight	Oregon Trucking Association



Monitoring Success

The public involvement program will be monitored for effectiveness and this plan will be revised based on the results of this evaluation. The measures and evaluation methods shown in Table 3 will be used to evaluate the effectiveness of public involvement for the TSP update.

Table 3. Monitoring Methods and Measures

Evaluation method	Measure/target
2-3 questions on all comment forms (electronic and print) asking about effectiveness of event. Questions to include: <ul style="list-style-type: none"> • Did you feel that you had early and ongoing opportunities to comment? • Were your (and other's) comments valued and considered by the project? • Did the project respond to public comments and concerns? • Did you have the opportunity to participate at the level you wanted to participate at? 	Most respondents answer these questions positively (3 or above on a 5 point scale)
During stakeholder interviews ask about effective involvement techniques	Qualitative
Use counter on the project web site to document unique visits on a monthly basis	Continued unique visits on a monthly basis
Number of new attendees engaged in the project	Growth in mailing list
The number of partners who receive project information for distribution	Growth in list of partners
Earned media	Number of news stories about TSP update in local newspapers



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MEMORANDUM

DATE: 13 July 2012

TO: Newberg TSP Update Project Management Team

FROM: Carl Springer, Garth Appanaitis

SUBJECT: **Background Document Review for Newberg TSP Update (Tech Memo 2)** P#11086-005

Overview

This memorandum summarizes the planning documents, policies, and regulations that are applicable to the City of Newberg Transportation System Plan (TSP) update. The City's current TSP will serve as the foundation for the update process, upon which new information obtained from system analysis and stakeholder input will be applied to address changing transportation needs through the year 2035, resulting in a new and updated TSP. Proposed new strategies for addressing transportation needs will need to be compliant and coordinated with the plans, policies, and regulations described herein.

Table 1 provides a summary of the documents and key elements that will affect development of the Newberg TSP update.

Table 1: Key Plans and Policies to Consider for TSP Update

Perspective	Document/Policy Source	Key Elements Relevant to TSP
How is transportation system defined?	Highway classifications	Hwy 99W is a statewide highway, a Truck Route and a Freight Route. There is no special transportation area (STA) designation. Highway classifications define expected cross sections and access spacing.
How is the transportation system managed?	State highway mobility targets, as defined by Volume to Capacity Ratios (V/C)	Mobility targets range from a v/c ratio of 0.80 to 0.95 in the UGB depending on facility characteristics.
	City and County mobility standards, as defined by Level of Service (LOS)	City of Newberg is LOS D for signalized intersections and LOS E for other intersections. Yamhill County standard is LOS D for collectors and arterials.
	Access management on state highways	Table 2 summarizes ODOT spacing standards
	Access management on local roadways	Table 3 summarizes Newberg spacing standards.
	Major improvements	Oregon Highway Plan policies require improving efficiency and management before adding system capacity.
	Off-system improvements	Consider improvements to local facilities that support state roadways.
	Traffic safety	Improve safety for users by considering crash history and improvements.
	Non-motor vehicle modes	Consider improvements to support pedestrian/bicycle/transit system modes.
	Improvements on state highways	Highway Design Manual includes standards for state highway design
Other background information	STIP	Phase 1 of the Newberg-Dundee Bypass is funded, and will be assumed in the future baseline scenario
	Newberg-Dundee Bypass	Full Bypass project will be included in future system analysis, to demonstrate conditions if added investments are made.
	Newberg CIP	Several projects are funded for the near-term construction.
Actions/Strategies to be considered in updating TSP	Oregon Freight Plan	OR 99W is a vital freight corridor that connects to the Western Corridor
	Oregon Bicycle and Pedestrian Plan	Consider improvements to pedestrian and bicycle system through modernization and preservation projects
	Oregon Public Transportation Plan	Include transit element consistent with Yamhill County Coordinated Human Services Public Transportation Plan
	Newberg Comprehensive Plan	Identifies goals that can be used to evaluate transportation needs and improvements
	Newberg Development Code	Includes standards for development within the community.
	Newberg public works design standards	Includes standards for design of Newberg facilities.



Transportation System Planning In Oregon

Transportation System Planning is required throughout Oregon to comply with Goal 12, one of the 19 statewide planning goals¹. The Transportation Planning Rule (TPR), OAR 660-012², defines how to implement State Planning Goal 12. Specifically, the TPR directs the State to prepare a TSP, referred to as the Oregon Transportation Plan (OTP); Metropolitan Planning Organizations (MPOs) to prepare a Regional Transportation Plan (RTP) that is consistent with the OTP; and Counties and Cities to prepare local TSPs that are consistent with the OTP and RTP.

The TPR requires TSPs to integrate comprehensive land use planning with transportation planning and to promote systems that serve statewide, regional and local transportation needs. State transportation requirements aim to improve community livability by encouraging land use patterns and transportation systems that make it more convenient and efficient for people to walk, bicycle, use transit and drive less to meet their daily needs.

The OTP³, as the guiding document for regional and local TSPs, establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing transportation in Oregon. The OTP prioritizes:

- Maintaining and maximizing assets already in place;
- Optimizing the performance of the existing system through technology;
- Integrating transportation, land use, economic development and the environment;
- Integrating the transportation system across jurisdictions, ownerships and modes;
- Creating sustainable funding; and
- Investing in strategic capacity enhancements.

OTP guidance is further implemented by adopted standards in the Oregon Highway Plan (OHP).⁴

¹ Statewide Planning Goals: <http://www.oregon.gov/LCD/goals.shtml>

² Transportation Planning Rule: http://arcweb.sos.state.or.us/rules/OARS_600/OAR_660/660_012.html

³ Oregon Transportation Plan: <http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml>

⁴ Oregon Highway Plan: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml>



Why does Newberg need an Updated TSP?

The City's current TSP was adopted in 2005. Since then amendments have been made to the OTP, OHP, and other state regulations, plans for the Newberg-Dundee Bypass have progressed, and other local vision and master plans have been developed. The last 7 years of regulatory, land use, and transportation system changes will guide and be incorporated in this TSP update.

ODOT's Transportation System Plan Guidelines⁵ directs TSP updates to address recent policy and regulatory changes, and calls out some of the recent changes to the OTP, OHP, TPR. Since adoption of the 2005 Newberg TSP, the OTP was updated (2006) to emphasize maintaining assets in place, optimizing existing system performance through technology and better system integration, creating sustainable funding, and investing in strategic capacity enhancements. Policy 1F (Mobility Standards) of the OHP was amended in 2011 to clarify that the adoption of alternative mobility standards is permitted where it is "infeasible or impractical to meet the mobility targets."⁶ Appendix C (Access Management Spacing Standards) has also been updated to be consistent with amendments to the Access Management Rule, OAR 734-051.⁷

The following sections summarize the state highway classifications and applicable state policies for state facilities through Newberg. This information guides planning for these facilities and ultimately determines the adopted standards and regulations that apply to state highways in Newberg.

ODOT Classifications for State Highways in Newberg

Highway Classifications: 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-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.

⁵ ODOT Transportation System Plan Guidelines: <http://www.oregon.gov/ODOT/TD/TP/TSP.shtml>

⁶ Note that the mobility targets included in the Highway Mobility Policy must be used for the initial deficiency analysis of state highways. However, state policy allows that, where it can be shown that it is infeasible or impractical to meet the targets, local governments may work with ODOT and stakeholders to consider and evaluate alternatives to the mobility targets in Tables 6. Any variance from the targets in Tables 6 requires Oregon Transportation Commission adoption.

⁷ Amendments to OAR 734-051 were made by SB 264 (2011) and went into effect on January 1, 2012. <http://www.leg.state.or.us/11reg/measpdf/sb0200.dir/sb0264.en.pdf>



- 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 setting 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.
- Newberg-Dundee Bypass (to be constructed) 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 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.

How is the Transportation System Managed?

State Highway Mobility Targets: OHP Policy 1F sets mobility targets for ensuring a reliable and acceptable level of mobility on the highway system⁸. The OHP assesses mobility in terms of volume to capacity ratio (v/c). The following mobility targets are applicable to long-range planning for state highways in Newberg during peak hour operation⁹, 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).¹⁰
- 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.

City and County Mobility Standards: The City of Newberg TSP¹¹ 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.

⁸ 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).

⁹ 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.

¹⁰ 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.



Similarly, the Yamhill County TSP¹² requires LOS “D” as the minimum acceptable performance standard for County-owned collectors and arterials.

Access Management on State Highways: The Oregon Access Management Rule¹³ (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. 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 is in the process of being amended to allow more consideration for economic development when developing and implementing access management rules. The new laws will 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.¹⁴ 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.¹⁵

¹¹ Newberg TSP (2005), Section 3

¹² Yamhill County TSP, Goals and Policies 1, Chapter 5 – Transportation System Plan, Section 5.2 – Collector/Arterial Street Plan, Subsection 5.2.4 – Level of Service

¹³ Access Management Rule: http://arcweb.sos.state.or.us/rules/OARS_700/OAR_734/734_051.html

¹⁴ ODOT Access Management Standards (Appendix C): <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml>

¹⁵ Table 2 in SB 264, <http://www.leg.state.or.us/11reg/measpdf/sb0200.dir/sb0264.en.pdf>



Table 2: Spacing Standards for Urban Non-Designated Statewide and District Highways

Posted Speed (mph)	Spacing (feet)	
	Statewide	District
55 and higher	1320	700
50	1100	550
40-45	990	500
30-35	720	350
25 and lower	520	350

Access Management on Local Roadways: The existing Newberg TSP, Newberg Development Code, and Yamhill County TSP provide access spacing standards and guidelines for public roadways under City and County jurisdiction. The access spacing requirements from the Newberg Development Code are found in Table 3.

Table 3: Minimum Spacing Standards for City Streets

Roadway Functional Classification	Minimum Public Street Intersection Spacing (Feet) ¹	Frontage Required per Additional Driveway ²	Driveway Setback from Intersecting Street ³
Expressway	As shown in the Newberg TSP	NA	NA
Major arterial <i>Urban (outside CBD)</i>	600	300	150
<i>Central Business District</i>	200	300	100
Minor arterial <i>Urban (outside CBD)</i>	300	200	100
<i>Central Business District</i>	100	200	100
Major collector	200	150	100
Minor collector	150	75	75
Local streets	100	75	50

1. Street spacing measured centerline to centerline
2. 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.
3. 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



Yamhill County has jurisdiction over the following collector or arterial roads within the Newberg UGB and Urban Reserve Areas:

- Chehalem Drive
- Bell Road
- Aspen Way (between Bell Road and 435.22 feet north of Mountain View Drive)
- Zimri Drive (North of city limits, about 925 feet north of Mountain View Drive) Springbrook Road (from city limits, about 625 southwest of Benjamin Road, to Bell Road)
- Crestview Drive (from about 376 feet east of Springbrook Street east to the UGB, about 330 feet east of Westlake Loop)
- Columbia Drive (between Chehalem Drive and Main Street)
- 11th Street (between 175 feet west of Mill Place and Wynooski Street)
- Wynooski Street (between 7th Street and Ore 219)
- North Valley Road (between Chehalem Drive and College Street)
- Fernwood Road (600' east of The Greens Avenue and Corral Creek Road)
- Wilsonville Road
- Main Street (Crestview Drive south to about 90 feet south of Nicholas Way).
- South College Street (9th Street to 14th Street)
- 14th Street
- River Street (13th Street to 14th Street)

The policy statements below from the Yamhill County TSP guide access management on County-owned arterials in urban areas.

- Public road access spaced at a minimum of ½ mile apart.
- Driveways spaced at a minimum of 500 feet apart.
- Traffic signals spaced at a minimum of ½ mile apart, and no median control.¹⁶

County policy states that environmental conditions and safety conditions are amongst the factors considered in taking an exception to these policies.

Major Improvements: OHP Policy 1G requires maintaining performance and improving safety by improving efficiency and management before adding capacity. The intent of policy 1G and Action 1G.2 is to ensure that major improvement projects to state highway facilities have been through a planning process that involves coordination between state, regional, and local stakeholders and the public, and that there is substantial support for the proposed improvement.

Off-System Improvements: OHP Policy 2B establishes ODOT's interest in improvements on local roads that maintain or improve safety and mobility performance on state roadways, and supports local jurisdictions in

¹⁶ Yamhill County TSP, Access Management and Functional Classification Policy 8



adopting land use and access management policies. The TSP will include sections describing existing and future land use patterns, access management, and implementation measures.

Traffic Safety: OHP Policy 2F identifies the need for projects in the state to improve safety for all users of the state highway system through engineering, education, enforcement, and emergency services. One component of the TSP update is to identify existing crash patterns and rates and to develop strategies to address safety issues. Proposed improvements will aim to reduce the vehicle crash potential and/or improve bicycle and pedestrian safety by providing upgraded facilities that meet current standards.

Alternative Passenger Modes: OHP Policy 4B, Action 4B.4 requires that highway projects encourage the use of alternative passenger modes to reduce local trips. The TSP will develop ways to support and increase the use of alternative passenger modes to reduce trips on highways and other facilities. This will include improvements to bicycle and pedestrian facilities and consideration of existing and future transit movement along roadways.

Improvements on State Highways: The Highway Design Manual¹⁷ (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.

¹⁷ ODOT Highway Design Manual: http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy_manuals.shtml



Other Background Information for the TSP Update

The following sections summarize additional background information or guidance documents that will be referenced in updating the Newberg TSP.

Projects to Be Considered in Future Transportation Analysis

Several of the documents reviewed identified transportation improvement projects that will be considered in future transportation analysis in Newberg. Relevant projects are found in the following documents.

Approved 2010-2013 Statewide Transportation Improvement Program (STIP)¹⁸

- OR-18/Newberg – Dundee Bypass (Key Number: 12819): Funding for acquisition of right-of-way to preserve alignments in the bypass corridor adopted through the Location Environmental Impact Statement (LEIS). Sufficient funding has already been programmed for the design/construction level EIS for the bypass.

Newberg-Dundee Bypass Tier 2 Draft Environmental Impact Statement (2010)

The Newberg-Dundee Bypass is planned as a four-lane, 11-mile, controlled access expressway proposed by ODOT and the Federal Highway Administration (FHWA). The alignment and design options are based on many years of planning and coordination with Yamhill County and the cities of Newberg and Dundee. The facility is proposed to bypass the central portions of Newberg and Dundee to relieve traffic congestion and allow for downtown revitalization and enhancement in these communities. A Tier 2 Draft Environmental Impact Statement (DEIS) has been completed for the proposed bypass.

Four interchanges are proposed including a Dayton Interchange at the junction of OR 99W and OR 18, an East Dundee Interchange within the Dundee UGB, an OR 219 Interchange at the edge of the Newberg UGB, and an East Newberg Interchange.

The Build Alternative developed through the Tier 2 DEIS process divides the bypass into nine segments. Segments 5, 6, 7, 8.1 and 8.1A extend from the southern part of Newberg to OR 99W as it enters into Washington County. The following sections briefly summarize the proposed improvements for these segments.

- **Segment 5** is located in the southern portion of Newberg and includes property in the Newberg River District and SP Newsprint. This area is inside the Newberg UGB but outside the city limits. All design options require approximately 38 acres for right-of-way, with about 5 acres being outside the corridor and will require amendments to the Newberg TSP and Comprehensive Plan.
- **Segment 6** refers to the OR 219 Interchange and would require about 43 acres. The current design would require 0.1 acres of land outside the UGB for public right-of-way which is allowed for by Statewide Planning Goal 14 and would require an amendment to the Newberg Comprehensive Plan

¹⁸ ODOT STIP: <http://www.oregon.gov/ODOT/HWY/STIP/>



- **Segment 7** is located between the proposed OR 219 Interchange and the East Newberg Interchange. Design options would require raising the intersection of Fernwood Road and Brutscher Street.
- **Segment 8.1** is the East Newberg Interchange and would require roughly 30 acres of right-of-way.
- **Segment 8.1A** would widen OR 99W to allow for an eastbound truck-climbing lane. These improvements would extend approximately 1000 feet into Washington County.

Newberg-Dundee Bypass Phase 1 Technical Report Addendum

ODOT is evaluating options for the first phase of construction of the Newberg-Dundee Bypass.¹⁹ Phase 1 will entail construction of a two-lane roadway (one lane in each direction) extending from OR 219 in Newberg to OR 99W south of Dundee.

Newberg Capital Improvement Plan (CIP)

The 2011-2012 Newberg CIP lists 8 transportation system projects including two new infrastructure projects, three capacity improvement projects, and three infrastructure improvement and repair projects.

Capacity Improvements to Infrastructure

- Install sidewalks on the west side of bike lanes on both sides of N. College Street from Vermillion Street to Aldercrest Drive.
- Install sidewalks on the east side of N. College Street across the railroad tracks.
- Acquire right-of-way on the west side of N. College Street from Aldercrest to Foothills.

New Infrastructure

- Creation of a safe routes to school zone along Deborah Road near Mabel Rush Elementary.
- Install School Zone Flashing Signs on N. College Street at Open Bible School.

Improvement and Repair of Infrastructure

- Improve pedestrian crossing and street lighting at intersection of OR 219 and Everest Road.
- Repair and enhance Sheridan Street
- Pavement rehabilitation of City streets that require improvement.

¹⁹ Phase 1 Technical Report Addendum, Kittelson & Associates, September 2011.

Actions or Strategies to Be Considered in Updating the TSP

Several of the documents reviewed identify transportation actions, strategies, or standards and guidelines that will be considered in updated the Newberg TSP. Relevant actions or strategies include those found in the following documents.

Oregon Freight Plan (2011)

The Oregon Freight Plan (OFP) is a modal plan of the OTP that implements the State's goals and policies related to freight. Its purpose statement is: "to improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses."

The objectives of the plan include creating a framework for prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

The plan identifies and defines four multimodal corridors whose connectivity is vital to the state economy. OR 99W is a state facility that provides connectivity in one of those corridors, the Western Corridor.

The plan includes a set of 11 strategies and corresponding actions that address defining and preserving a strategic freight system, reviewing investment criteria, establishing procedures to ensure system safety and efficiency, partnering with other organizations, coordinating freight planning with land use planning and other regulatory programs, and dealing with long-term funding needs.

Newly adopted, the plan still needs to develop and take action on implementation measures including an overall implementation plan, performance measures, funding options, and outreach regarding bottlenecks and choke points on the strategic freight system.

While freight needs on OR 99W will largely be alleviated once the bypass is constructed, this TSP update will be coordinated with any Freight Plan implementation measures that may be developed and enacted during the TSP update process. Because OR 99W is currently a designated Freight Route, the requirements of ORS 366.215 also apply. This State Statute states, with specific exceptions, that the Oregon Transportation Commission may not permanently reduce the vehicle-carrying capacity of an identified freight route.²⁰

Oregon Bicycle and Pedestrian Plan (1995; 2007 draft update)

The goal of the Oregon Bicycle and Pedestrian Plan is to provide safe and accessible bicycling and walking facilities in order to encourage increased levels of bicycling and walking. The plan provides measures that will assist local jurisdictions in understanding the principles and policies that ODOT follows in providing bike and walkways along state highways. In order to the meet the plan's objectives, strategies for system design include providing bikeway

²⁰ This statute implements a no Reduction of Vehicle-carrying Capacity (RVC) policy and pertains to all planning, project development, development review and maintenance projects. See ODOT's Guidelines for Implementation of ORS 366.215 <http://www.oregon.gov/ODOT/TD/TP/ORS366.215.shtml>.



and walkway systems that are integrated with other transportation systems; providing a safe and accessible biking and walking environment; and developing education programs that improve bicycle and pedestrian safety.

The plan states that bikeway and walkway systems will be established on urban highways, as follows:

- As part of modernization projects (bike lanes and sidewalks will be included);
- As part of preservation projects, where minor upgrades can be made;
- By restriping roads with bike lanes;
- With minor improvement projects, such as completing short missing segments of sidewalks;
- As bikeway or walkway modernization projects;
- By developers as part of permit conditions, where warranted.

The 1995 document includes two sections, including the *Policy & Action Plan* and *Bikeway & Walkway Planning Design, Maintenance & Safety*. The first section contains background information, legal mandates and current conditions, goals, actions, and implementation strategies ODOT proposes to improve bicycle and pedestrian transportation. The second section assists ODOT, cities, and counties in designing, constructing and maintaining pedestrian and bicycle facilities. The document recommends design standards and provides safety information.

The second section has been updated as a new Oregon Bicycle and Pedestrian Design Guide addressing on-road bikeways, restriping, bicycle parking, walkways, street crossings, intersections, and shared-use paths.²¹ Once adopted, the updated Oregon Bicycle and Pedestrian Plan Design Guide will be referenced where bicycle or pedestrian facilities are planned as part of state funded projects or facilities.

Oregon Public Transportation Plan (1997)

The Oregon Public Transportation Plan serves as the transit modal plan of the OTP. The plan builds on and implements the OTP's long-range vision for public transportation in the State of Oregon. The vision includes a comprehensive, interconnected, and dependable public transportation system, with stable funding, that provides appropriate service in each area of the state, offers an attractive option to driving to meet daily needs, and supports livability and economic development in the state.

The plan contains goals, policies, and strategies relating to the whole of the state's public transportation system. The plan is intended to provide guidance for ODOT and public transportation agencies regarding the development of public transportation systems.

The Yamhill County Transit Committee addresses transit issues in Newberg and Yamhill County. The Yamhill County Transit Area (YCTA) was formed to provide countywide service by contracting with Yamhill County Community Action Partnership (YCAP) and CVSCC (Chehalem Valley Senior Citizens Council). The organizations provide daily service between Tigard and McMinnville in Yamhill County. YCTA plans include the Yamhill County Public Transportation Action Plan (2004) and Yamhill County Coordinated Human Services Public Transportation

²¹ A July 2007 public review draft is available on ODOT's website: at:

http://www.oregon.gov/ODOT/HWY/BIKEPED/bp_plan_update.shtml#Background_Information



Plan (2007).²² This transportation planning process will be coordinated with the County's transit plan and the updated TSP will include a transit element.

Newberg Comprehensive Plan (1979, Updated through 2012)

The city of Newberg's Comprehensive Plan provides a basis for making land use decisions by identifying goals and policies to aid in the management of city growth. The goals outlined in this document reflect statewide planning goals and policies are organized by the goal in which they support. Urbanization, economic development, and transportation goals are particularly relevant to transportation planning in Newberg. Section K (Transportation) is comprised of 12 goals and their supporting policies.

- **Goal 1:** Establish cooperative agreements to address transportation based planning, development, operation and maintenance.
- **Goal 2:** Establish consistent policies which require concurrent consideration of transportation/land use system impacts.
- **Goal 3:** Promote reliance on multiple modes of transportation and reduce reliance on the automobile.
- **Goal 4:** Minimize the impact of regional traffic on local transportation system.
- **Goal 5:** Maximize pedestrian, bicycle and other non-motorized travel throughout the City.
- **Goal 6:** Provide effective levels of non-auto oriented support facilities (e.g. bus shelters, bicycles racks, etc.).
- **Goal 7:** Minimize the capital improvement and community costs to implement the transportation plan.
- **Goal 8:** Maintain and enhance the City's image, character and quality of life.
- **Goal 9:** Create effective circulation and access for the local transportation system. This includes design standards for each roadway classification.
- **Goal 10:** Maintain the viability of existing rail, water and air transportation systems.
- **Goal 11:** Establish fair and equitable distribution of transportation improvement costs.
- **Goal 12:** Minimize the negative impact of a Highway 99 bypass on the Newberg community.

The Comprehensive Plan also provides descriptions for each land use classification included in the plan. Additionally, this document provides estimates for population growth within the City and the associated land requirements.

²² [Note: The Yamhill County Public Transportation Action Plan (2004) is not available online.] Yamhill County Coordinated Human Services Public Transportation Plan (2007)
<http://www.yctransitarea.org/pdf/COORDINATEDPLAN.PDF>



Newberg Development Code

The Development Code coordinates city regulations governing the development and use of land and to implements the Newberg comprehensive plan. This code provides details governing the land use under the various zoning districts. It also establishes overlay zones including the Flood Plain, Airport Overlays, Stream Corridor Overlay, Institutional Overlay, and Civic Corridor Overlay. Additionally, the Development Code provides standards for development, including requirements for off-street parking, bicycle parking, and private walkways.

Newberg Public Works Design Standards

The City of Newberg has a design standard document that addresses general requirements for the construction of public facilities, including a specific section on street requirements. The streets sections covers traffic analysis, intersections according to functional class, speed according to functional class, and other geometric design considerations. It also directs attention to the Newberg TSP and Newberg Development Code for information on performance standards, right-of way and pavement width, access management, and street classification.

Newberg Historic Resources and Local Wetland Inventory

Maps indicating the location and extent of historic and water features have been obtained help inform analysis and recommendations to the transportation system. Most of the historic properties are concentrated near the downtown area (including George Fox University), with a couple located in the east part of town. The majority of water features are along the southern edge of Newberg UGB, but the Hess Creek stream corridor runs north/south roughly through the middle of Newberg.

Recently Constructed Transportation Projects

The following projects on arterials and collectors have been identified based on a GIS map produced by the City of Newberg.

- Hayes Street (between Springbrook Road and Werth Blvd.) (2004)
- Providence Drive (starting at 99W and going about 1000 ft. south) (2005)
- Chehalem Dr (between NE North Valley Rd and Mountainview Dr) (2005)
- E Mountainview Dr (between Chehalem Dr. and Main St.) (2005)
- Mountainview Dr (from about 200 ft. west of Aspen Wy to Springbrook Rd) (2007)
- Springbrook Rd (from Middlebrook Dr. to Alison Ln.) (2007)
- Crestview Dr. (from Emery Dr to 200 ft. east of Springbrook Rd.) (2007)
- 2nd St (from OR 219 to Springbrook Rd.) (2008)
- Providence Dr. (completing improvements between Hayes St. and 99W) (2008)
- Springbrook Rd (starting at OR 219 and going about 500 ft. east) (2008)

Existing Transportation Funding Mechanisms

The City has Gas Tax Revenue, Transportation System Development Charges (SDCs) and a Federal Fund Exchange Program. Funding for Transportation System Plan projects comes primarily from SDCs. These charges are solely based on development and therefore, the City does not have any real guarantees for funding. There needs to be a project priority list. Projects should be constructed when the funds are available. SDC's that are collected can only be used for capacity improvement projects and cannot be used for maintenance projects. The Federal Exchange

Fund dollars can be used on capacity or non-capacity transportation projects but not for maintenance projects. The exchange program shouldn't be considered a guaranteed funding source as its funding level fluctuates from year to year. Gas tax revenues are not as restricted, but do need to be used on transportation related expenditures.

List of Traffic Issues brought to the Traffic Safety Commission

The Traffic Safety Commission has considered 35 requests between 2009 and 2012, on the following general topics:

- Speeding (9 requests)
- Intersection control (6 requests)
- Crosswalks (5 requests)
- Signing (3 requests)
- Parking (3 requests)
- Intersection closure (2 requests)
- Visibility (2 requests)
- Vehicle queuing/blocking (2 requests)
- Other requests – 1 each (3 total requests)



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MEMORANDUM

DATE: 13 Jul 2012
TO: Newberg TSP Update Project Management Team
FROM: Carl Springer, PE; Garth Appanaitis
SUBJECT: **Newberg TSP Update – Goals, Objectives and Criteria**

P#11086-005

The purpose of this memorandum is to present draft goals, objectives, and evaluation criteria for the City of Newberg Transportation System Plan (TSP) update, providing a basis for discussion as the community moves through the TSP update process. Goals and objectives presented here are expected to evolve, and will not become fixed until adopted by the Newberg City Council.

The goals reflect broad, high-level statements describing the community's intentions for the future. Each goal is developed around a topic area, and while a goal may never be completely attainable, it is used as a point toward which to strive. The objectives described under each goal are statements providing a specific course of action that moves the community toward that particular goal. Each new capital improvement project, land use application, or implementation measure must be consistent with the objectives.

The goals and objectives will guide the development of the transportation system plan, while the evaluation criteria will be used to assess and prioritize future transportation programs and improvements against the goals and objectives. Once adopted, the goals and objectives, as well as the project list, will become part of the City of Newberg's Comprehensive Plan.

Goals, Objectives and Evaluation Criteria

The Newberg Citizen's Advisory Committee (CAC) helped develop ten criteria¹ that were used to measure the success or failure of alternative projects, and to recommend which projects were included in the 1994 Newberg TSP. Those same criteria were used again for the 2005 TSP update. For

¹ Considering current demands and anticipated local, regional, and national trends in transportation, The Citizen's Advisory Committee of the Newberg Transportation System Plan believes that the success of the Final Newberg Transportation/Land Use System Plan shall be measured by it's ability to satisfy the following 10 criteria. The criteria have been numbered for reference purposes only and do not reflect any order of priority at this time.



the 2012 update, we will carry these criteria forward with a few suggested refinements for consideration by the CAC.

Although these planning parameters have been referred to as criteria in past plans, each of the ten can be broken into corresponding goals, objectives and evaluation criteria. Our intent through this update is to leave the goals – the top-level vision – unchanged, and to focus on tightening up the objectives and adding more criteria to allow for a more robust decision-making framework. In fact, most of the following refinements pertain to adding criteria that further define how projects will be evaluated.

The resulting ten goals and corresponding objectives and evaluation criteria are listed in the following sections. The recommended additions/changes are indicated by underscore for each case. The final section of this memo highlights a few additional goal areas to be considered through this update.

Goal 1. Be coordinated to balance transportation system impacts to and from adjacent communities by:

Objectives

- a. Establishing cooperative agreements to address transportation based planning, development, operation and maintenance; and
- b. Establishing consistent policies which require concurrent consideration of transportation/land use system impacts; *and*
- c. Considering the impacts of regional traffic growth in neighboring communities and regional gateways.

Evaluation Criteria:

- Plan/project is consistent with regulatory documents
- Plan/project is consistent with regional plans

Goal 2. Promote reliance on multiple modes of transportation and reduce reliance on the automobile by:

Objectives

- a. Designing the system and facilities to accommodate multiple modes where appropriate and encourage their integrated use; and
- b. Suggesting modifications to the City's land use plan and development ordinances that will decrease trip length and encourage non-auto oriented development.

Evaluation Criteria:

- Include projects that serve pedestrians and bicyclists
- Project improves pedestrian/bicyclist comfort, convenience and safety



Goal 3. Minimize regional traffic impacts on local system by:

Objectives

- a. Enhancing the efficiency of the existing collector/arterial street system to move local traffic off the regional system
- b. Providing for alternative routes for regional traffic; and
- c. Minimizing the use of local streets for regional traffic.
- d. Providing proper access management

Evaluation Criteria

- Maintain motor vehicle mobility along Highway 99W
- Provide appropriate arterial/collector spacing.

Goal 4. Maximize pedestrian, bicycle and other non-motorized travel throughout the City by:

Objectives

- a. Embracing a “Complete Streets” policy;
- b. Providing a complete system of safe sidewalks;
- c. Providing a well maintained and routed bike system;
- d. Increasing the convenience of non-auto travel routes; and
- e. Providing effective levels of non-auto oriented support facilities (e.g. bus shelters, bicycle racks, etc.).

Evaluation Criteria:

- Include projects that serve pedestrians and bicyclists
- Reduces per capita average daily vehicle miles traveled (VMT)
- Minimize driveways across bike lanes.
- Locate on-street parking safety from bike lanes.
- Encourage multi-use paths that allow bikes, pedestrians and skaters.

Goal 5. Minimize the capital improvement and community costs to implement the plan by:

Objectives

- a. Utilizing the existing transportation system whenever possible; and
- b. Avoiding excessive impacts of improvements to adjacent properties.



- c. Applying system management opportunities (intersection control, lane channelization, etc.)
- d. Identifying range of funding sources that can be used to implement plan and form partnership
- e. Identifying projects that may be triggered as mitigation for private development

Evaluation Criteria:

- Consider portion of right of way costs in project cost estimates
- Does project focus on (low-cost) management improvements?
- Project eligible for multiple funding sources
- Project can be implemented through practical phases
- Share costs by timing work with underground utility projects (such as water and wastewater) when opportunity arises.
- Provide opportunities for franchise utilities to perform their underground work prior to capital improvements through maximum coordination.

Goal 6. Maintain or enhance the City's image, character and quality of life by:

Objectives

- a. Adopting transportation/land use system design standards which emphasize visual and aesthetic quality; and
- b. Encouraging and supporting plans which protect the integrity of existing neighborhoods, downtown and industrial areas.

Evaluation Criteria:

- Improvements consistent with City of Newberg street design standards
- Improvements consistent with City of Newberg character
- Minimize impacts to historic structures
- Improvements that are sustainable and low maintenance.

Goal 7. Create effective circulation and access for the local transportation system by:

Objectives

- a. Enhancing existing and adding alternative routes for local travel; and
- b. Increasing efficient movement of commercial and industrial goods.



Evaluation Criteria:

- Improve system connectivity
- Improve roadway operations

Goal 8. Promote a safe transportation system for all users including operators, pedestrians, passengers and property owners by:

Objectives

- a. Defining effective safety criteria for all transportation system improvements.

Evaluation Criteria:

- Project addresses identified safety need
- Project improves crossing safety

Goal 9. Maintain the viability of existing rail, water and air transportation systems by:

Objectives

- a. Encouraging and supporting compatible transportation and land use development; and
- b. Evaluating and mitigating potential losses whenever possible.

Evaluation Criteria:

- Is there an alternative to projects that impact existing rail, water, and air facilities?

Goal 10. Establish fair and equitable distribution of transportation improvement costs by:

Objective

- a. Defining appropriate phasing and funding which relates to the benefits received.

Evaluation Criteria:

- Include projects that cumulatively serve all areas of the community



Possible goals areas to be considered by CAC

While not included in the previous planning efforts, the following goal areas may be considered for inclusion during the 2012 update. Recent updates to Federal and State planning efforts have included specific goals and policies for these areas, but they are not mandatory. These potential additional areas will be reviewed with the CAC during the first meeting to get further direction.

- **Economic Development:** Provide and maintain a transportation system that fosters economic growth in Newberg, by:
 - a. Providing parking and access to local businesses.
 - b. Accommodating freight movements to support local businesses.
 - c. Providing transportation opportunities for local and regional commuters.

Evaluation Criteria:

- i. Minimize impacts to on-street parking.
- ii. Provide multimodal connections between employment and residential areas
- iii. Provide convenience access to transit from employment areas.

- **Freight:** Provide and maintain a transportation system that allows movement of good to, from and through Newberg, by:
 - a. Maintaining mobility along Hwy 99W.
 - b. Maintaining mobility along routes connecting employment areas to Hwy 99W.

Evaluation Criteria:

- i. Minimize impacts to travel time on Highway 99W.
- ii. Minimize increases in travel time to arterials and collectors that connect employment areas to Hwy 99W.
- iii. Minimize impacts to loading zones.

- **Accessibility:** Provide and maintain a well-connected transportation system that serves the needs of all members of the community and ensures adequate and efficient accessibility for all acknowledged land uses, and available modes of travel, by:
 - a. Complying with American Disabilities Act (ADA) requirements.
 - b. Providing adequate access to properties.
 - c. Improving connectivity of the local street system except when limited by environmental or topography limitations.
 - d. Providing multimodal connections to connect residential stub streets



Evaluation Criteria:

- i. Project improves connectivity while meeting access spacing standards and safety considerations.
 - ii. Project reduces per capital VMT for system users.
- Environment/Sustainability: Provide and maintain a transportation system that preserves, protects, and supports the social, natural, and cultural environment, by:
 - a. Minimizing energy, social, environmental and economic impacts
 - b. Prioritizing environmentally sustainable transportation impacts
 - c. Planning for a financially-constrained transportation system.

Evaluation Criteria:

- i. Applying green street design and reducing impervious surfaces when possible.
- ii. Consider project cost and system benefits.