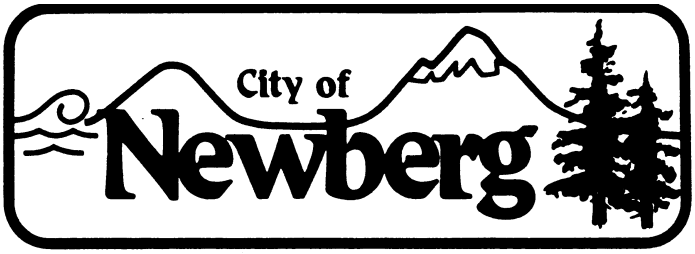
City Manager
(503) 538-9421

City Attorney
(503) 537-1206



414 East First St.
PO Box 970
Newberg, OR 97132

CITY OF NEWBERG
CITY COUNCIL WORK SESSION
OCTOBER 15, 2007
6:00 P.M.
NEWBERG PUBLIC SAFETY BUILDING

THE CITY COUNCIL OF THE CITY OF NEWBERG WILL HOLD A WORK SESSION TO HEAR REPORTS FROM CITY STAFF, BOARDS, COMMISSIONS, AND COMMITTEES AND TO REVIEW THE OCTOBER 15TH COUNCIL AGENDA ITEMS. NO ACTION WILL BE TAKEN ON THE AGENDA ITEMS.

- REVIEW OF AGENDA ITEMS
- CITY FINANCE COMMITTEE
- CITY PLANNING COMMISSION
- CITY TRAFFIC SAFETY COMMISSION
- CITY LIBRARY BOARD
- AD HOC COMMITTEES
- OTHER REPORTS

PRESENTATION ON REDFLEX.

PRESENTATION ON TEMPORARY MERCHANTS.

PRESENTATION ON ECONOMIC DEVELOPMENT.

DATED THIS 5TH DAY OF OCTOBER, 2007.

JAMES H. BENNETT
CITY MANAGER

ACCOMMODATION OF PHYSICAL IMPAIRMENTS:
In order to accommodate persons with physical impairments, please notify the City Manager's office of any special physical or language 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 Norma Alley, City Recorder, at (503) 537-1283. For TTY service please call (503) 554-7793.

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Memorandum

To: Baton Brierley

From: David Beam

Date: 10/05/2007

Re: Temporary Merchants – Code Change Options

Per your request, I have researched ways in which the City could modify its current Code to promote higher aesthetic values to temporary merchant operations. The scope of my research included a review of various municipal codes pertaining to this issue throughout Oregon and Washington. The following are general descriptions of options that could be considered by the City.

- Add an "Intent" section to the chapter. Some of the possible phrases that could be used in such a chapter are:
    - Provide regulations for the appropriate siting and design of temporary merchant activities to provide for the compatibility of such use with adjacent retail activities.
    - Provide standards that protect the public's health, safety and welfare with operations of these activities.
    - Protect the beauty and aesthetic appeal of the city by controlling visual and physical clutter.
    - Protect the city's business community by eliminating the inequity faced by stationary businesses that compete with itinerant and mobile business.
    - Reduce the potential for urban blight by encouraging development of permanent structures from which businesses can operate in the city.
    - Preserve, protect and enhance the economic, scenic, historic, and aesthetic values and objectives of the city.
    - Prevent interference with the peaceful enjoyment of the areas near places where the transient vending activity or special event is occurring.
- Develop performance standards stating that operation must be aesthetically compatible with surrounding environment. Criteria could include material types, colors, design styles, general conditions (no rust, good paint, clean and attractive, good repair), etc. Planning Director to make decision. Applicant could appeal decision through existing process (first to City Manager, then to City Council) or go to the Planning Commission.

- Prohibit the use of "Port-a-Potties" if restroom facilities are required by County Health Department (usually associated with on-site dining facilities). Required restroom facilities would need to come from surrounding permanent structure that agrees to allow use by temporary merchant's customers.

- Limit signage to that on a vehicle/structure. Limit the sign size.

- Require that any utilities (water, wastewater, electrical) be contained within the vehicle/structure. No outside hookups.

- Prohibit and/or limit number of tables, chairs, umbrellas and awnings.

- Solicit public comment on proposed use. Notice surrounding neighbors.

- Issue 10 day warning letter to correct violations of permit standards. If not corrected, issue citations and/or remove operation.

- Limit amount of consecutive days that a temporary merchant cannot be in operation.

- Limit size of operation area.

- Require removal of operation each day after business has closed.

- Require that site be kept free of debris and litter.

- Prohibit persons to stay overnight at the operation.

- Add ability of City to revoke permit for violation of permit standards. If City has to abate the use, then applicant to pay for mitigation expenses.

- Require area of operation be paved.

- Require that all items be removed immediately after the business ceases operations.

- Require that no items of an operation may be located on the property until the issuance of the license (prevents installation of ugly items in advance).

Optional Changes to clarify/strengthen Code

1. State the requirements for restroom facilities by Yamhill County Health Department for food operations. These are currently not in Code, however they are indirectly referenced as "other needed licenses"

2. State directly that food operations must comply with Yamhill County Health Department regulations.

3. Change section 9(B)(2) – state that ID must be a government issued, picture ID.

4. Change title of Chapters 113 from "Temporary Sales" to "Temporary Holiday Tree Lots". Change title of Chapter 113 of Code from "Peddlers and Solicitors" to "Peddlers, Solicitors, Street Vendors and Temporary Merchants".

Memorandum

To: Mayor Bob Andrews, Newberg City Council

CC: James H. Bennett, Barton Brierley

From: David Beam, Economic Development Coordinator/Planner

Date: 10/05/2007

Re: Economic Development Report

This memo contains a summary of my recent activities to promote economic development within the community. My last report to the Council regarding economic development was October 16, 2006.

Recent Economic Development Activities

There are many definitions of economic development. A good argument can be made almost any community development activity that works towards the improvement of the community is also an economic development action. Below is a list of principal projects/tasks I have recently worked on that fits within a broader definition of economic development (in no particular order).

Grant funded projects in completed:

- ADA/Sidewalk/Bike Master Plan ($40K from State's Transportation Growth Management program). Plan adopted by City Council in June 2007. Next step: identify and secure funding mechanism to implement plan.
- Housing Density and Affordability Incentive Plan ($24K from State's Code Assistance program). Draft Comprehensive Plan policies and Development Code language created. Next step: public hearing for proposed changes to be held at November 8, 2007 Planning Commission meeting.

Grant funded projects in progress:

- Head Start Facility ($800K in Community Development Block Grant funds from State). Coordinated grant contract administration. Due to rising construction costs, secured additional $200K in CDBG funds for project. Construction underway.

- Wynooski Sewer Study ($40K from Rural Investment Fund). First step towards installation of sewer line along Wynooski Road to serve industrial land. Draft study completed.
- Second Street Improvement ($286K from the State's Immediate Opportunity Fund). Project will support multi-million dollar expansion plan by Climax Portable Machine Tools. Matching funds by City, Yamhill County and Climax. Project construction in summer of 2008 or 2009.
- Transportation System Plan Refinement of Proposed URA Expansion ($100K from the State's Transportation Growth Management Program). Project scope of work being developed with the State.
- Housing Rehabilitation Funds for Low-Income Homeowners ($100K from State's Housing and Community Services Department). Developed and completed agreements with Housing Authority of Yamhill County, which will implement program funds for the City. Grant fund contract with State being reviewed.

Grant applications submitted and under consideration – none at this time.

Other ED related activities:

- Represented City for Regional Economic Development Partners. Elected to Board of Directors for 06-08 Period. Major projects by the partners include: (1) administrative agent of the Portland Area Economic Development District; (2) cohesive integration of CEDS plan (Comprehensive Economic Development Strategy) for the Portland region and the Portland Regional Business Plan (like a mini Oregon Business Plan.); (2) support for the creation of *Greenlight, Greater Portland*, a privately funded organization with a purpose of marketing the Portland region to recruit new businesses to the area; (3) principal lead and administrative agent for Manufacturing 21 project, an effort to develop a R&D and training facility specifically for manufacturing; (4) a principal founder of the Northwest Defense Coalition, a group dedicated to securing more manufacturing work from the defense industry; (5) revision of Partners website that includes economic development materials for region, including a searchable database containing development ready industrial sites within the region.
    - Personally initiated the founding of the Partners Economic Gardening Task Force and serve as task force Chair. Secured $15K in grant funds to develop phase one of a strategic plan for a regional economic gardening program that will assist with the expansion of local traded-sector businesses. Consultant hired to assist with plan development and project underway.
- Assisted various businesses interested in relocating/expanding in Newberg with information regarding available land, buildings, financing, workforce development, business contacts (e.g. Action Equipment, Harco, Climax, etc.).
- Staffed Newberg Downtown Revitalization Committee. Major efforts include: (1) design of demonstration block that includes downtown streetscape amenity designs (e.g. benches, trash cans, bike racks, street trees, curb extensions) to use as basis to

seek grant/private match funding of project. One-half of match funds needed already raised; (2) design of welcome sign at eastern end of historic downtown area; (3) review of preferred downtown street trees; and, (4) development of plan to install new decorative fencing for Hess Creek on 99W.

- Updated the City's Economic Development website, as needed.
- Assisted potential businesses in the use of the City's Economic Development Revolving Loan Fund. The Fund is currently at $1,213,740.99, of which $882,898.11 is available for loans.
- Administered permit system for temporary merchants, street vendors, solicitors, peddlers, and Christmas tree lots.
- Provided current planning services, as needed.
- City liaison with Newberg Downtown Association, Economic Development Committee of the Newberg Area Chamber of Commerce, and Yamhill County Economic Development Roundtable.
- Disabled housing project – Developed supporting materials from the city for FUFIL's successful grant application for $1.8 million from U.S. Housing and Urban Development. Worked with FUFIL to secure interim loan from city to purchase project site. Loan has been repaid and project currently under construction.

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Council accepts comments on agenda items during the meeting. Please fill out a form identifying the item(s) you wish to speak on prior to the meeting starting, if possible, or prior to the agenda item beginning and turn it into the City Recorder. (The exception is formal land use hearings, which requires a specific public hearing process.)

CITY OF NEWBERG
COUNCIL AGENDA
OCTOBER 15, 2007
7:00 P.M. MEETING
PUBLIC SAFETY BUILDING - TRAINING ROOM

I. CALL MEETING TO ORDER*

II. ROLL CALL

III. *PLEDGE OF ALLEGIANCE*

IV. CITY MANAGER'S REPORT

V. COUNCIL APPOINTMENTS

VI. PUBLIC COMMENTS
(30 minutes maximum which may be extended at the Mayor's discretion; an opportunity to speak for no more than 5 minutes per speaker allowed)

VII. CONSENT CALENDAR

1. Consider a motion approving the City Council Regular Session Minutes for September 17, 2007. (Pg. 11-18)

2. Consider a motion approving a Proclamation declaring October 21-27, 2007, as Newberg Library Friends Week. (Pg. 19-20)

VIII. PUBLIC HEARING

1. Consider a motion approving **Ordinance No. 2007-2682** adopting the Newberg Southeast Transportation Plan. (Pg. 21-361)
(Legislative Hearing)

2. Consider a motion approving **Resolution No. 2007-2735** approving Supplemental Budget #1 for the 2007/2008 Budget. (Pg. 363-366)
(**Legislative Hearing)**

IX. CONTINUED BUSINESS

Consider a motion approving **Ordinance No. 2007-2681** amending the Newberg Urban Reserve Area.
(Please bring material from the October 1st Council Meeting)

*The Mayor reserves the right to change the order of items to be considered by the Council at their meeting. No new items will be heard after 11:00 p.m., unless approved by the Council.

X. NEW BUSINESS

1. Consider a motion approving **Resolution No. 2007-2734** requesting a hardship water connection for service outside of the City Limits for Jan and Mary Wheeler at 23600 Dillon Road. (Pg. 367-376)

2. Consider a motion approving **Resolution No. 2007-2736** appointing a manager pro tem until employment of manager pro tem for the interim of recruiting and hiring a city manager. (Pg. 377-380)

XI. COUNCIL BUSINESS

Consider a motion to support the Public Safety Building Training Room A/V Subcommittee recommendation.
(Material to be received at a later date)

XII. EXECUTIVE SESSION

Executive session pursuant to ORS 192.660(2)(a) to consider the employment of a public officer, employee, staff member or individual agent.

XIII. ADJOURNMENT

INDEX OF ORDERS, ORDINANCES AND RESOLUTIONS:
ORDERS:

ORDINANCES:
1. **Ordinance No. 2007-2681** amending the Urban Reserve Area.
2. **Ordinance No. 2007-2681** adopting the Newberg Southeast Transportation Plan.

RESOLUTIONS:
1. **Resolution No. 2007-2734** requesting a hardship water connection for service outside of the city limits for Jan and Mary Wheeler at 23600 Dillon Road.
2. **Resolution No. 2007-2735** to adopt Supplemental Budget #1 for Fiscal Year 2007-2008, beginning July 1, 2007, and ending June 30, 2008.
3. **Resolution No. 2007-2736** designating the city attorney to serve as manager pro tem due to the vacancy of the city manager's office as a result of James H. Bennett's resignation and to serve until a pro tem manager is appointed who will serve during the recruitment process for the city manager position

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*The Mayor reserves the right to change the order of items to be considered by the Council at their meeting. No new items will be heard after 11:00 p.m., unless approved by the Council.

REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15

Ordinance No.	**Resolution No.**	**Motion XX**	**Information**

Date Submitted: September 28, 2007 **SUBJECT: Approve the Minutes from the September 17, 2007, City Council Meeting.**	**Contact Person (Preparer) for this Motion:** **Norma Alley, City Recorder** **Dept.: Administration** **File No.: _____** *(if applicable)*

RECOMMENDATION:

Review and approve the September 17, 2007, City Council Minutes for preservation and permanent retention in the City's official records.

BACKGROUND:

On September 17, 2007, the City of Newberg held a City Council meeting. At that meeting, minutes were recorded in text.

FISCAL IMPACT: None.

STRATEGIC ASSESSMENT: None.

CITY OF NEWBERG COUNCIL MINUTES
SEPTEMBER 17, 2007
7:00 P.M. MEETING
PUBLIC SAFETY BUILDING - TRAINING ROOM

I. CALL MEETING TO ORDER

Mayor Bob Andrews called the meeting to order.

II. ROLL CALL

Members Present:	Mayor Bob Andrews	Robert Soppe	Roger Currier
	Mike Boyes	Jeff Palmer	Bart Rierson
Members Absent:	Bob Larson (Excused)		

Staff Present:
James Bennett, City Manager
Terrence Mahr, City Attorney
Dan Danicic, Public Works Director
Mike Soderquist, Engineering Consultant
Norma Alley, City Recorder
Jennifer Nelson, Recording Secretary

Others Present: Darlyn Adams, William Dickas, Elizabeth Schwartz, Tim Janesofsky

III. *PLEDGE OF ALLEGIANCE*

The Pledge of Allegiance was performed.

IV. CITY MANAGER'S REPORT

James Bennett, City Manager, announced a letter was received from the State approving full funding for the 2nd Street project. ODOT's schedule for the Wilsonville Road project will have to be built first before the 2nd Street project can start. The Wilsonville Road project is to begin in the spring of 2008 and finish in late summer/early fall of 2008. The State realizes this and has ensured the funding will be held.

V. COUNCIL APPOINTMENTS

None.

VI. PUBLIC COMMENTS

Darlyn Adams, representing the Newberg Animal Shelter Friends, announced the Buccaneer Bash Dinner and Silent Auction will be held this coming Saturday, September 22, 2007 at the Armory. The donation is $30 per person; there are 541 items to choose from, valued at $30,800.

Proceeds will go towards the building fund and the next NASF meeting will be held on September 27th.

VII. CONSENT CALENDAR

1. Consider a motion approving the City Council Regular Session Minutes for August 20, 2007.

2. Consider a motion approving the Visitor Information Center 4th Quarter Report for the 2006-2007 fiscal year and the proposed 2007/2008 Visitors Center budget.

3. Consider a motion approving **Resolution No. 2007-2734** reaffirming the Sister City relationship with Poysdorf, Austria.

MOTION: Soppe/Palmer to approve all items on the Consent Calendar, including the Regular City Council Regular Session Minutes for August 20, 2007 as amended, the Visitor Information Center 4th Quarter Report for 2006-2007, and **Resolution No. 2007-2734**. (6 Yes/0 No/1 Absent [Larson]) Motion carried.

VIII. PUBLIC HEARING

Consider a motion approving **Ordinance No. 2007-2680** and **Resolution No. 2007-2733** approving amendments to the Newberg Code concerning the Advance Financing of Public Improvements and withdraw the consent for the application for reimbursement.

Mayor Andrews called for biases, conflicts of interest, ex parte contact, and abstentions. None appeared.

Terrence Mahr, City Attorney, presented the staff report (see official record for full report).

Councilor Robert Soppe asked what happens with the interest rates in the first year.

Mr. Mahr explained the interest rate would be set on the anniversary date and added to the principal. The anniversary date is the current prime rate at the execution of the agreement.

Councilor Soppe mentioned on page 6 of the memorandum "design" within the construction is not specifically included, but it is one of the costs and should be added in there.

Mr. Mahr replied the suggestion was to add design under the definitions of public improvements on page two, sub-paragraph two so it would state "The design, illumination, grading, graveling…"

Councilor Soppe asked if that would include design for the curb, gutter, and sidewalks. Staff replied it would be all encompassing to add "design" in all five definitions.

Councilor Bart Rierson asked if there were no other provisions required for someone in the Urban Growth Boundary (UGB) other than needing to be annexed into the City to be part of the advance finance agreement.

Mr. Mahr discussed the question of jurisdiction if the property is not in city limits, but stated his belief that we would be on safer legal grounds. He said the property owner could object to being called an intervening property and have it reviewed.

Councilor Soppe asked if it was true that nothing binds the council to accept the application when the annexation occurs or when development occurs, and the burden is not set until after annexation.

Mr. Mahr said this was correct.

Mayor Andrews asked to clarify if the application for reimbursement must be filed within six months of the annexation if a property is not in the city limits and annexed in eight and a half years.

Mr. Mahr replied the application can happen in conjunction with the annexation, assuming the annexation is favorable.

Public testimony opened.

Proponents:

Mr. William Dickas, Attorney representing Mr. Roth, stated their support for the resolution to withdraw the current assessment for his client's property existing outside the City boundaries and once the encumbrance on property is removed they will withdraw their lawsuit. He suggested council think about why they are adopting an ordinance that employs powers of the City to give money to private developers. In this case, a series of residents on Chehalem Drive are working with four to five developers. The City required each developer to widen the road and extend City sewer and water lines up the road to the development. In this particular case, Callista Estates did not want to eat that cost and passed it off to Mr. Roth's farm. He stated Callista Estates never did pay for the extensions they hooked onto and to the widening of the road they benefit from. He expressed that it did not make sense and it was not fair for them to pass half of those costs to a single farm across the road.

Councilor Roger Currier stated they did not see it as making the developer rich, but preventing a property owner that holds off on developing not getting all of that for free when they decide to develop later.

Mr. Dickas responded the capacity of the road extension is used by the public and the City is charging on a basis of frontage. He spoke of the unknown number that will benefit some day, either inside or outside of the development, by this capacity. He said the problem is the City does not charge them twice. He stated the City may require the developer to assume all costs that are proportionately caused by the development itself and wondered why they would wish to shift that away from the development.

Councilor Currier argued the current situation is the City pays for the over-sizing and all the developer pays for is what their development will use.

Councilor Soppe stated he was also a supporter of the ordinance because the City did not want to see half-streets built. He felt it was appropriate that someone who benefits from the other half should logically pay for half and build the roads at the same time.

Discussion followed concerning payment for past and future improvements and the System Development Charges (SDC) component for reimbursement.

Ms. Elizabeth Schwartz, Attorney representing Callista Estates, stated her client supports the resolution terminating the advance financing agreement and also the amendments to the ordinance. She said this ordinance offers an efficient, fair, and flexible mechanism for collecting revenue for public improvements on behalf of a private developer. She also notes the problem of a developer not taking advantage of this and recouping public improvement costs within the cost of the houses. She sees this as a way to help keep the cost of housing down.

Public testimony closed.

MOTION: Currier/Rierson to approve **Ordinance No. 2007-2680** approving amendments to the Newberg Code concerning the Advance Financing of Public Improvements as amended and read by title only.

VOTE: To approve **Ordinance No. 2007-2680.** (6 Yes/0 No/1 Absent [Larson]) Motion carried.

Mr. Mahr also suggested an amendment in the recital for the City to authorize the City Manager to authorize all necessary documents on behalf of the City.

MOTION: Soppe/Currier to approve **Resolution No. 2007-2733** withdrawing the consent for the application for reimbursement as amended.

VOTE: To approve **Resolution No. 2007-2733.** (6 Yes/0 No/1 Absent [Larson]) Motion carried.

IX. CONTINUED BUSINESS

None.

X. NEW BUSINESS

Consider a motion approving **Resolution No. 2007-2732** authorizing the City Manager to execute an amendment to the Wastewater Reuse System Contract.

Dan Danicic, Public Works Director, presented the staff report (see official record for full report).

Councilor Rierson asked staff when the report and engineers estimate is completed if there is public knowledge of what the estimate is. Staff replied there was public knowledge of the estimate.

Councilor Soppe asked if the original Request for Proposal (RFP) indicated Emery and Sons Construction, Inc. would get the job. Staff replied there was no discussion of that. He also asked about the mobilization costs for the pipeline project. Staff replied the mobilization costs were normally around 10%.

Councilor Soppe asked if there would be any legal issue for the City not going out for a bid.

Mr. Mahr replied there was not because they reserved the right to add on to a contract up to 10% and council can approve change orders for more. Mr. Mahr stated he felt comfortable with it.

Councilor Soppe asked what the City was avoiding by not going out for bid and why it was not included on the original RFP.

Mr. Mahr answered it was not included on the original RFP because they did not know what company would be giving the bid for the first phase and if they were capable of doing the pipeline work as well.

Councilor Currier expressed some concerns about not going out for a bid and asked what the possibility would be of finding a bid at a significantly lower cost.

Mr. Bennett replied the City Engineer looked at that and his experience says it is very unlikely we would get another bid, especially a lower one, and the risk is losing the current company's bid.

Councilor Rierson asked what the cost and time estimate would be if a second bidding process were to occur.

Mr. Danicic stated it would take approximately four months of work and the companies could also not guarantee the same dollar value as they were being offered now.

Councilor Soppe spoke of these costs being factored into the charges for delivering the service and expressed discomfort with supporting this. He agreed with the concept, but believed including everything on the first bid would have been more efficient.

Councilor Currier asked the contractor to explain more about the extra costs for mobilization and specialty work.

Mr. Tim Janesofsky, representing Emery and Sons Construction, Inc., discussed subcontractors needed for highway work such as grinding and inlaying and a $3,500 charge to move the big grinder. He explained there were special machines needed and there were up front costs for moving that equipment.

MOTION: Palmer/Soppe to approve **Resolution No. 2007-2732** authorizing the City Manager to execute an amendment to the Wastewater Reuse System Contract.

Councilor Rierson stated his support based on the information provided by staff explaining the value of time saved and the rise in construction costs as each day passes.

Councilor Soppe agreed and also suggested in the future there should be some sort of statement included in the original contract that there is an advantage in completing the first portion, as a bidder, to get the second part.

VOTE: To approve **Resolution No. 2007-2732** (6 Yes/0 No/1 Absent [Larson]) Motion carried.

XI. COUNCIL BUSINESS

Councilor Rierson mentioned using the City's relationship with the Chamber of Commerce to get help putting a brochure together to advertise for the new City Manager.

Discussion followed concerning the search for a new City Manager and the process. There was mention of talented staff available for graphics needed in that process.

Mayor Andrews established a subcommittee for recruiting a new City Manager including **Councilor Rierson** as chair, **Councilor Currier**, and himself. He also established a subcommittee on budget policy including **Councilor Larson** as chair, **Councilor Palmer**, and **Councilor Boyes**. He asked about the report on Lo-jack for the city computers as well.

Mr. Bennett replied they have been ordered for less than $50 a piece, and the cost will be less than $600 for all the city laptops to be equipped.

Councilor Soppe asked if these were one time or annual costs. Staff replied they were annual.

Councilor Soppe officially announced he was resigning as of the 1st of December, 2007.

Mr. Danicic updated the Council on the Alice Way Local Improvement District (LID) by stating the design effort was complete and contract specifics were being put together for bid.

Councilor Jeff Palmer asked for an update on the Villa Road LID construction and phasing. Staff said there was not an exact start date.

Discussion commenced concerning the Villa Road construction not being under an LID.

Councilor Palmer asked about public parking signs downtown for the parking area on 2nd street.

Mr. Bennett replied they have approval form ODOT for four signs directing public to the public parking.

Councilor Rierson asked for a progress report on the Mountainview Drive S-Curve. Staff updated and replied they were still on schedule for a mid-December completion date.

Mayor Andrews asked when the Crestview extension would be open going east of Springbrook. Staff replied it would be kept closed until the very end of the project and alternate access still remains.

Councilor Mike Boyes discussed problems with the gravel on Crestview, west of Springbrook and that the contractor should be going down there weekly to grade. Staff replied there is routine

maintenance. He asked about chain link fences being mandatory and asked about fences in the school district and Chehalem Park and Recreation District (CPRD). Staff replied they are exempt because they are public buildings.

Councilor Palmer asked if there was progress concerning the Baker Rock land acquisition. Staff replied they still needed to come formally before the council to authorize negotiations. He also mentioned having advance notice for items not on the calendar, such as special meetings.

Mayor Andrews asked for an update on the code enforcement position.

Mr. Bennett stated there have been applications received and there is an interview team meeting next Monday.

XII. EXECUTIVE SESSION

None.

XIII. ADJOURNMENT

MOTION: Soppe/Palmer to adjourn at 8:55 PM (6 Yes/0 No/1 Absent [Larson]). Motion carried.

ADOPTED by the Newberg City Council this ____ day of October, 2007.

_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this ____ day of October, 2007.

_____
Bob Andrews, Mayor

REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15	
Order No. ___ Ordinance No. ___ Resolution No. __ Motion XX Information ___	
Date Submitted: September 28, 2007 **SUBJECT: Approve a Proclamation declaring October 21-27, 2007, as Newberg Library Friends Week.**	**Contact Person (Preparer) for this Motion: Leah Griffith, Library Director** **Dept.: Library** **File No.:** *(if applicable)*

RECOMMENDATION:

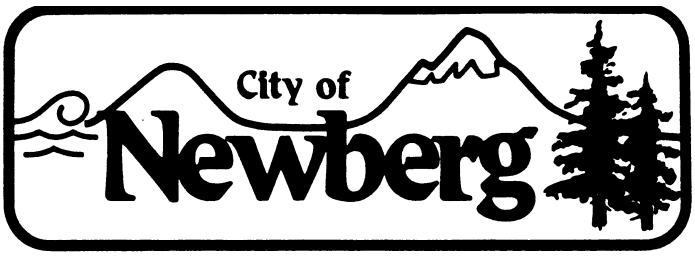
Approve a proclamation declaring October 21-27, 2007 as Newberg Library Friends Week.

BACKGROUND:

The Newberg Library Friends formed in the mid 1970s and have been instrumental in library operations ever since. They provide a variety of support activities for the library such as volunteering 3,000-4,000 hour each year. They perform tasks such as shelving, mending books, and helping with events. They operate the used book sales for the library which raises $8,000-$10,000 annually. With those funds, they support library programs and activities that serve the 20,000 people a year who attend those activities. Without the Library Friends, the Newberg Public Library would not be able to provide the quality and quantity of programming and activities that the community has come to respect and value.

FISCAL IMPACT: None

STRATEGIC ASSESSMENT: None



PROCLAMATION

A PROCLAMATION RECOGNIZING THE NEWBERG LIBRARY FRIENDS FOR THEIR CONTRIBUTIONS TO THE NEWBERG PUBLIC LIBRARY AND THE CITIZENS OF NEWBERG

WHEREAS, Newberg Library Friends raise money that enables our library to move from good to great -- providing the resources for additional programming, much needed equipment, support for children's summer reading, and special events throughout the year;

WHEREAS, the work of the ***Newberg Library Friends*** highlights on an on-going basis the fact that our library is the cornerstone of the community providing opportunities for all to engage in the joy of life-long learning and connect with the thoughts and ideas of others from ages past to the present;

WHEREAS, the ***Newberg Library Friends*** understand the critical importance of well funded libraries and advocate to ensure that our library gets the resources it needs to provide a wide variety of services to all ages including access to print and electronic materials, along with expert assistance in research, readers' advisory, and children's services;

WHEREAS, the ***Newberg Library Friends'*** gift of their time and commitment to the library sets an example for all in how volunteerism leads to positive civic engagement and the betterment of our community;

NOW, THEREFORE, IT IS PROCLAIMED by Mayor Bob Andrews and the City Council of the City of Newberg, Oregon, that October 21-27, 2007 is **Newberg Library Friends Week** in Newberg and urges everyone to join the Library Friends and thank them for all they do to make our library and community so much better.

IN WITNESS WHEREOF, I have hereunto set my hand and cause the Seal of the City of Newberg to be affixed on this 15th day of October, 2007.

_____

Bob Andrews, Mayor

REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15	
Order No. ____ Ordinance No. XX 2007-2682 Resolution No. ____ Motion ___ Information ___	
Date Submitted: September 28, 2007 **SUBJECT: Newberg Southeast Transportation Plan**	**Contact Person (Preparer) for this Ordinance: Elaine Taylor, AICP** **Dept.: Planning and Building** **File No.: UGB-05-015** *(if applicable)*

RECOMMENDATION:

Adopt **Ordinance No. 2007-2682,** adopting the Newberg Southeast Transportation Plan.

BACKGROUND:

1. In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, the Committee was concerned with the area's lack of adequate transportation facilities, noting that the area is currently served by a limited network of winding, rural roads. It said that
   - a master plan would be needed for this area in conjunction with including it in the UGB;
   - the master plan should specify what street improvements and new streets should be constructed to serve this area; and
   - development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

2. In August 2005, the Newberg City Council passed Resolution No. 2005-2590, which directed staff to undertake a number of actions, which included holding neighborhood meetings in each general area that the Committee recommended for addition to the Urban Growth Boundary (UGB) and Urban Reserve Area (URA) to define specific boundaries, and proceed with the hearings process to create a new UGB and a new URA. Accordingly, three neighborhood meetings were held for residents of the Southeast area to review and refine the Committee's land use proposals and consider transportation alternatives for that area. Input from those meetings was used to develop the January 18, 2007 draft of the Southeast Land Use and Transportation Plan.

3. The Newberg Urban Area Management Commission (NUAMC) held a workshop on the January 18, 2007 draft, had staff make needed corrections and revisions, and held hearings on a revised February 14, 2007 draft. NUAMC's first hearing, held April 11, 2007, was continued to May 31, 2007, June 11, 2007, and July 11, 2007. After much testimony and deliberation, NUAMC unanimously adopted Resolution No. 2007-19 on July 11, 2007, recommending that the Newberg City Council and Yamhill County Board of Commissioners adopt the plan as revised through their deliberations. Attached Exhibit A, the September 28, 2007 draft, incorporates NUAMC's revisions.

4. At NUAMC's and Yamhill County's request, City staff presented the plan to the Yamhill County Road Advisory Committee on August 9, 2007. The Committee accepted the proposed road classifications in the plan with on minor change that has been incorporated into the plan.

5. The main features of the plan as proposed are:
   a. *Improved access to 99W.* The plan would create safe and functional access to 99W for the area. This would be provided through three improvements:
      i. A new road connection from the area to Providence Dr.
      ii. Converting the existing Corral Creek Rd. intersection to right-in/right-out operation.
      iii. Eventual connection of Corral Creek Rd. under the highway and bypass to a new frontage road on the north side of 99W.
   b. *Parallel road system to Corral Creek Rd. and Renne Rd.* This will alleviate most traffic growth on these rural roads.
   c. *Improvements to many area roads*.
   d. *Pedestrian paths* throughout the area.

6. The plan proposes sequencing for the improvements. The sequencing generally makes improvements north to south. Improved access to 99W would be provided first, then the parallel road to Corral Creek Rd., then improvements to the southern part of the study area.

7. The plan also includes a proposed funding plan. The plan proposes $31.5 million dollars of transportation improvements to serve the area. About half of this amount would be funded by developer improvements in the area. About $10 million would be funded through system development charges (SDCs). This would need to be collected through either a special system development charge in the area, or an overall increase in SDCs.

8. Funding the plan with the sequencing proposed will be a significant challenge. Many of the big costs are during the first phases, before system development charge revenues are available. Thus, City financing or other strategies will be needed to cover the gaps in the early phases.

9. The Southeast Transportation Plan would only become effective with approval of the 2007 URA that includes the plan area. While approval of the 2007 URA does not require detailed transportation plans for areas under consideration, it does require a finding that it would be feasible to provide these areas with urban services, including transportation. This transportation plan is intended to provide sufficient detail to make that determination.

10. At the scheduled hearing on October 15, 2007, the Newberg City Council will be asked to adopt the Newberg Southeast Transportation Plan as an amendment to the Newberg Comprehensive Plan. If the Newberg City Council adopts this amendment, Yamhill County will be asked to consider and adopt similar changes to the Urban Growth Boundary and Comprehensive Plan designations in the County's Comprehensive Plan. The amendment becomes effective after the City and County have agreed on the proposed changes.

11. As noted above, NUAMC recommended calling this document a "Transportation Plan" rather than a "Land Use and Transportation Plan," but did not want to call it a

"Transportation System Plan" for the Southeast area. If the Southeast area is included in the Newberg URA, staff would like to see the Southeast Transportation Plan become a part of the City's Transportation System Plan (TSP).

FISCAL IMPACT: The plan affirms City policy that all benefited parties need to participate in sharing the cost of transportation improvements, and provides a framework for doing that in the Southeast area. It sets up a requirement for the sequencing of development in accordance with the provision of the necessary transportation facilities.

Table 2 shows the distribution of costs, by project. While none of the project costs are assigned to the City of Newberg, the City could be asked to help finance projects that would later be either paid for through System Development Charges (SDCs) or directly funded by specific developments.

STRATEGIC ASSESSMENT: The Southeast Transportation Plan provides a roadmap for future development in the area. It will provide for safe and efficient transportation system that does not rely on substandard rural roads. It also will provide for a desirable, complete community as this area is annexed and developed.

Attachments:

Ordinance 2007-2682 with
- Exhibit A: Southeast Transportation Plan, September 28, 2007
- Exhibit B: Findings

Attachment 1: NUAMC Reso. 2007-19 (as adopted) with
- Exhibit A: List of Tax Lots within Southeast Planning Area, UGB 05-015
- Exhibit B: Southeast Land Use and Transportation Plan Findings (by reference)
- Exhibit C: [DRAFT] Newberg Southeast Land Use and Transportation Plan, City of Newberg, Oregon, February 14, 2007 (by reference)
- Exhibit D: Modifications to DRAFT Southeast Land Use and Transportation Plan of 2/14/07

Attachment 2: NUAMC Minutes:
- April 11, 2007
- May 14, 2007
- June 11, 2007
- July 11, 2007

Attachment 3: Staff reports

Attachment 4: Additional Written Comments

ORDINANCE NO. 2007-2682

AN ORDINANCE ADOPTING THE NEWBERG SOUTHEAST TRANSPORTATION PLAN

RECITALS:

1. In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, the Committee was concerned with the area's lack of adequate transportation facilities, noting that the area is currently served by a limited network of winding, rural roads. It stipulated that
   - a master plan would be needed for this area in conjunction with including it in the UGB;
   - the master plan should specify what street improvements and new streets should be constructed to serve this area; and
   - development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

2. In August 2005, the Newberg City Council passed Resolution No. 2005-2590, which directed staff to undertake a number of actions, which included holding neighborhood meetings in each general area that the Committee recommended for addition to the Urban Growth Boundary (UGB) and Urban Reserve Area (URA) to define specific boundaries, and proceed with the hearings process to create a new UGB and a new URA. Accordingly, three neighborhood meetings were held for residents of the Southeast area to review and refine the Committee's land use proposals and consider transportation alternatives for that area. Input from those meetings was used to develop the January 18, 2007 draft of the Southeast Land Use and Transportation Plan.

3. The Newberg Urban Area Management Commission (NUAMC) held public hearings on a revised February 14, 2007 draft of the plan on April 11, May 14, June 11, and July 11, 2007. Following extensive public comment, NUAMC recommended approval of the plan as modified through their deliberations.

The Newberg City Council ordains as follows:

1. The Council finds that the applicable criteria have been met, and that approval of this amendment is in the best interests of the community.

2. Upon adoption of the 2007 Urban Reserve, the City's Transportation System Plan is revised to show the functional classifications, cost estimates, and funding assignments specified in the Southeast Transportation Plan.

3. The Southeast Transportation Plan attached hereto as Exhibit "A" is appended to and amends the "Newberg, Oregon Comprehensive Plan."

4. The findings which are attached hereto as Exhibit "B" are incorporated herein.

5. This ordinance is subject to adoption of the same by Yamhill County.

- **EFFECTIVE DATE** of this ordinance is 30 days after the adoption date, which is: November 14, 2007.

ADOPTED by the City Council of the City of Newberg, Oregon, this 15th day of October, 2007, by the following votes:

AYE: **NAY:** **ABSENT:** **ABSTAIN:**

_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this _____ day of October, 2007

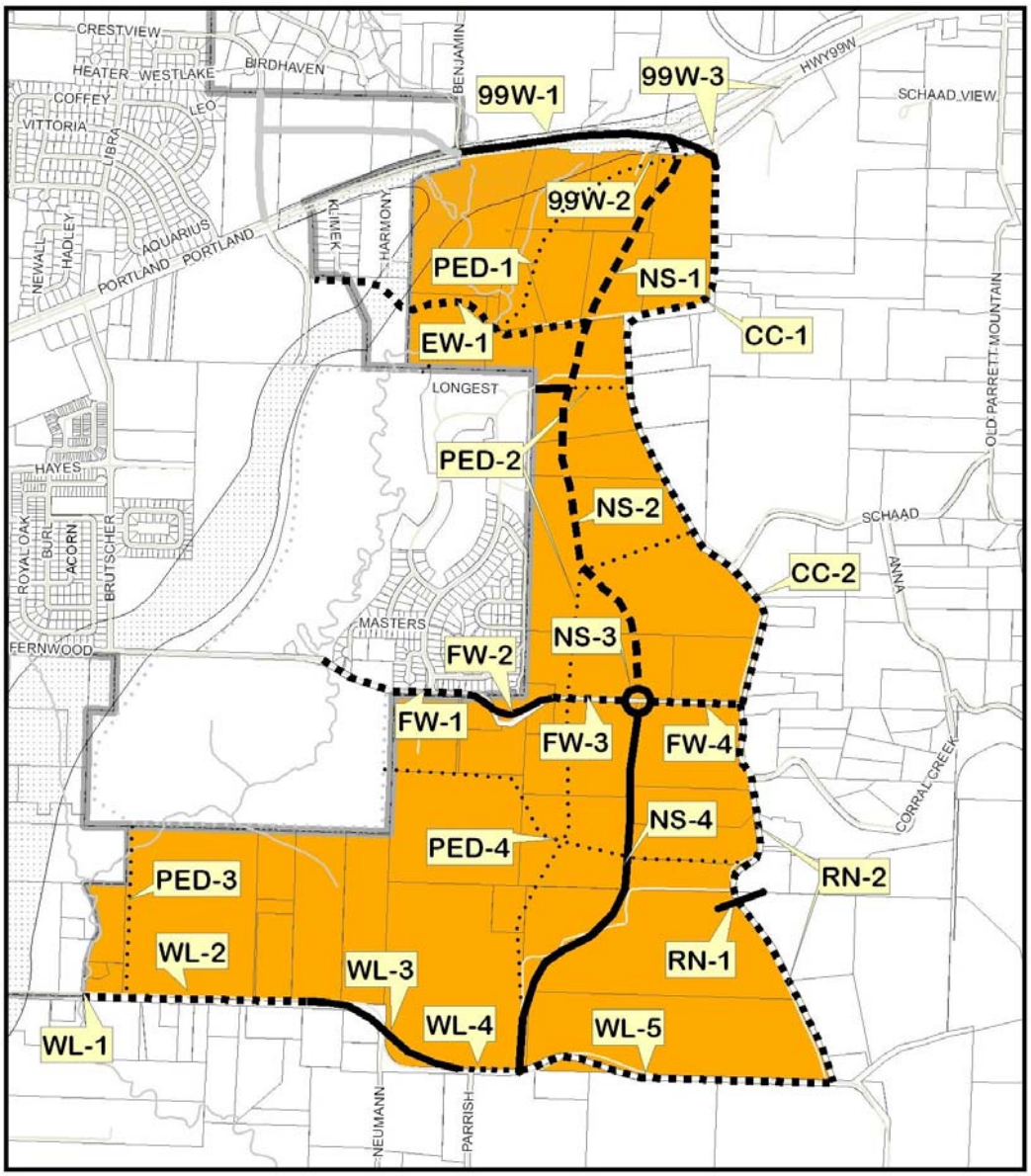
_____
Bob Andrews, Mayor

LEGISLATIVE HISTORY

By and through the Newberg Urban Area Management Commission at 7/11/2007 meeting.

Exhibits
Exhibit "A": *Newberg Southeast Transportation Plan*, September 28, 2007
Exhibit "B": Findings

Newberg Southeast Transportation Plan



City of Newberg, Oregon
September 28, 2007 DRAFT

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I. INTRODUCTION

In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, they expressed concern about the area's lack of adequate roads, and felt that development should only be allowed concurrently with needed improvements, and that a master plan was needed in conjunction with including the area in the UGB. The Southeast Transportation Plan was developed in response to the Committee's recommendation.

A. Background

By 2003, the land available for new development had become very limited, and the City was experiencing considerable growth pressure. In December 2003, the Newberg City Council established an Ad-Hoc Committee on Newberg's Future to provide citizen involvement in planning for Newberg's future land use patterns. The Committee was asked to recommend 1) how the City should provide for its future land needs; 2) whether the City should change its Urban Growth Boundary (UGB) and Urban Reserve Areas (URAs), and if so, which general areas should receive priority; and 3) whether any changes were needed to the comprehensive plan/zoning district designations in the existing UGB.

The Committee met from April 2004 to June 2005, and presented its Report to City Council in July 2005. The map they recommended for expanding the UGB and the URAs included areas to the east and southeast of Newberg, generally west of Corral Creek Rd., along Fernwood Rd., along part of Wilsonville Rd., and south along Highway 219. They felt that these areas provide the large, flat parcels needed for developing a complete community, and that utility services could be extended to this area much more readily than to some other areas considered.

In making this recommendation, however, the Committee was concerned with the area's lack of adequate transportation facilities, noting that the area is currently served by a limited network of winding, rural roads. It stipulated that

- a master plan would be needed for this area in conjunction with including it in the UGB;
- the master plan should specify what street improvements and new streets should be constructed to serve this area; and
- development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

In August 2005, the Newberg City Council directed staff to undertake a number of actions, which included holding neighborhood meetings in each general area that the Committee recommended for addition to the Urban Growth Boundary (UGB) and Urban Reserve Area (URA) to define specific boundaries, and proceed with the hearings process to create a new UGB and a new URA.

This document incorporates the work of Benkendorf Associates, Lancaster Engineering, and Newberg City staff. Its purpose is to provide "preplanning" information to supplement the City's application to Yamhill County for expansion of the City's Urban Reserve Area. It should not be considered controlling until and unless it is officially adopted by an entity with jurisdiction over the affected areas.

B. Land Needs

Land need is a function of population growth, employment growth, and policy choices about the character of a community. The policy choices represent the power of the City of Newberg to shape the future character of the community by designating the type of land uses, the density or intensity of development, and the location of future development. Newberg's policy choices are made within the context of Oregon's Statewide Planning System, which includes state statutes, goals, and administrative rules that govern how local communities plan for future growth.

Newberg bases its estimates of future land need on projected urban growth boundary populations of 38,352 in 2025 and 54,097 in 2040. Based on demographic analysis, these populations translate into a need for 5,720 additional housing units between 2005 and 2025, and another 6,420 by 2040. About half of these would be single-family detached homes.

In January 2006, the City of Newberg adopted a number of new and revised comprehensive plan policies, including revised target densities for residential development. Based on those densities, the City will need 1,752 buildable acres to meet its needs from 2007 to 2040. With an estimated 805 buildable residential acres in the City's existing urban growth boundary, this would require adding 947 buildable residential acres to meet housing needs from 2007 through 2040.

The City also adopted new urban design policies requiring complete communities that provide the physical context needed to support livability and the City's unique character. With regaRd. to the southeast area, policies implementing this goal state:

> Measures should be taken to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City. Substantial development of complete neighborhoods should occur on both sides of the proposed bypass. (Policy J.2.e.)
>
> Provide for a sense of small, local neighborhoods, while also providing for commerce and industry. (Policy J.2.b.)
>
> Community commercial centers are preferred to a large, regional shopping center. (Policy J.2.d.)

> Neighborhoods should be designed to promote safety and interaction with neighbors, with items such as walking paths and neighborhood parks. (Policy J.2.c.)

Newberg's estimates of land needed for retail, locally oriented office, and other commercial uses are based on analysis of demographic trends that affect household growth and spending patterns. While Newberg currently has 111 acres of commercial buildable land, the Southeast area will need to have its own community commercial center to create and maintain a complete community. Likewise, neighborhoods will require neighborhood parks, and hiker/biker trails will demand high priority. Land will also be needed for institutional uses, such as schools and churches. Potential locations for a community center are suggested by the proposed zoning shown on Figures 4 and 5, as well as the area surrounding the proposed roundabout on Fernwood Rd..

II. **LAND USE**

A. Existing Conditions

The area is bounded on the north by Portland Rd. (99W), on the east by Corral Creek and Renne roads, on the South by Wilsonville Rd., and on the west by the City of Newberg and its Urban Reserve Area. Slopes and drainage are generally to the west and south. Water features include Springbrook Creek and its tributary wetlands (see Figure 1). Land to the west of Corral Creek Rd. has low ridges and small hills, with a mixture of pasture, orchaRd.s and trees, while land to the east rises steeply towaRd. Parrett Mountain, and has trees.

The land in the vicinity of 99W is used for large lot residences, pasture, hay, and orchaRd., with some stream corridors, wetlands, and vacant land. Except for the Klimek/Harmony Lane area, most parcels contain a residence and are used for agriculture. County zoning in the Southeast area ranges from VLDR. 2.5 along Klimek Lane and Harmony Lane to EF 40 along Wilsonville Rd., as shown in Figure 2. Soils are mainly Class I through IV, with Class V and VI in a few pockets, steep slopes and draws (see Figure 3).

The Greens at Springbrook, under construction as of July 2006, is extending residential development eastwaRd. along the north side of Fernwood Rd. to the western edge of the Southeast planning area. A 24" water main from the city reservoir on Corral Creek Rd. crosses the area along the construction access road into the Greens at Springbrook, and passes along the northern boundary of that development. On the south side of The Greens at Springbrook, a 12" sewer line and a 12" water line follow Fernwood Rd. A sanitary sewer pump station is located within the Southeast area, south of Fernwood Rd. While the pump station could be upsized to accommodate additional flows by increasing pump size and adding wet well volume, its design service area does not include the southeast area.

The large, gently rolling to flat land type is appropriate for development of a complete community including housing at various densities, parks, schools, a community center, and employment uses. Utility services can also be extended to serve this area far more readily than many other areas considered. Newberg School District and Chehalem Park and Recreation District both own property north of Wilsonville Rd. While current use is agricultural, the School District purchased its property as a possible future high school site, and the Chehalem Park and Recreation District has plans for another nine holes for its golf course.

B. Property Owner Preferences

As directed by City Council, staff held neighborhood meetings for each neighborhood that would be affected by the UGB and URA expansion recommended by the Ad Hoc Committee on Newberg's Future. Since land use and transportation are so closely

linked in the Southeast area, a series of three meetings was held to assess local land use and road network preferences for that area. This effort was assisted by Benkendorf Associates and Lancaster Engineering, with financial support from both the City and Pacific Lifestyle Homes, a developer with a major interest in property adjoining the City limits and west of Corral Creek Rd. Each meeting included a staff presentation regaRd.ing various land use and transportation alternatives, small and/or large group discussion, and opportunities for those attending to indicate their personal preferences on maps and survey forms. Discussion summaries and survey results were kept and posted on the City's web site.

In general, property owners in both the northern and southern portions of the Southeast Area would like to be included within the Urban Growth Boundary. Adding both of these areas, however, would mean that a large quantity of agricultural land would be brought into the UGB.

The first two Southeast Area neighborhood meetings identified several land use issues. While total consensus was lacking, several preferences emerged:

- Where the Urban Growth Boundary should be located (see map).
- Bringing the UGB down to Wilsonville Rd. would include the school district and park district sites.
- Bringing the area immediately south of Hwy 99W into the UGB would be challenging until plans for the Bypass become more clear.
- The UGB shouldn't go up the hill east of Corral Creek Rd.
- Desired land use types and where they should be located (see map).
- Properties owned by the school district and park district should be in the UGB
- Family-oriented parks and open space, not just golf courses, should be included
- Larger areas of open space, not just city-park-sized parcels, are needed
- An elementary school is needed
- A fire station may be needed
- Higher density residential and commercial development should occur near the high school site, and around the Bypass corridors.
- Commercial development makes sense at the roundabout.
- Institutional uses make sense near but not right at the roundabout.

In the area immediately south of Hwy 99W, a group of residents has organized themselves to promote putting the Trails End area into the Urban Growth Boundary. This would be consistent with the recommendation of the Ad Hoc Committee on Newberg's Future.

Figure 1. Water Features

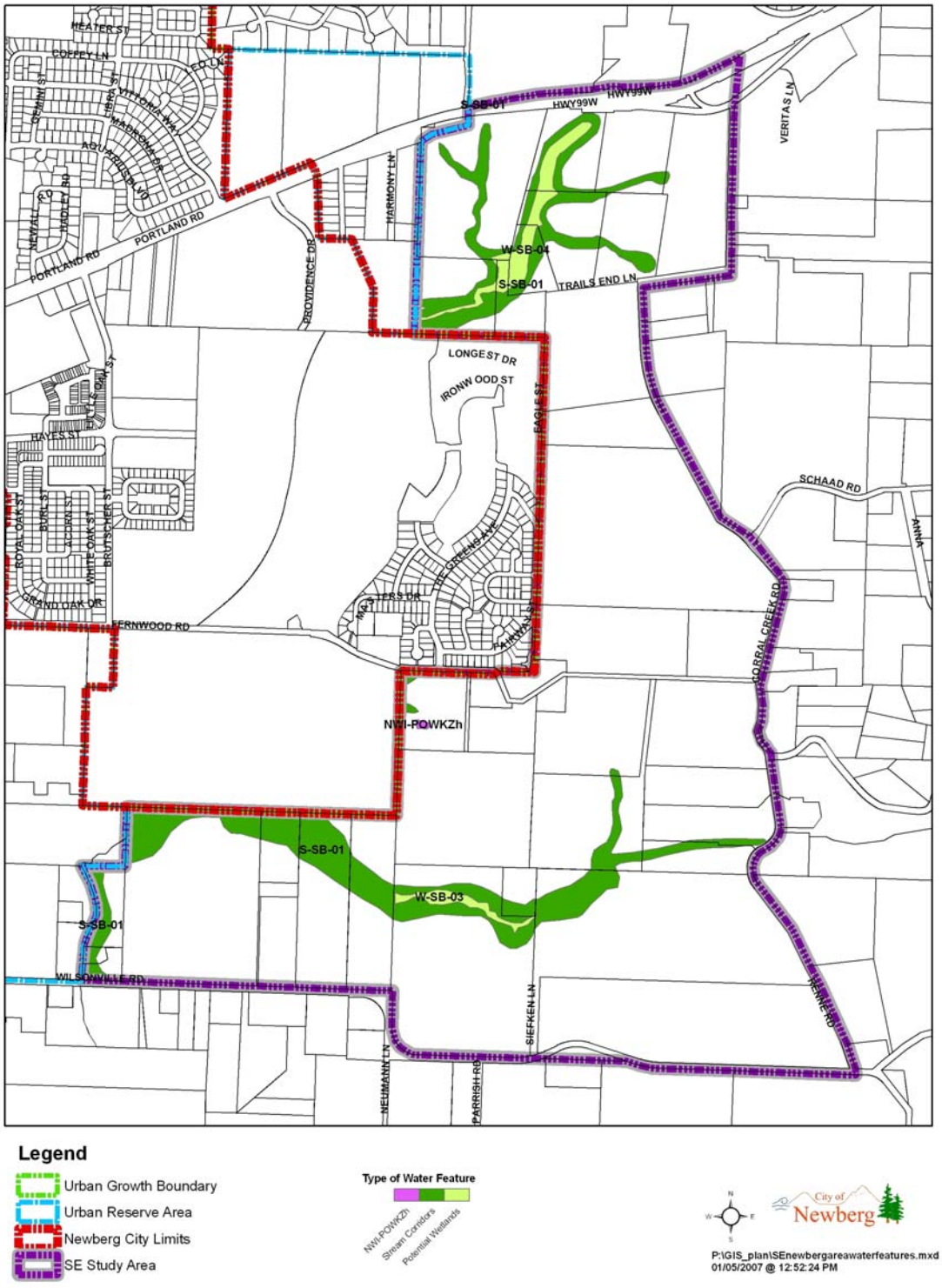


Figure 2. Southeast Area Zoning

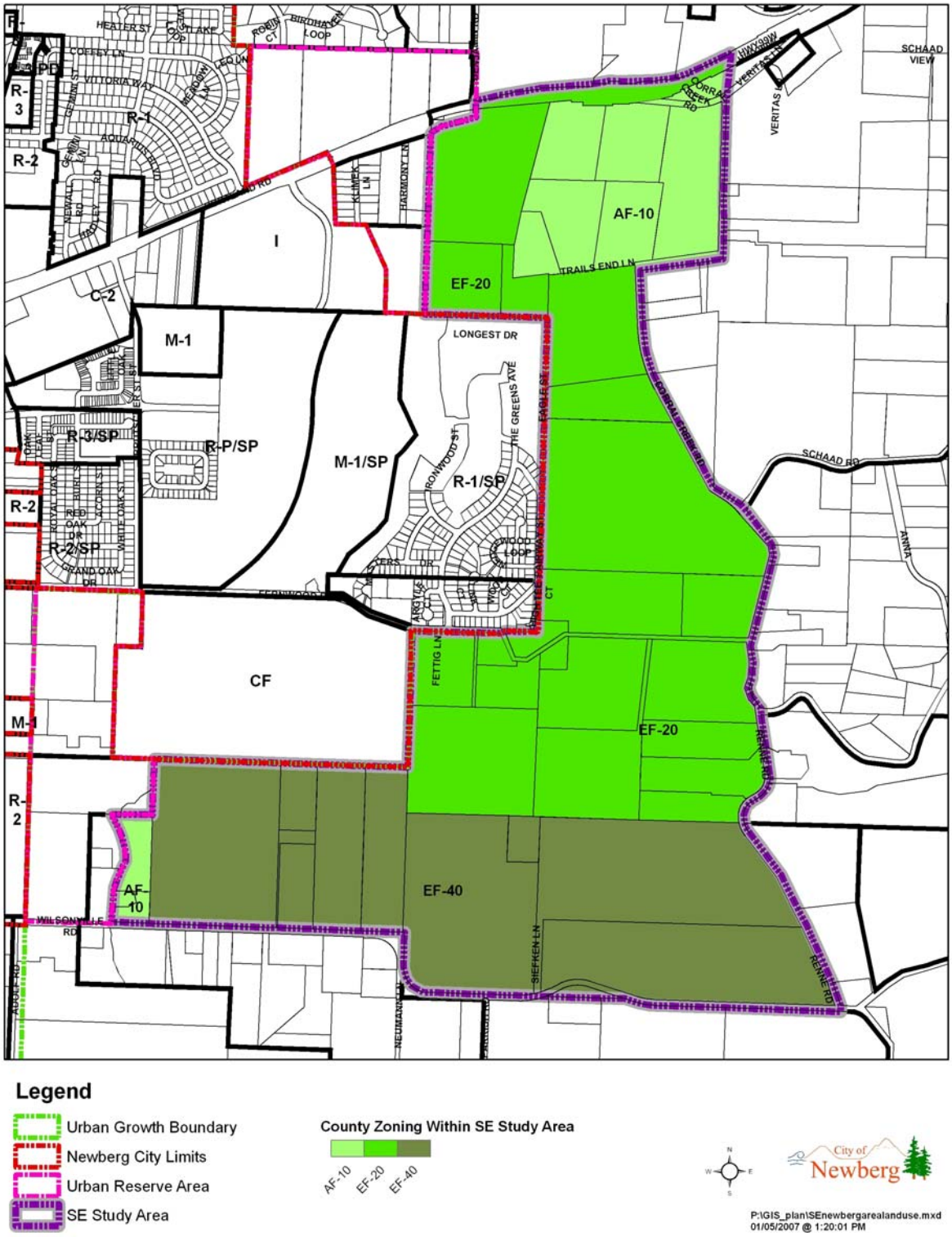
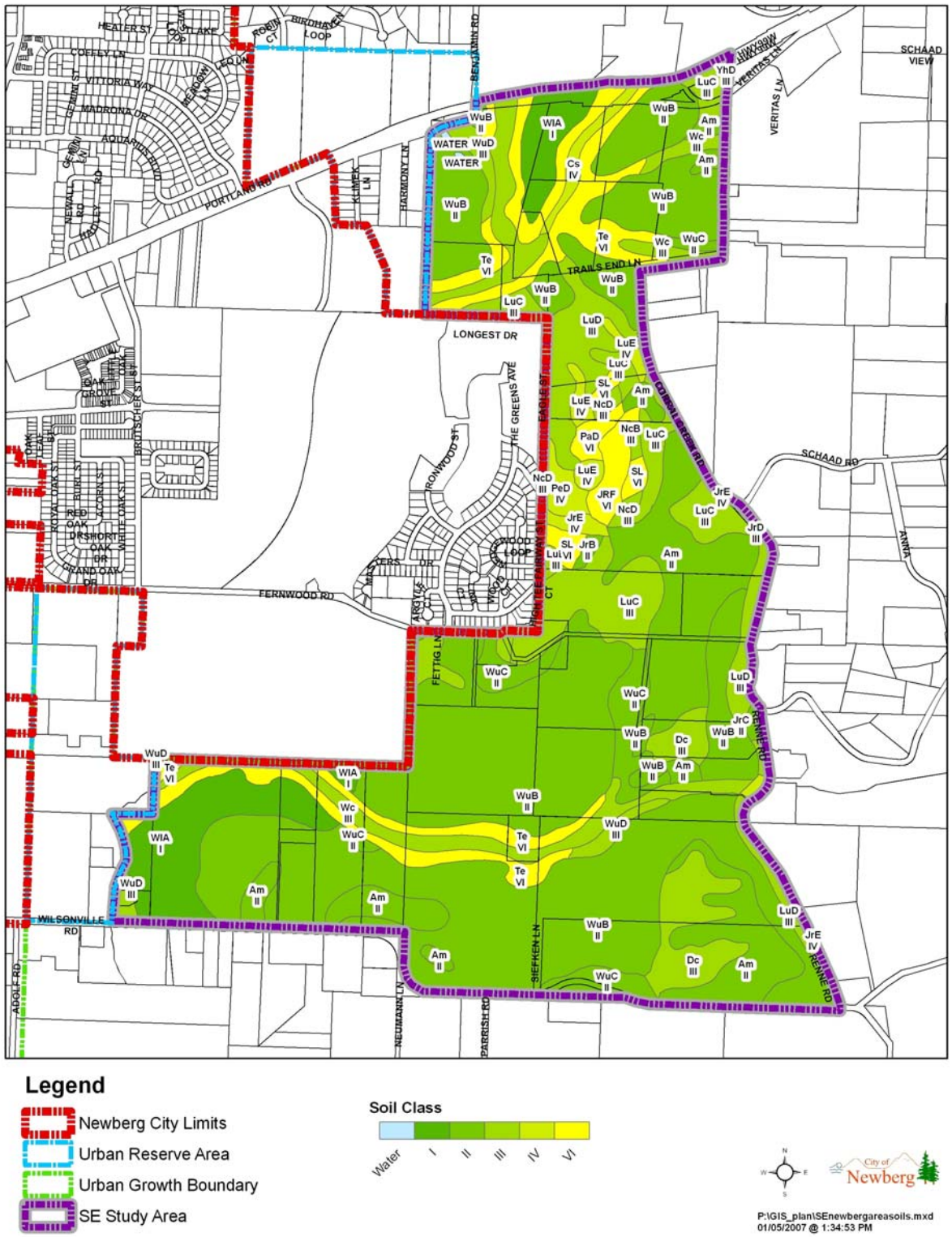


Figure 3. Southeast Area Soils



C. Proposed Land Uses

Committee Recommendations. The report of the Ad Hoc Committee on Newberg's Future, Tables 62 and 64, recommended adding land in the Southeast Study Area to the Urban Growth Boundary and Urban Reserve Areas for the following land uses:

Table 1. Ad Hoc Committee Land Use Recommendations (Acres)

	2025 UGB	**2040 URA**	**Total**
LDR.	226	42	**268**
MDR.	71	50	**121**
HDR.	11	20	**31**
Commercial	6	15	**21**
Public	30	44	**74**
Total	**344**	**171**	**515**

Long range plans by the Chehalem Park and Recreation District (CPRD.) include a 27-hole golf course, which would include the existing 9 holes north of Fernwood Rd., the 9 holes currently being developed, and 9 additional contiguous holes. The golf course on the south side of Fernwood Rd. (100.3 ac), under construction as of 7/06, is part of the Southeast Study Area, but since it was already in the UGB when the Committee made its recommendations, it was not included in their proposed new UGB or URA.

Publicly owned properties in the Southeast Study Area include three agricultural parcels owned by Chehalem Park and Recreation District and one agricultural parcel owned by the Newberg School District, for a total of 123.52 acres.

Alternatives Considered. The residents attending the three neighborhood meetings were asked to consider appropriate land uses for the proposed new UGB and URA, along with the road system needed to provide access to them. With this local input, staff developed Land Use Options #1 and #2 to reflect local land use and transportation preferences. These are shown in Figures 4 and 5. While Option #1 would include the area immediately north of Wilsonville Rd. in the UGB, Option #2, which is similar to the Committee's recommendation, would include the area immediately south of 99W in the UGB. In both options, all of the study area would be in either the UGB or the URA. Since a majority of those present at the second meeting appeared to prefer Option #2, the southern option, that is the option that was used for transportation modeling.

Option #1. This option organizes the land uses in a manner which will work to create a sense of community for the area east of the proposed Bypass. It builds on the institutional ownerships and uses planned for the next 20 years.

Figure 4. Land Use Option #1, Southern Emphasis

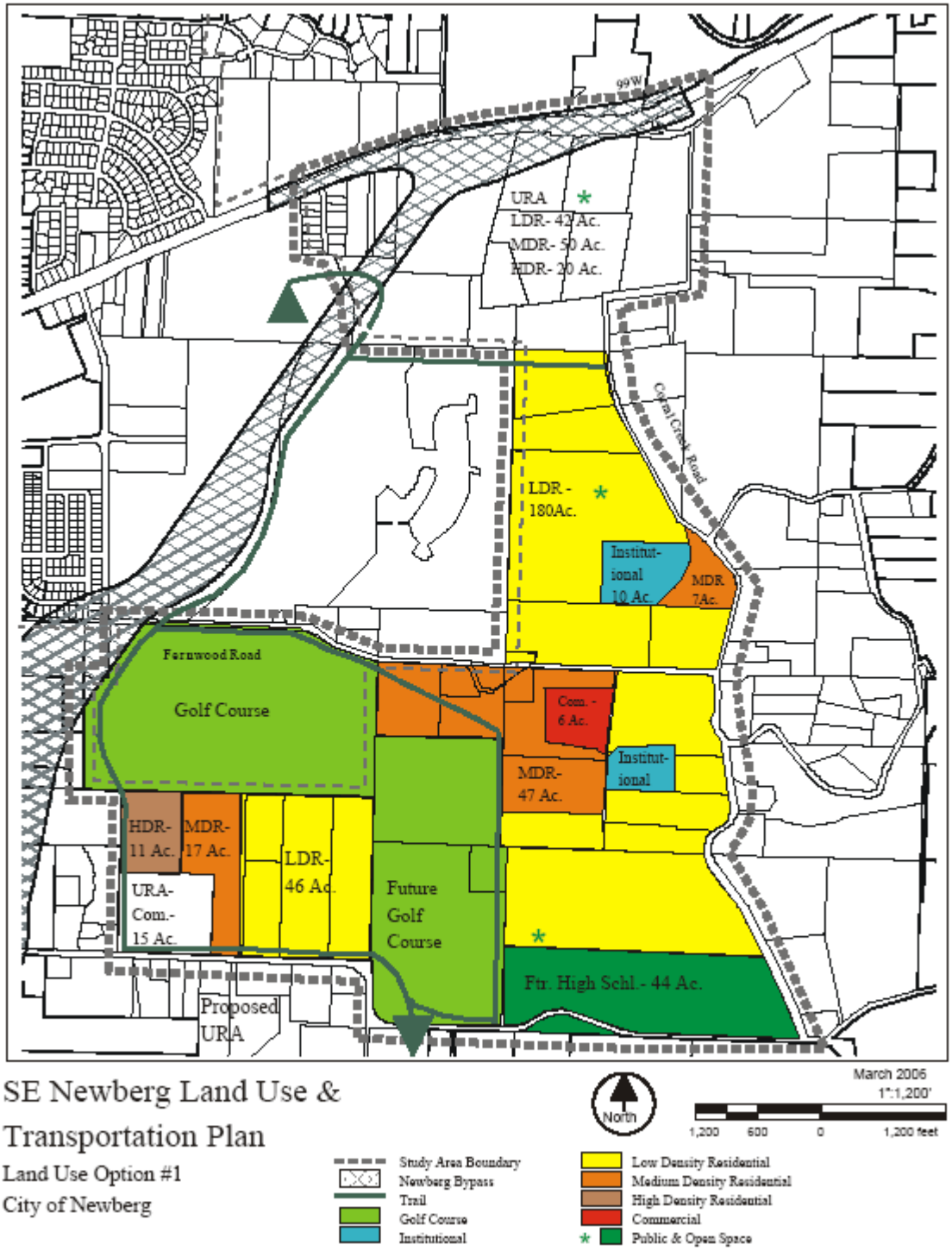
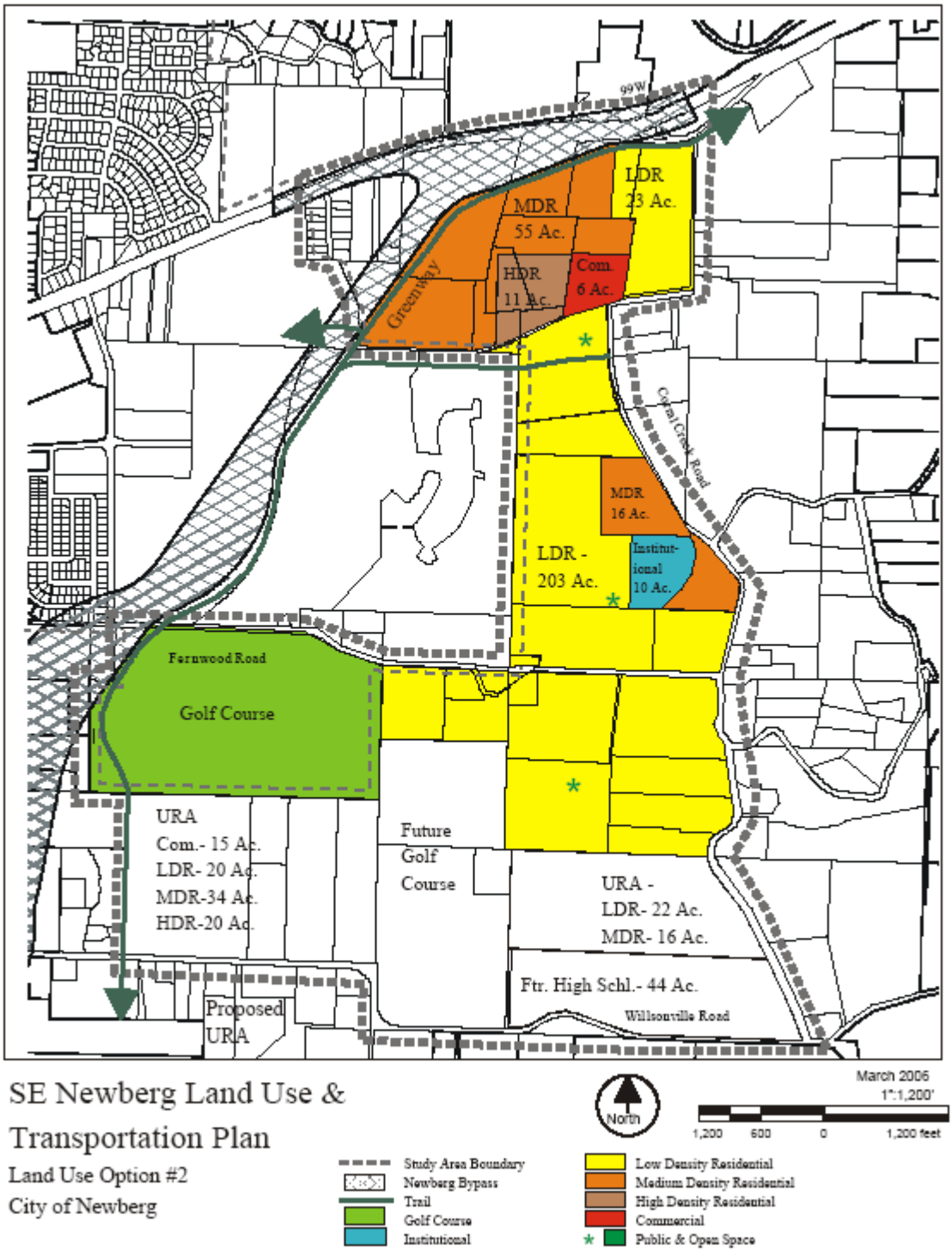


Figure 5. Land Use Option #2, Northern Emphasis



*Preferred UGB***.** The proposed high school site is in the southern portion of the planning area and a new elementary school is proposed in the middle of the area adjacent to the new North-South Collector. In this option, properties owned by the Newberg School District and the Chehalem Park and Recreation District would be within the UGB. This would allow the planned expansion of the Chehalem Park and Recreation District's golf course to 27 holes, and would facilitate development of the school district's high school site within the time frame when it will be needed.

A proposed roundabout at the intersection of the new North-South Collector and Fernwood Rd. would become the community focal point, with commercial, institutional and low to medium density residential uses clustered around it (not necessarily in the specific locations shown on the map). The remaining area to be included in the UGB is planned for primarily low density residential and two areas of medium and high density residential uses.

Preferred URA. Two areas have been identified as Urban Reserve Areas designed to accommodate the land use requirements for the year 2040. Approximately 105 acres are planned for the full range of residential uses at the northern end of the study area. This location was specifically selected to be developed in the future because there is a consensus that completion of the Bypass will enable this area to be developed in a manner compatible with the final right of way and the physical construction impacts.

The second area, in the southwest corner of the planning area, is proposed to be designated for 15 acres of commercial uses. The commercial area will be adjacent to medium and high density residential uses, a unique opportunity to provide an integrated mixed use development.

Option #2. This option would bring short-term development closer to the proposed bypass intersection, include some nonresource parcels, and offer a group of owners willing and able to work together to create a planned development for the northern area, including support for transportation and other needed improvements.

Preferred UGB. Institutional land in this option is limited to the 10-acre elementary school site and adjacent park north of Fernwood Rd., on the new North-South Collector, plus a trail system that connects to The Greens at Springbrook, Providence Hospital, and a greenway along the bypass route. It provides a 6-acre commercial node on Corral Creek Rd. to serve 226 acres of LDR., 71 acres of MDR., and 11 acres of HDR.

Preferred URA. This option keeps the large institutional parcels in the Urban Reserve Area. This is inconsistent with the plans of the Newberg School District and Chehalem Park and Recreation District. It would delay development of the land immediately south of the second nine holes, which are already under construction. With the construction of the golf course, this adjoining land would be prime residential property. Option 2, like Option 1, provides 15 acres of commercial land in the URA.

Selection of Land Use Options. At this time, both options are being considered, as well as some variations on these options. Major factors in selecting an option, or some variation on these options, include:

- Need for and supply of land that meets criteria for special uses
- State land priority system
- Timing issues:
  - Bypass plans and timing
  - Owner readiness to proceed and provide infrastucture support
  - Feasibiity of providing workable transportation improvements and other infrastructure during the planning period.
- Urban design, aesthetic and livability considerations.

The purpose of this report is not to determine the final location of each type of land use and the type of development for this area, but rather to identify the traffic impacts of development and potential solutions, based on general land uses.

III. TRANSPORTATION

The land use option selected will affect the details of the transportation plan required and vice-versa. In general, however, the road connections would be similar for the two proposed options, with the major differences being when the improvements would be needed and available.

Major components include:

- Corral Creek Rd./Veritas interim access improvements at 99W to regulate turning movements;
- New East-West Collector from Providence Dr. to Trails End Ln.;
- Future Corral Creek Rd./99W crossing and north side frontage road for access when Bypass is constructed, maintaining the East-West Collector from Providence Dr. to Trails End Ln.;
- Improvements to Corral Creek Rd.
- Improvements to Renne Rd. as abutting properties develop (county rural without curb, gutter or sidewalk)
- New North-South Collector street from 99W/Corral Creek Rd. intersection south to Wilsonville Rd., with access to The Greens Ave. and a roundabout at Fernwood Rd.
- Improvements to Fernwood Rd.
- Improvements to Wilsonville Rd.
- Pedestrian and multi-use paths

These improvements are intended to ease the impacts of increased use of existing roads. Safe and convenient access to 99W and the proposed bypass was a high priority for local area residents, and this concern is reflected in the proposed interim and long term access improvements. To increase connectivity and relieve traffic on Corral Creek and Renne roads, a new north-south road would connect Corral Creek Rd. north of Fernwood Rd. with Fernwood and Wilsonville roads, Another improvement would be straightening the curve in Fernwood Rd. east of the existing Greens housing development to improve sight distance and traffic safety. A section of Wilsonville Rd. would also be straightened, replacing two right angle turns with a gradual curve in order to enhance traffic efficiency. These improvements are intended to increase sight distance and improve traffic safety in the area.

A. Existing Conditions

Corral Creek Rd. is a two-lane roadway with a paved width of 20 feet. It is striped for no passing along its length due to hilly and winding terrain that limits sight distance. Corral Creek Rd. has no posted speed, although advisory speed signs indicate several 20 mph corners. The roadway shoulders are narrow, with no bike lanes or sidewalks on either side of the road.

The intersection of Corral Creek Rd. at Highway 99W is stop controlled on the northbound Corral Creek Rd. approach. There is adequate sight distance in both directions at the existing intersection. Highway 99W has a five-lane cross section at this location, which provides a center lane that can be used for two-stage left turns.

A short distance south of Highway 99W, Veritas Lane intersects to form a "Y" intersection with Corral Creek Rd. Veritas Lane also intersects Highway 99W and is stop controlled on the northbound Veritas Lane approach, with traffic flowing freely on Highway 99W. Again, two-stage left turns are possible at this intersection.

Fernwood Rd. is a two-lane roadway with a paved width of 20 to 24 feet extending between Corral Creek Rd. and Springbrook Rd. West of Springbrook Rd., Fernwood Rd. becomes 2nd Street. There is no posted speed on the eastern portion of Fernwood Rd. From Springbrook Rd. to just east of "The Greens" Fernwood Rd. has a posted speed of 25 mph. Traffic on Fernwood Rd. is stop controlled at Springbrook Rd. and at Corral Creek Rd. There are partial sidewalks and bike lanes in place on the north side of Fernwood Rd. where development has recently occurred.

Renne Rd. is a two-lane roadway similar to Corral Creek Rd., with a paved width of 20 feet traversing hilly and winding terrain. No passing is permitted along its length, and several corners are posted with 20 mph advisory speed plates. The roadway shoulders are narrow with no bike lanes or sidewalks in place on either side of the road.

Wilsonville Rd. is a two-lane roadway with a paved width of 21 feet. It extends from Highway 219 to Renne Rd., and continues east to Wilsonville. It has a posted speed of 45 mph in the project vicinity, although the corners have advisory speeds of 25 and 30 mph. Some sections of Wilsonville Rd. permit passing, but sight distance restrictions limit passing to a few short zones. Traffic traveling on Wilsonville Rd. is stop controlled at Springbrook Rd. and at Highway 219.

Schaad Rd. is a steep, winding, gravel road that is subject to rutting. It has no posted speed and carries limited traffic between Corral Creek Rd. and Old Parrett Mountain Rd.

B. Modeling/Engineering Study

1. Process and Assumptions

In order to develop accurate models depicting future traffic conditions in and surrounding the proposed southeast URA and UGB area, we built on the existing Newberg planning model, adding trips from the proposed land uses for this area. The anticipated site trips from the URA/UGB area were loaded onto several possible street systems, and the model provided output showing the total traffic volumes on the new and existing roads and intersections that would be expected upon build-out of the developable properties. The modeling assumes that the Newberg-Dundee Bypass will be constructed.

The planning model used was the Newberg emme/2 model, which is maintained by the Oregon Department of Transportation's Transportation Planning Analysis Unit (TPAU). This model depicts existing and future traffic volumes in the Newberg area by determining the expected number of vehicular trips associated with land uses throughout Newberg. The land uses are broken into Transportation Analysis Zones (TAZ's), each of which has associated information regarding employment, number of households, school enrollment, industrial areas, etc. coded to fully describe the existing and planned development within the zone. The emme/2 planning model takes this data and estimates the number of trips that travel between each of the analysis zones, assigning the trips to the most efficient paths on the street system. This allows the model to project future traffic volumes on the streets of Newberg through the planning horizon year (currently 2025).

The proposed new URA/UGB area was broken into three analysis zones. The first analysis zone includes the area north of Fernwood Rd., south of Highway 99W, west of Corral Creek Rd., and east of the existing Newberg City limits. This area was assumed to include 503 households, 450 enrolled students and 65 school employees. The school enrollment and employment are associated with a new elementary school that is planned for this area.

The second analysis zone is located south of Fernwood Rd. and west of Corral Creek Rd. and Renne Rd. It extends south approximately halfway to Wilsonville Rd., and west to the existing Newberg City limits. This zone was assumed to include 568 households, 90 retail employees, and 50 other miscellaneous employees. The employment is associated with the commercial portion of this area.

The third analysis zone is located north of Wilsonville Rd., west of Renne Rd., east of the existing Newberg City limits, and south of the second analysis zone. This zone was assumed to include 765 households, 1800 enrolled students, 250 school employees and 10 other miscellaneous employees. The school enrollment and employment are associated with a new high school that is planned for this area.

The land use data described for each of the analysis zones was provided by City of Newberg staff to TPAU along with new land use assumption data for other areas of Newberg in order to provide a complete description of all development in the Newberg planning model area through year 2025. This data was added to the year 2025 model, resulting in a complete planning horizon model including the proposed URA/UGB expansion areas.

2. Alternatives Modeled

In addition to the land use assumption information, City of Newberg staff provided four street system options to TPAU for modeling. These street systems included some common elements, such as the creation of a new north/south roadway through the URA/UGB property, the addition of Schaad Rd. and Old Parrett Mountain Rd. to the

planning model, and the extension of Providence Dr. south and west to intersect Brutscher St.

The differences between the street system alternatives focused on possible ways to connect the URA/UGB areas to Highway 99W. Alternative 1 depicted the closure of the Corral Creek Rd. access to Highway 99W, and re-routing the roadway to the west to intersect Providence Dr. Alternative 2 depicted the closure of the Corral Creek Rd. access to Highway 99W with no new alternative route provided. Alternative 3 depicted a modification of the Corral Creek Rd. access to Highway 99W to allow traffic to travel to and from the east only, providing a connection toward Portland for the new URA/UGB areas. Alternative 4 depicted moving the Corral Creek Rd. access to Highway 99W further west and converting it to allow right-in, right-out turns only.

Once the data for the land use assumptions and the alternative street systems was provided to ODOT's TPAU section, they incorporated the data into the Newberg planning model and provided traffic volume output data for each of the street connection scenarios.

The output data TPAU provided indicated a very low portion of trips traveling to and from the east on Highway 99W (approximately 4 percent.) Based on the Newberg Transportation System Plan (TSP), the actual portion of trips to and from the east on Highway 99W is 15 percent. Consequently, the data provided by TPAU was modified to reflect a corrected distribution of site trips for the proposed URA/UGB areas.

In addition, a hybrid street connection option (Alternative 5) was synthesized from the other analysis data. The fifth option included both a new street connection from the north end of Corral Creek Rd. to Providence Dr. as described for Alternative 1 and construction of a connection that would allow right turns from Corral Creek Rd. onto Highway 99W eastbound.

The street system alternatives and resulting model traffic volumes for the area are shown in the diagrams on the following pages.

3. Results of Modeling and Engineering Study

The modeling and engineering study developed future link volumes for the surrounding roadway network under year 2025 conditions with the addition of traffic from the proposed URA/UGB areas. Based on the calibrated traffic volumes, the local roads within and surrounding the proposed URA/UGB area can operate efficiently with a two-lane cross section. Traffic volumes at the intersections within and surrounding the area should be examined as development progresses in order to determine what intersection mitigations are required to support the additional trips.

In particular, the intersections of Providence Dr. at Highway 99W, Brutscher Street at Highway 99W and Corral Creek Rd. at Highway 99W may be subject to significant additional volumes depending on the final street connection system selected. It is

anticipated that the primary access intersection(s) serving the proposed URA/UGB area will require additional traffic lanes in order to support the projected traffic volumes. Since the future intersection configurations will depend greatly on the available street connections to Highway 99W, it is recommended that determination of the required lane configurations at these intersections be deferred until ODOT has finalized the Interchange Area Management Plan for the Newberg-Dundee Bypass. This document will specify where access to Highway 99W can be provided for the proposed UGB/URA areas.

Figure 6. Alternative #1

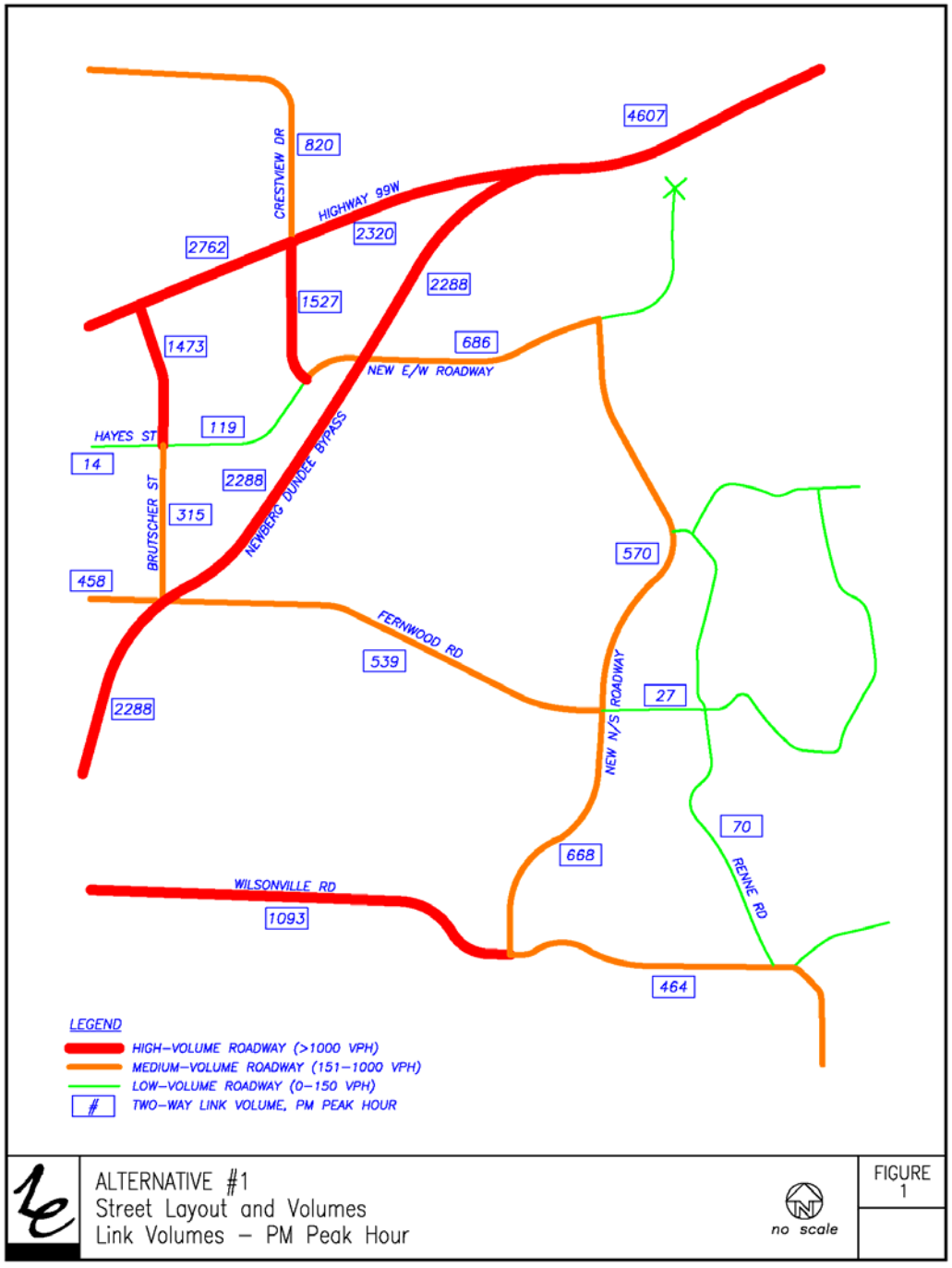


Figure 7. Alternative #2

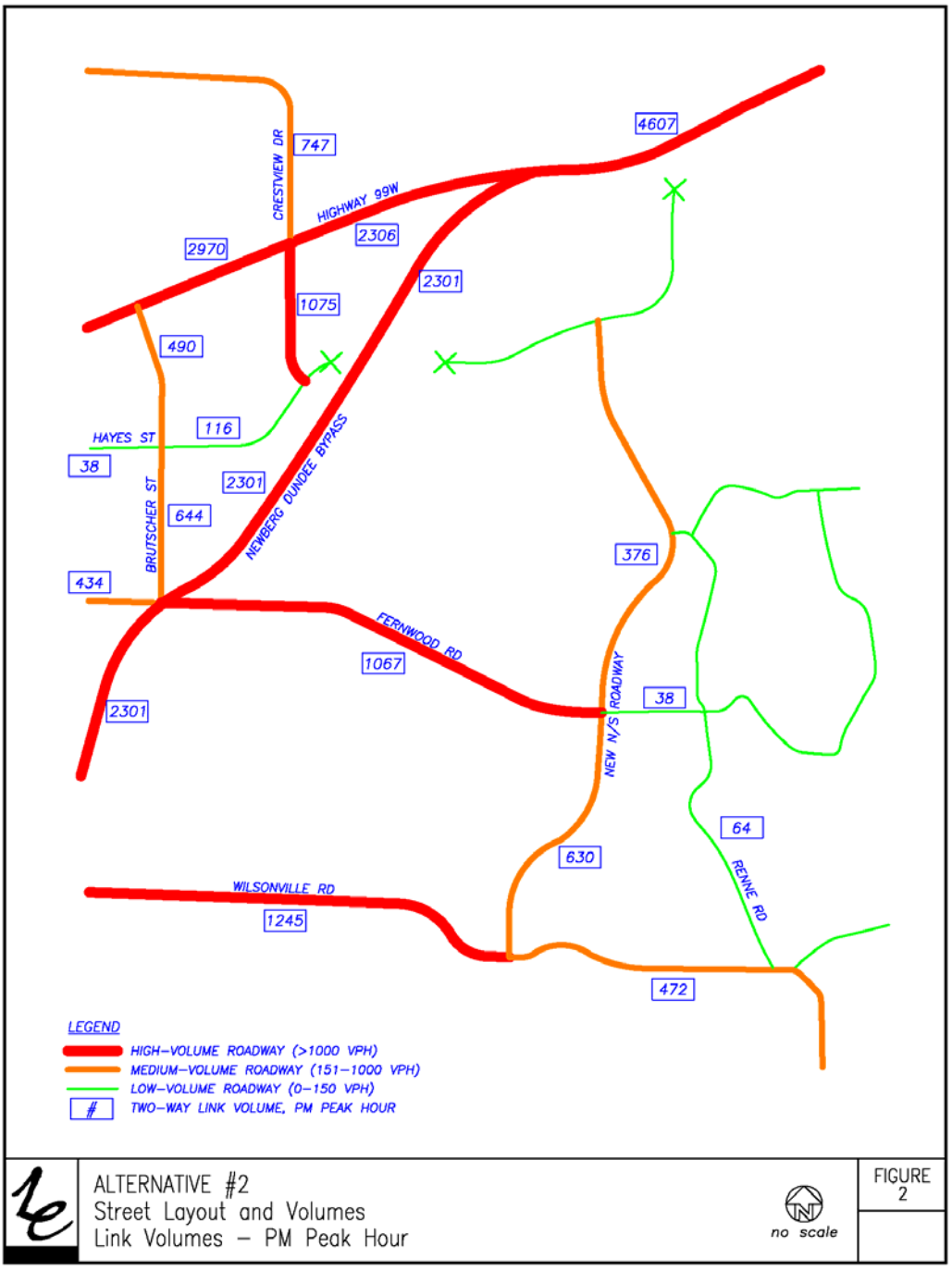


Figure 8. Alternative #3

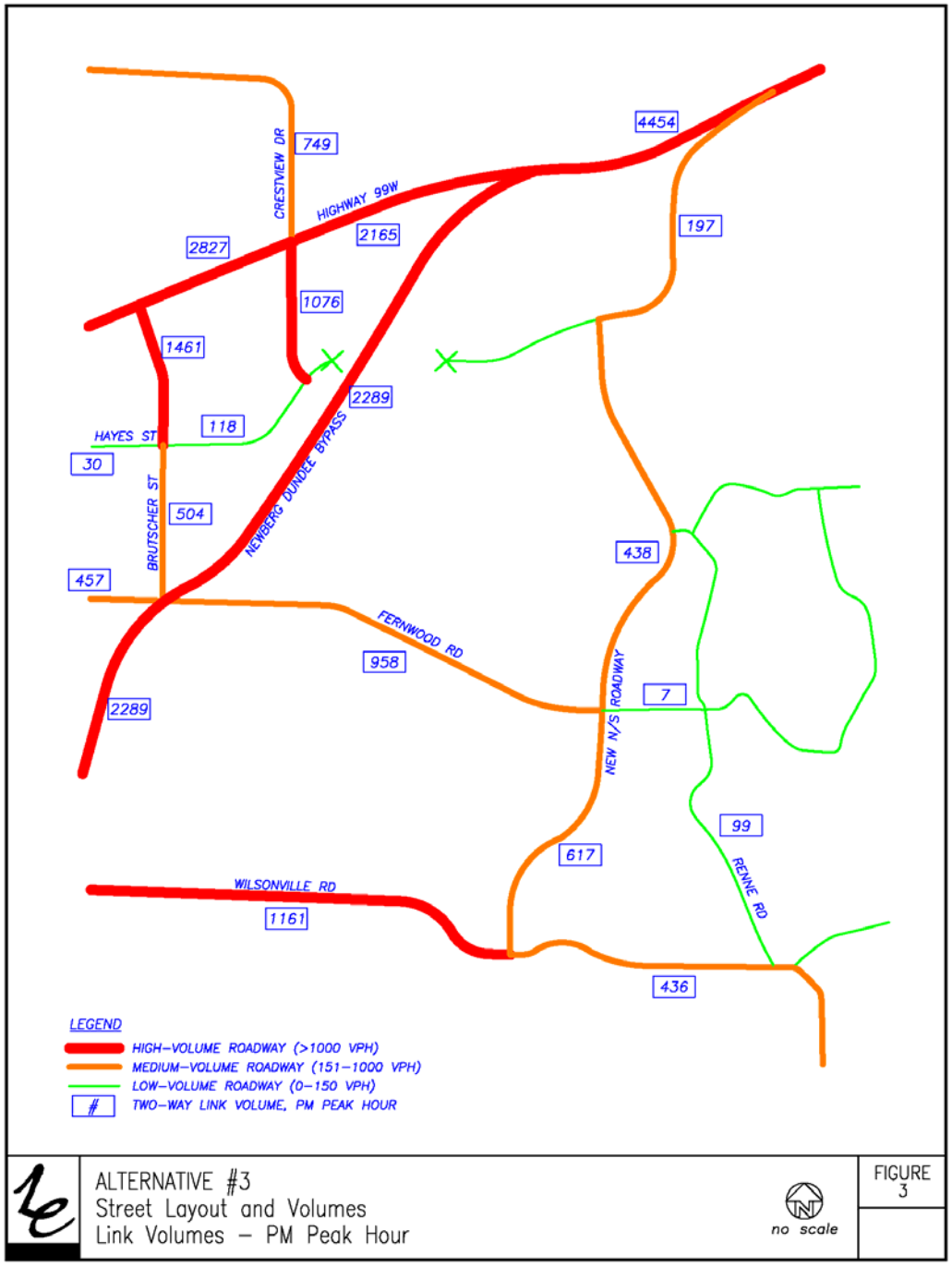


Figure 9. Alternative #4

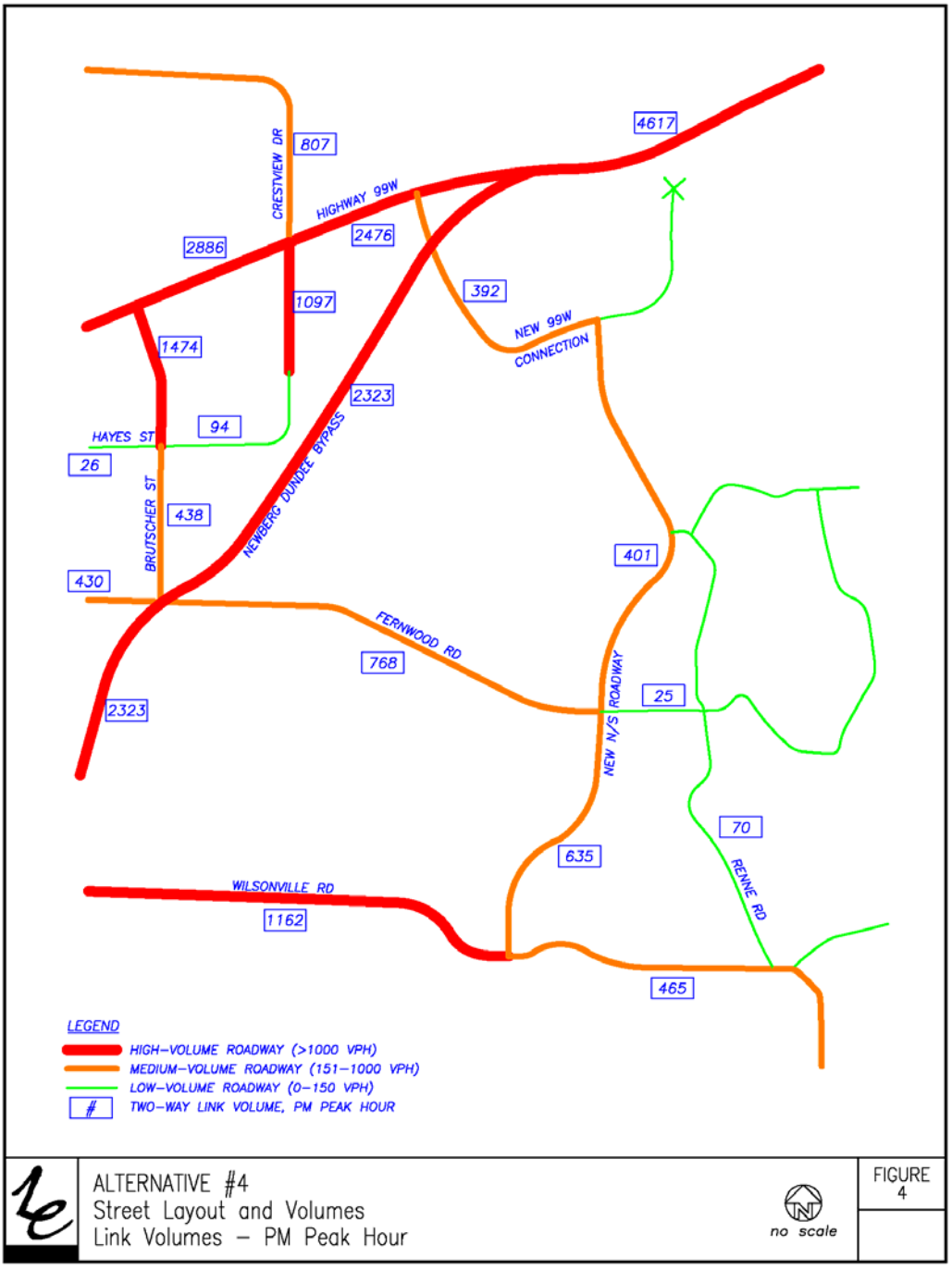
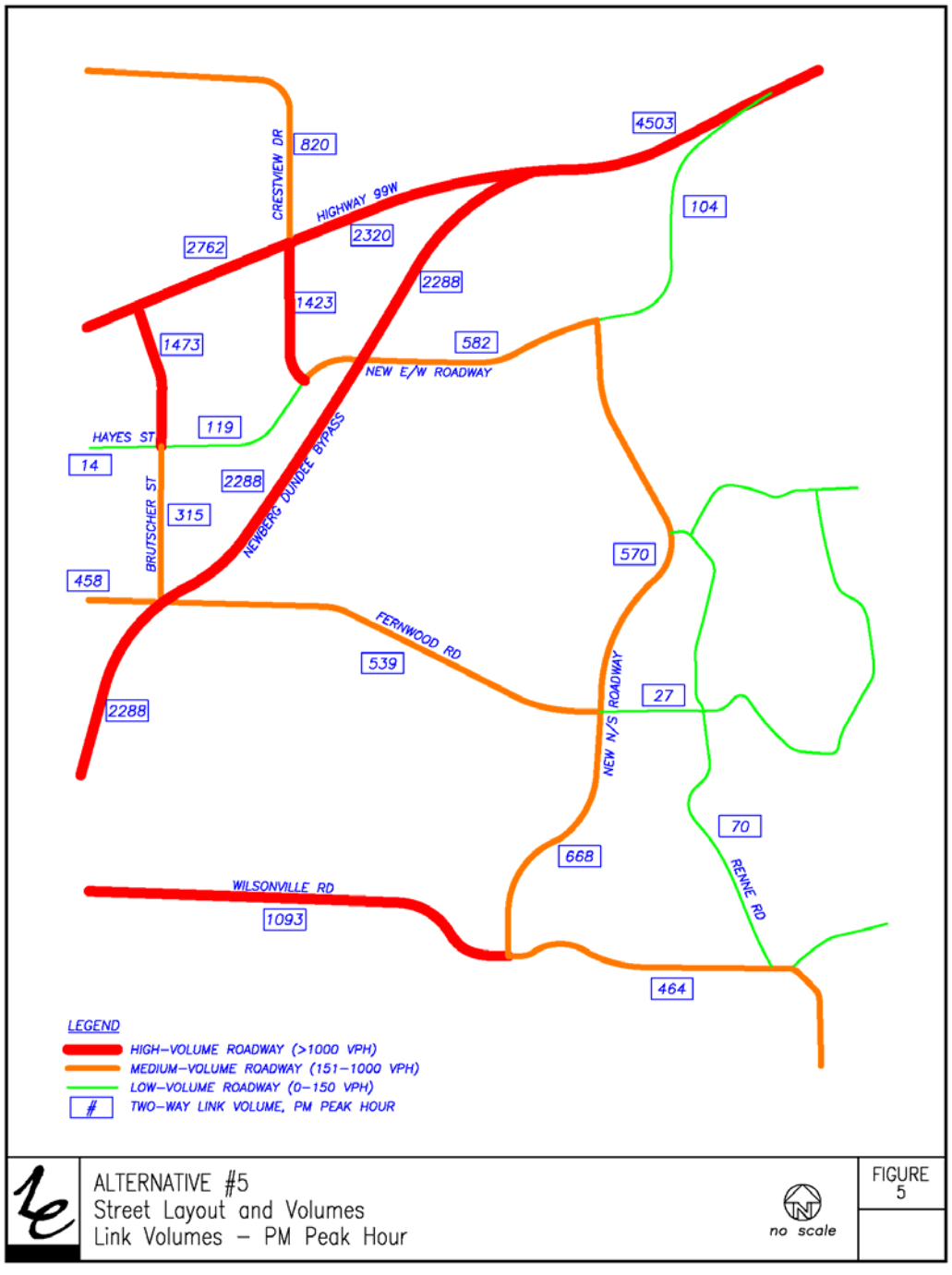


Figure 10. Alternative #5



C. Project Components, Options and Issues

The project components described below are labeled on Figure 11 and listed in Table 2. Each is identified by a component number. For example, "NS-3" refers to the roundabout, a project component on the proposed north-south road.

1. New Roadways and Connections

New E/W North Side Frontage Road and 99W Crossing (99W-1, 99W-2). In conjunction with construction of the Newberg-Dundee Bypass, a new road may be designed to extend from the northern end of Corral Creek Rd. under the bypass and Highway 99W to connect to Crestview Dr. on the north side of Highway 99W. This alignment would allow access from the proposed URA/UGB areas to Highway 99W without adding significant traffic volumes to Providence Dr. Some of the street system alternatives for the bypass interchange area do not include such a roadway at all, so this road may or may not be constructed depending on the construction feasibility and ODOT's IAMP limitations.

New E/W Collector (EW-1). A new east/west road, depicted as "New E/W Roadway" in Figures 6 and 10, may be constructed to connect Providence Dr. with a new North-South Collector (NS-1 and NS-2). ODOT has indicated that this pre-bypass connecting road may make it less necessary for them to help build the 99W Crossing (99W-2) in conjunction with the bypass.

New N/S Collector (NS-1, NS-2, NS-3, NS-4). A new north/south road depicted as "New N/S Roadway" in Figures 6 through 10 has been proposed to extend from Wilsonville Rd. to Corral Creek Rd. This new roadway would facilitate north/south circulation through the proposed URA/UGB expansion area while helping to reduce traffic volumes on the less direct parallel route, Renne Rd.

The location of the northern terminus of this roadway must be carefully selected in order to ensure that the new roadway provides the needed circulation improvements while minimizing adverse impacts of development on adjacent land east of Corral Creek Rd. At the neighborhood workshops, various people expressed different views as to where that connection should be. A connection south of Schaad Rd. would impact many of the residents living east of Corral Creek Rd., since this intersection provides a primary access to the City of Newberg. In addition, a connection at or south of Schaad Rd. would encourage traffic to travel that roadway, and have impacts on residents there. In response to suggestions at the public workshops, three alternatives were developed for consideration by NUAMC.

Figure 11. Transportation Improvements

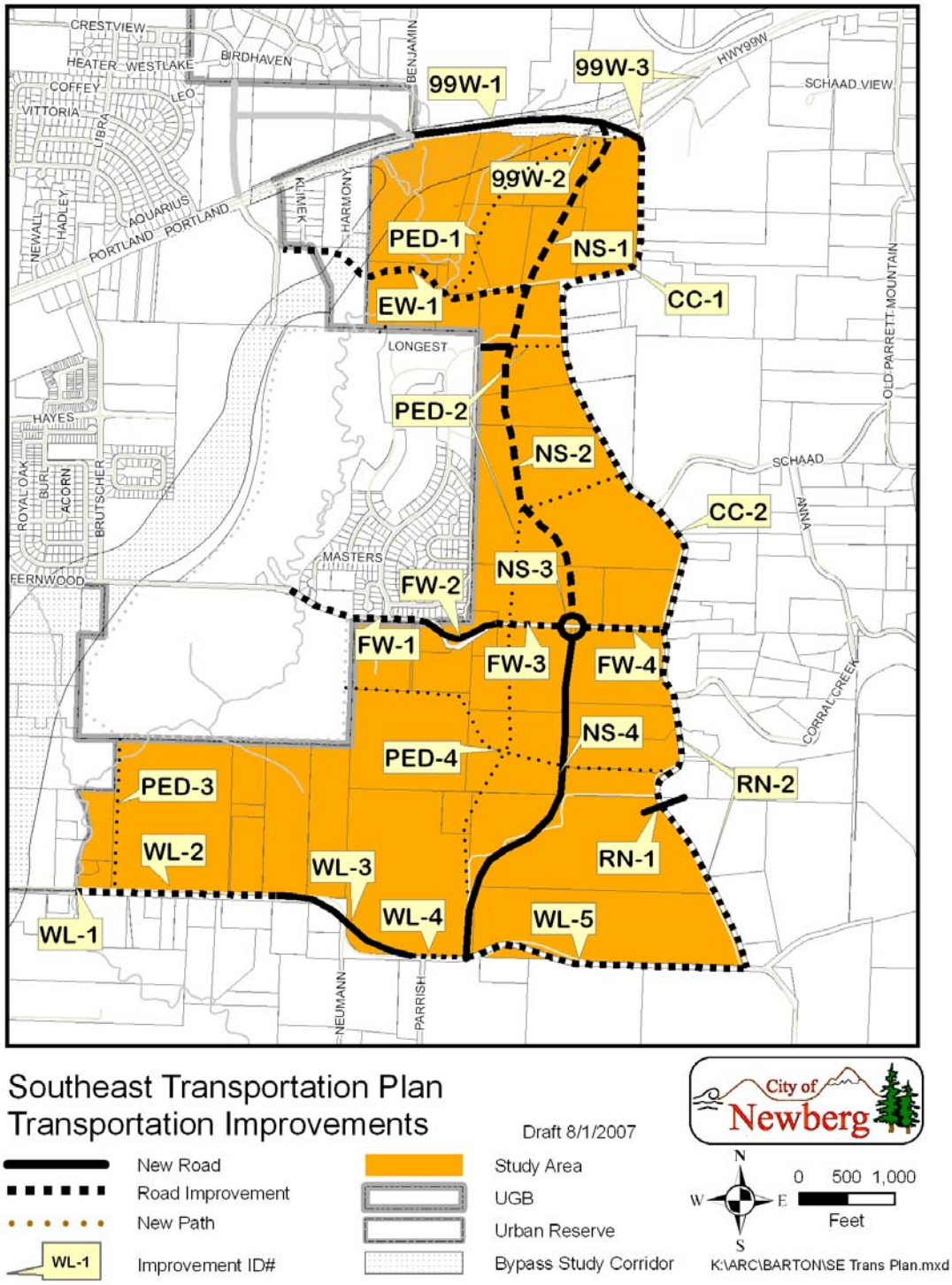


Table 2. Southeast Transportation Plan Estimates for Transportation Improvements

Project ID	Improvement Description	Units		Unit Cost		Total Cost	Abutting Properties	New Development	SDC	City*	Yamhill County**	ODOT	Phasing	Trigger
99W-1	New frontage road on north side of 99W - Benjamin Rd. to Corral Creek Rd.	2400	lf	$452	per lf	$ 1,085,000	$ -	$ -	$ -	$ -	$ -	$ 1,085,000	Bypass	Bypass
99W-2	New Corral Creek Road/99W Crossing	1	LS	$2,000,000	ea.	$ 2,000,000	$ -	$ -	$ -	$ -	$ -	$ 2,000,000	Bypass	Bypass
99W-3	Interim 99W/Corral Creek Rd./Veritas improvements	1	LS	$250,000	ea.	$ 250,000	$ -	$ -	$ 250,000	$-	$ -	$ -	Phase 1	Any development in Corral Creek Rd. N
CC-1	Improve Corral Creek Rd. from 99W south in Corral Creek Rd. North Area (major collector/sidewalk one side)	3200	lf	$410	per lf	$ 1,312,000	$ -	$ 1,246,000	$ 66,000	$ -	$ -	$ -	Phase 1	Development of abutting properties
CC-2	Improve Corral Creek Rd. from Fernwood Rd. north in Corral Creek Rd. South Area (major collector/sidewalk one side)	3000	lf	$410	per lf	$ 1,230,000	$ -	$ 1,168,000	$ 62,000	$ -	$ -	$ -	Phase 2	Development of abutting properties
EW-1	Construct new East-West Collector from Providence Dr. to North-South Collector	2900	lf	$452 per lf + bridge cost		$ 8,000,000	$ -	$ 305,000	$ 5,695,000	$ -	$ -	$ 2,000,000	Phase 1	Development in Corral Creek Rd. N
FW-1	Improve Fernwood Rd. from east fork of Springbrook Creek to steep grade (FW-2) (major collector)	1400	lf	$452	per lf	$ 633,000	$ -	$ 570,000	$ 63,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-2	Reconstruct tight curve on grade on Fernwood Rd.	1000	lf	$1,000	per lf	$ 1,000,000	$ -	$ 407,000	$ 593,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-3	Improve Fernwood Rd. (major collector) from steep grade (FW-2) to new North-South Collector	700	lf	$452	per lf	$ 316,000	$ -	$ 284,000	$ 32,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-4	Improve Fernwood Rd. from new North-South Collector to Corral Creek Rd. (major collector)	900	lf	$452	per lf	$ 407,000	$ -	$ 366,000	$ 41,000	$ -	$ -	$ -	Phase 5	Development of abutting properties
NS-1	Construct new North-South Collector street from 99W/Corral Creek Rd. intersection to The Greens Ave. connection (major collector)	2900	lf	$543	per lf	$ 1,573,000	$ -	$ 1,416,000	$ 157,000	$ -	$ -	$ -	Phase 1	Development in Corral Creek Rd. N
NS-2	Construct new North-South Collector street from The Greens Ave. connection to Fernwood Road (major collector)	3100	lf	$678	per lf	$ 2,102,000	$ -	$ 1,892,000	$ 210,000	$ -	$ -	$ -	Phase 2	Development in Corral Creek Rd. S
NS-3	Construct roundabout at Fernwood Rd./North-South Collector intersection	1	LS	$150,000	ea.	$ 150,000	$ -	$ -	$ 150,000	$ -	$ -	$ -	Phase 3	Construction of North-South Collector
NS-4	Construct new North-South Collector street from Fernwood Rd. to Wilsonville Rd. (major collector)	4100	lf	$452	per lf	$ 1,854,000	$ -	$ 1,669,000	$ 185,000	$ -	$ -	$ -	Phase 4	Development in Fernwood Road S., Wilsonville Rd. NE
PED-1	Multi-use path from Hayes St./Providence Drive to Corral Creek Rd./99W intersection	4000	lf	$150	per lf	$ 600,000	$ -	$ 600,000	$ -	$ -	$ -	$ -	Phase 1	Development of properties containing path
PED-2	Pedestrian paths in area north of Fernwood Rd.	3800	lf	$100	per lf	$ 380,000	$ -	$ 380,000	$ -	$ -	$ -	$ -	Phase 2	Development of properties containing path
PED-3	Pedestrian path connecting Wilsonville Rd. and golf course	1600	lf	$100	per lf	$ 160,000	$ -	$ 160,000	$ -	$ -	$ -	$ -	Phase 6	Development of properties containing path
PED-4	Pedestrian paths in area between Fernwood Rd. and Wilsonville Rd.	6600	lf	$100	per lf	$ 660,000	$ -	$ 660,000	$ -	$ -	$ -	$ -	Phase 5	Development of properties containing path
RN-1	Eliminate through traffic on Renne Rd.	1	LS	$20,000	ea.	$ 20,000	$ -	$ -	$ 20,000	$ -	$ -	$ -	Phase 3	Connection of North-South Collector to Fernwood Road and prior to development in Fernwood Rd. N
RN-2	Improve Renne Rd. from Fernwood Rd. to Wilsonville Rd. (county rural without curb, gutter or sidewalk)	4000	lf	$368	per lf	$ 1,473,000	$ -	$ 1,473,000	$ -	$ -	$ -	$ -	Phase 5	Development of abutting properties
WL-1	Improve Wilsonville Rd./Springbrook Creek crossing	1	LS	$1,000,000	ea.	$ 1,000,000	$ -	$ 50,000	$ 950,000	$ -	$ -	$ -	Phase 5	Construct before 10% of Wilsonville Rd. NW/Wilsonville Rd. NE is developed
WL-2	Improve Wilsonville Rd. from Springbrook Creek to double curve (major arterial)	2100	lf	$710	per lf	$ 1,492,000	$ -	$ 1,149,000	$ 343,000	$ -	$ -	$ -	Phase 6	Development in Wilsonville Rd. NW
WL-3	Improve double curve on Wilsonville Road	1600	lf	$1,066	per lf	$ 1,705,000	$ -	$ 875,000	$ 830,000	$ -	$ -	$ -	Phase 6	Development in Wilsonville Rd. NE
WL-4	Imrpove Wilsonville Rd. from double curve to new North-South Collector (major arterial)	500	lf	$710	per lf	$ 355,000	$ -	$ 273,000	$ 82,000	$ -	$ -	$ -	Phase 6	Development of abutting property
WL-5	Improve Wilsonville Rd. from new North-South Collector to Renne Road (minor arterial)	3000	lf	$581	per lf	$ 1,743,000	$ -	$ 1,342,000	$ 401,000	$ -	$ -	$ -	Phase 7	Development of abutting property
	TOTAL					**$ 31,500,000**	**$ -**	**$ 16,285,000**	**$ 10,130,000**	**$ -**	**$ -**	**$ 5,085,000**		

*Although no direct City funding is anticipated, City financing of improvements will be needed

**No County funding is shown. However, several improvements would improve existing County roads. Newberg and Yamhill County may negotiate some County contribution where jurisdictional transfer of the road occurs.

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- **Alternative A** is the most eastern location. A relatively short new road would connect the roundabout on Fernwood Rd. with to a point on Corral Creek Rd. about 300 feet north of Schaad Rd., then follow Corral Creek Rd. all the way to 99W. North of the connection, Corral Creek Rd. would need to be widened, redesigned to smooth out curves, and generally improved to major collector standards prior to development in the area (CC-1). Curbs and sidewalks would be added as a second phase, as development occurs on abutting properties (CC-2). This alternative would require the shortest length of new roadway.

- **Alternative B** is the middle location. It would connect the roundabout to Corral Creek Rd. at a point around 1000 feet to 1500 feet north of Schaad Rd., follow Corral Creek Rd. north to Trails End Ln., then leave Corral Creek Rd. again to continue directly north to 99W, where it would join Corral Creek Rd. at the revised intersection. The intersection with Corral Creek Rd. would have to be designed with adequate site distances. This alternative would provide the straightest, most direct access from Fernwood Rd. to 99W.

  Extending the N/S Roadway north from the intersection of Corral Creek Rd. and Trails End Ln. would make this road the main connection to 99W. This would eliminate most of the traffic on the section of Corral Creek Rd. north of Trails End Ln., and would eliminate the need to do full improvements to that section of Corral Creek Rd. and to soften the two existing 90 degree turns. However, interim improvements would still be needed to Corral Creek Rd. until the northern extension of the N/S Roadway is complete.

- **Alternative C** in the most western location. It completely avoids Corral Creek Rd., heading north and slightly west, then arcing back to the same connection point with 99W as in Alternative B. This is the hilliest of the three alternatives, and requires the longest length of new roadway. Alternative C would extend the N/S Roadway north, paralleling Corral Creek Rd., and connecting to 99W. This route would require a significant amount of new road construction and would have to negotiate some challenging topography, especially along the hills south of Trails End Ln.. This would eliminate all but local traffic on Corral Creek Rd. north of Schaad Rd., and thus eliminate the need to do all but basic road improvements on Corral Creek Rd. However, this project would be difficult to phase in, and could require an interim connection and interim improvements to Corral Creek Rd. until the full road is built.

These three alternatives were reviewed at the June 11, 2007 NUAMC hearing, with the Commissioners expressing a preference for Alternative C, noting that the other alternatives did not resolve the conflict of city traffic with rural and agricultural use on Corral Creek Rd., solve the sight and speed problems on Corral Creek Rd., or keep traffic off Schaad Rd. Also, while the cost of Alternative C may be higher, that cost would be borne by SDCs and the development of properties in the area, rather than the public. Alternatives A and B would both require substantial non-developer funding.

In making this choice, however, the commissioners were concerned with the challenges that the hills and curves of Alternative C might present, and stated that staff should pick the safest alignment for Alternative C.

Fernwood Rd. Connection (NS-3). The intersection of Fernwood Rd. at the "New N/S Roadway" is proposed to be controlled with a roundabout. A roundabout can easily accommodate the projected traffic volumes at this intersection for all analysis scenarios with minimal vehicular delays while providing some traffic calming to ensuring appropriate travel speeds along the nearby roadways. Local residents have expressed support for this concept.

Wilsonville Rd. Connection. The intersection of Wilsonville Rd. at the "New N/S Roadway" is proposed to be stop controlled on the "New N/S Roadway" approach. The alignment of the roadway between Wilsonville Rd. and Fernwood Rd. and the location of the intersection of Wilsonville Rd. at the "New N/S Roadway" have been debated.

Some local residents have expressed a desire to see this portion of the north/south road moved to the eastern property line of the Greens at Springbrook. The school district does not want the new road to go through their property, since it is the site of a future high school and they would not want the high school students to have to cross the roadway to use the athletic fields or other facilities on the opposite side of the campus. The Chehalem Park and Recreation District has also indicated that they do not want the roadway to go along their property line.

It is proposed that the "New N/S Roadway" be aligned to provide a continuous connection between the new roundabout and Wilsonville Rd. while maintaining a single contiguous property for the high school. The exact future alignment of the roadway will be determined in the future using these constraints as well as design factors including desired curve radii and sight distance on Wilsonville Rd. The final location of the roadway and the intersection with Wilsonville Rd. should thus be determined by an engineering study.

2. URA/UGB Area Connection to Highway 99W (99W-3)

Most of the trips generated within the proposed URA/UGB area will travel on Highway 99W en route to their destinations. A good connection from the area to Highway 99W is thus essential for development of this land. To minimize the need for out-of-direction travel and traffic impacts to adjacent areas, the connection provided should be as direct as possible and allow as many movements as possible.

The five model alternatives show the traffic impacts of several connection alternatives. Based on these model results, local residents have also expressed desire for a direct connection to Highway 99W. In particular, concerns were expressed about travel between Newberg and Portland, since the selected location for this travel connection will determine how much backtracking may be necessary to make these trips. The residents of the Schaad Rd. area also expressed concerns that if significant out-of-

direction travel is required on order to travel between the proposed URA/UGB area and Portland, Schaad Rd. may become an attractive alternative route. Schaad Rd.'s gravel surface is not designed to handle significant traffic volumes, and the winding hilly terrain combined with increasing traffic volumes could become a safety concern.

Several connection options have been discussed to date. These include the following:

1) Construct a new east/west road to connect the new North-South Collector to Providence Dr. This option would provide the connection to Highway 99W at an existing signalized intersection, assuring that the connection location is allowable and that all vehicular movements are permitted. This connection alternative would require some out-of-direction travel for vehicles coming from or going to the east on Highway 99W. The Providence Newberg Hospital has expressed concerns regarding this option since it could increase traffic volumes through the hospital campus.

2) Direct connection to Highway 99W as a part of the interchange. This option would add on-ramp and off-ramp lanes to the Highway 99W / Newberg Dundee Bypass interchange that would provide local access to the Newberg SE URA/UGB areas. This option has the advantage of providing a very direct and efficient connection street connection to Highway 99W, but may not be feasible, since it will complicate the interchange design and operation.

3) Corral Creek Rd. at Highway 99W. It is presumed that the Corral Creek Rd. connection to Highway 99W will be closed under the IAMP, but it may be possible to reconfigure this connection to limit access while maintaining some connection. This could be done by converting the intersection to right-in, right-out only operation or by providing an on ramp and an off ramp to the east leg of Highway 99W. Connecting the westbound to southbound off ramp would require an underpass or overpass to connect to Corral Creek Rd., so this option may have significant cost impacts.

4) The most recent connection option discussed arose from a conceptual plan provided by Parametrix for the Newberg-Dundee Bypass interchange. This option would construct a new road extending northwest from the northern end of Corral Creek Rd. toward the existing Benjamin Rd. alignment. The new road would cross under the bypass and Highway 99W and turn west following the existing 99W alignment to intersect Crestview Dr. This option would provide a signalized street connection at the same location contemplated in option 1, but would not increase traffic volumes on Providence Dr. In addition, this option would help to provide access for properties on the north side of Highway 99W. Based on the most recent conceptual interchange design, it is anticipated that most of the required roadway under crossings could be constructed without building additional bridge structures, since the roads will already be elevated as part of the interchange design. It may therefore be possible to construct this connection with a single new roadway bridge. Since the connection to Highway 99W will be subject to the limitations and restrictions of the Newberg-Dundee Bypass Interchange Area Management Plan (IAMP), City of Newberg staff should continue to

work with ODOT and Parametrix staff to select the most direct connections possible without impairing the function of the new interchange.

After hearing the testimony and considering the various options for a pre-bypass connection with Hwy 99W, NUAMC recommended redirecting traffic from Corral Creek Rd. to Providence Dr. via an extension of Trails End Ln., and also regulating turning movements from Corral Creek Rd. to 99W to allow only right-in, and right-out. While other options may be possible after the bypass has been constructed, NUAMC members concluded that the combination of these two options was the best choice for now. The recommendation for after the bypass is built was to both 1) continue to use the Trails End/Providence Dr. connection and 2) bring Corral Creek Rd. north to connect with the new frontage road on the north side of 99W (leading to Crestview Dr.).

3. Other Improvements Needed in the Area

Corral Creek Rd. (CC-1, CC-2). As discussed earlier in this report, the improvements needed to Corral Creek Rd. could become less critical and less costly to the public if the North-South Collector completely avoids Corral Creek Rd. ("Alternative C") between 99W and Fernwood Rd., with the East-West Collector diverting traffic to the traffic light at Providence Dr. This would take considerable pressure off the existing Corral Creek Rd. alignment. Since Corral Creek Rd. is only 20 feet wide with no shoulders, bike lanes or sidewalks, it would be necessary to improve the existing portions of Corral Creek Rd. in order to utilize the existing alignment. The improvements required would include widening the paved surface to 34 feet curb-to-curb with bike lanes, and installing sidewalks along the roadway. With the selection of Alternative C and the East-West Collector to Providence Dr., it might be possible to cut back these projects significantly, with major reductions in cost.

Fernwood Rd. (FW-1, FW-2, FW-3, FW-4). Fernwood Rd. has an existing curve with limited sight distance located approximately 1,800 feet west of Corral Creek Rd. This curve is proposed to be straightened in order to improve safety on Fernwood Rd. In addition, the existing Fernwood Rd. cross section will need to be widened upon development of the SE Newberg URA/UGB areas. The existing roadway is 20 feet wide in the subject area, and will require widening to 34 feet curb to curb with bike lanes, as well as construction of sidewalks along the roadway.

Wilsonville Rd. (WL-1 through WL-6). Wilsonville Rd. is currently 21 feet wide, and will also require widening upon development of the adjacent land. It is currently classified as a minor arterial, which calls for a 60- to 80-foot right-of-way. The higher figure is recommended to accommodate anticipated long-term development in the surrounding area. Assuming a future cross-section of 46 feet wide from curb to curb with sidewalks and planter strips on both sides, the future roadway width will accommodate through travel lanes and a bike lane for each travel direction as well as a two-way left-turn lane. In reviewing the proposed Southeast Transportation Plan, the Yamhill County Public Roads Advisory Committee felt that Wilsonville Rd. should be planned as a major arterial between Springbrook Rd. and the North-South Collector

(WL-2, WL-4), and that a minor arterial classification should be adequate for the eastern portion of the road (WL-5). As development proceeds and traffic on Wilsonville Rd. increases, the Springbrook Creek crossing will also require improvement (WL-1).

Wilsonville Rd. (WL-5). Wilsonville Rd. also has existing curves in the vicinity that limit sight distance and should be straightened. The first curve is located approximately 1,600 feet west of Renne Rd. and is signed with a 30 mph advisory speed. Eliminating or modifying this curve will impact the adjacent property owner on the south side of Wilsonville Rd. and will eliminate significant trees in the vicinity.

Wilsonville Rd. (WL-3). The second curve is located approximately 4,000 feet west of Renne Rd. and consists of an S-curve posted with a 25 mph advisory speed. The two reversing curves that form this S-curve should each be modified to increase the turn radii. This modification will improve sight distance and safety on Wilsonville Rd.

Once the new roadway alignments have been determined for these curves, a final determination can be made regarding where the "New N/S Roadway" should intersect Wilsonville Rd. Intersection sight distance must be available at the selected intersection location in order to assure public safety and efficient operation at this intersection.

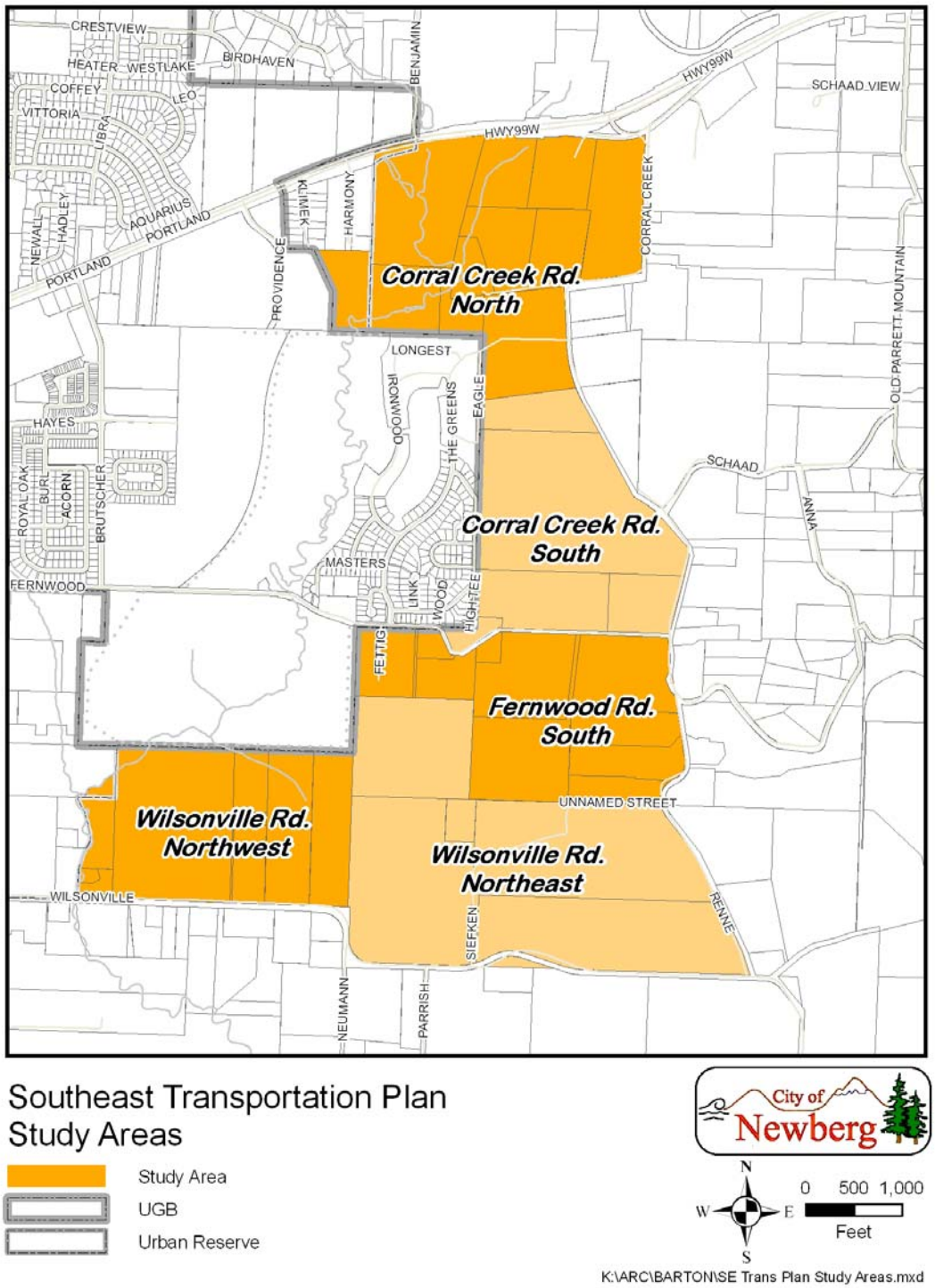
D. Project Sequencing and Timing

Many transportation improvements will be needed for development of the Southeast area. Obviously, they cannot all be completed at once, and it is not realistic to expect any one developer to complete all of them prior to construction of "the first house." Still, to avoid the adverse impacts of increasing traffic on inadequate rural roads, some of the improvements will need to be in place prior to any significant increase in traffic, and some may be needed even prior to construction. This section discusses how the various projects might be sequenced and timed. Table 2 summarizes the "triggers" that would make each of these projects necessary, and estimates the time frame when each would be needed. Figure 12 shows the five study areas that are referenced in the "Triggers" in Table 2.

Overall, the strategy for phasing envisions developing the road network from north to south in the area. The first phase would provide safe and useful connections to Highway 99W. Next, the new North-South collector would be constructed from north to south so that new development would not be attracted the existing deficient Corral Creek Rd. When the new collector reaches Fernwood Rd., Fernwood Rd. would be improved. Soon after, Renne Rd. through access would be terminated, and the North-south collector would be continued south to Wilsonville Rd. Finally, Wilsonville Rd. itself would be improved.

Phase 1: Providence Dr. Connection (EW-1) and Corral Creek Rd./Highway 99W intersection (99W-3) improvements. Any development in the Southeast area will increase traffic on Corral Creek Rd., and further degrade intersection operations at the Corral Creek Rd./Highway 99W intersection. To avoid further hazards, improvements

Figure 12. Study Areas



must be done immediately with the first phase of development in the Southeast area. Two main improvements are planned: the Providence Dr./Trails End connection (EW-1), and improvements to the Corral Creek/99W intersection (99W-3).

The Providence Dr. Connection (EW-1) will provide an immediate alternative for travel in the southeast area. It will provide access to Highway 99W at a signalized intersection that will allow all turn movements. It will provide a safe alternative to the Corral Creek Rd./99W intersection for most development in the Southeast area.

The existing intersections of Highway 99W at Corral Creek Rd. and Highway 99W at Veritas Lane currently provide connection to Highway 99W. The existing intersections should be consolidated to a single intersection and converted to right-in/right-out operation. It is understood that the new intersection location may be closed or further modified upon construction of the Newberg-Dundee Bypass.

One suggestion has been to close both existing access locations and construct a new consolidated access between the existing intersections. The intersection location would be selected such that the northern end of Corral Creek Rd. would be straight, and the first 30 feet of Corral Creek Rd. south of the northbound stop bar would be level with Highway 99W. This would improve vehicle acceleration onto Highway 99W, since they would start from a level surface. Construction of this improvement may require significant grading changes in the vicinity to match the Highway 99W elevation at the intersection. These changes would also require regrading the driveway approaches that intersect Corral Creek Rd. at the existing Veritas Lane alignment.

Although straight road sections are generally preferable to curved ones, the two existing intersections both offer acceptable intersection sight distance and currently operate with very low volume to capacity ratios. If only one of the existing intersections were closed, the remaining intersection would still have adequate capacity to accommodate the existing traffic volumes. In addition, it is likely that the new roadway would be closed upon construction of the Newberg-Dundee Bypass. Therefore it may not be economically sensible to construct a new roadway segment and intersection as a short-term improvement.

If the traffic volumes currently using Corral Creek Rd. and Veritas Lane were combined at a single intersection, the intersection would operate well, with an average delay of 24.3 seconds per vehicle on the minor street approach, and with a volume to capacity (v/c) ratio of 0.13.

For safety reasons, it is recommended that the intersection be modified to restrict left turns from Corral Creek Rd. onto Highway 99W, and to restrict left turns from Highway 99W onto Corral Creek Rd. upon development of properties in the Newberg SE URA/UGB areas. Under year 2025 traffic conditions with full build-out of the proposed URA/UGB areas, the restricted intersection would still be expected to operate above capacity. Based on the projected traffic volumes for highway 99W, it is anticipated that any northbound right-turn volumes in excess of 120 vehicles during the evening peak hour will exceed ODOT's v/c ratio standards.

It is therefore recommended that prior to construction of the Newberg-Dundee Bypass and implementation of the IAMP, a single consolidated access should be provided to serve traffic that is currently using Corral Creek Rd. and Veritas Lane. The access road should restrict left turns from Corral Creek Rd. onto 99W when development begins in the proposed URA/UGB areas. When traffic volumes are projected to exceed 120 right turns from Corral Creek Rd. onto 99W or 110 left turns from 99W onto Corral Creek Rd. during the evening peak hour, the access will need to be closed or significant improvements constructed to maintain acceptable intersection operation. If the Newberg-Dundee Bypass is constructed prior to exceeding these volume thresholds, a connection in conformance with the IAMP should be constructed.

In addition, the northern section of the North-South Collector (NS-1) should be constructed as part of development of the nearby properties, as well as improvements to the northern end of Corral Creek Rd. (CC-1) and multi-use paths in the area (PED-1)

Phase 2: Construct new North-South Collector to Fernwood Rd. (NS-2) In this phase, the new North-South Collector will be constructed from The Greens Ave. connection to Fernwood Rd. This would allow all development in the Corral Creek Rd. S. area to use the collector without adding additional traffic to Corral Creek Rd. itself. It also would develop the street network so that development south of Fernwood Rd. also could use this collector and avoid Corral Creek Rd. Pedestrian paths in the area north of Fernwood Rd. (PED-2) also would be constructed, and Corral Creek Rd. would be improved (CC-2) along the frontage of development.

***Phase 3. Fernwood Rd. improvements (NS-3, FW-1, FW-2, FW-3*)** Once the North-South Collector is constructed to Fernwood Rd., Fernwood Rd. will attract more traffic. Thus, Fernwood Rd. will neet to be improved (FW-1, FW-2, FW-3). Through traffic on Renne Rd. (RN-1) also will need to be eliminated to avoid impacts on that hazardous road. This phase includes construction of a new roundabout at Fernwood Rd./North-South Collector intersection (NS-3)

Phase 4. New North-South Collector street from Fernwood Rd. to Wilsonville Rd. (NS-4). As development proceeds in the Fernwood Rd. South subarea, the new North-South Collector will be constructed from Fernwood Rd. to Wilsonville Rd. This would provide a safe alternative to Renne Rd. for area travel.

Phase 5. Wilsonville Rd./Springbrook Creek crossing improvements (WL-1). Once development reaches Wilsonville Rd., the existing narrow creek crossing at Springbrook Creek will need to be improved. Also included in this phase would be pedestrian paths (PED-4) to serve the Fernwood Rd. South and Wilsonville Rd. NE areas, and frontage improvements to Renne Rd. and Fernwood Rd.

Phase 6. Wilsonville Rd. improvements (WL-2, WL-3, WL-4). This phase would improve Wilsonville Rd. from Springbrook Creek to new North-South Collector street, including improvements to double curve. It also woud provide a new pedestrian path connecting Wilsonville Rd. and golf course. (PED-3)

Phase 7. Complete *Wilsonville Rd. improvements* (WL-5). This phase would complete improvements to Wilsonville Rd. from new North-South Collector to Renne Rd.

Bypass Phase. The phasing plan is designed so that construction of the bypass can occur at any stage of the development. Projects required in conjunction with the construction of the Newberg-Dundee bypass will include a new Corral Creek Rd./99W crossing and a new frontage road on the north side of 99W from Benjamin Rd. to Corral Creek Rd. Note that a crossing of the E-W collector connection to Providence Dr. also would be constructed.

E. Funding and Concurrency

1. Current Practice and Policy

Newberg's street improvements are funded mostly through a combination of developer requirements, system development charges, and state and local funds. Local improvement districts also have been used as a source of funding and financing. Table 3 summarizes the ways that street improvements are typically funded and financed.

The City of Newberg's *Transportation System Plan* (TSP) proposes to fund street improvements through 1) developer requirements; 2) system development charges; and 3) state and local funds. Each of these three sources would provide about one third of the aggregate cost of all improvements listed in the TSP. For the TSP's capacity improvement projects, a little over one-fourth of the cost would be borne by new development and abutting properties, a little over one-third by system development charges, and the remainder by state, county and city funds.

This approach to funding in the TSP reflects the City's Comprehensive Plan Transportation Policy 11, which requires the City to "Define appropriate phasing and funding which relates to the benefits received," and to use the funding policies in the TSP for determining responsibilities and costs for funding improvements.

Policies in the Comprehensive Plan and TSP are implemented through several sections of the Newberg City Code:

Impacts: Section 151.684 of the Newberg City Code, "Improvements Relating to Impacts," says that improvements required as a condition of development approval must be roughly proportional to the impact of development on public facilities and services, and that the review body must make findings in the development approval that indicate how the required improvements are roughly proportional to the impact. This section also states "Development may not occur until required transportation facilities are in place or guaranteed, in conformance with the provisions of this Code. If required facilities cannot be put in place or be guaranteed, then the review shall deny the requested land use application."

Streets and Alleys: Section 151.682, "Construction of New Streets and Alleys," requires the land divider or developer to grade and pave all streets and alleys in the subdivision, partition or development to city standards.

Road Widening: If a subdivision, partition or development requires a Type II design review and is located on a street that needs widening, Section 151.683, "Improvements to Existing Streets," requires dedication of additional right-of-way and improvement of the street to the width required by city code.

Walkways: Section 151.620 of the Newberg City Code, "Private Walkways," requires construction of private walkways as part of any development requiring Type II

Table 3. Concurrency Tools

TOOLS	Typical Use	How Funded	Timing of Commitment	How Financed	Timing of Improvement	Who Constructs	Newberg Practice
Developer-Installed Improvements	Local streets in new subdivision	Developer pays	Prior to final plat	Financed with rest of project	As development occurs, piecemeal	Developer	Used
• Reimbursement Districts	Utility lines extended past undeveloped properties to serve a development at the end	Developer pays for entire facility, later developers reimburse for their share of capacity	Developer fronts the cost	Financed with rest of project	As development occurs, piecemeal	Developer	Used
Direct Assessment	Widening streets, installing curbs and sidewalks	Properties adjacent to the street are assessed for the costs.	As properties are improved or as part of a City project	Assessed costs may have a multi-year payment plan	???	City	Used
System Development Charges	System capacity improvements	Builder pays fee; included in buyer's purchase price. Fees can be used to repay City's bonded debt on development-related improvements.	Paid at time of building permit	City bonds or SDC fund	After construction unless financed with bonds or SDC fund is adequate	City	Used
• General (whole system • Special (limited area or facility)	Transportation capacity improvements needed for new development						
Local Improvement Districts (LIDs) per ORS 223.114	Improvements benefiting an area with multiple owners	Property owners in district are billed (typically 2 x year for 20 years), whether or not they develop	Established by ordinance allocating costs, boundaries of district, # years, etc. Provides for hearing, property assessments.	City financing	Area improvements are made prior to development	City	Used
Public Funding • Intergovernmental sources • Local sources	Maintenance and upgrading of existing street system	State gas tax, Federal/state pass-through funds. Local gas tax, property tax, user fees, local sales taxes	When state, county and local TSP priorities are set	Grants, technical assistance, draw-down accounts, dedicated funds	Per state, county and local TSP priorities	City, County, State	Most gas tax funds go to road maintenance. Other funds are rare or small.

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design review. They may also be required as part of conditional use permits or planned unit developments. Section 151.705 allows the review body for a design review or land division to require easements for and construction of public walkways where needed for public safety and convenience or to meet the city's code standards or a walkway plan. The developer of the public walkway is required to provide a homeowners association or similar entity to maintain the public walkway.

2. Public Feedback

At the neighborhood meeting held in March 2006, those present were asked to consider how to finance the transportation improvements that would be needed to develop the Southeast area. While there was no effort to achieve consensus, responses seemed to indicate that developers should pay for road improvements, but that the City might need to step in to complete needed linkages between developer-financed segments. While the improvements can't all happen at once, a piecemeal, developer-financed approach wouldn't produce the major facilities needed. It would be desirable if improvements are in place when the first house is built. On the other hand, streets should not be improved if development doesn't come. Two or three developers should coordinate their efforts for greater efficiency. Improvements needed for the near-term include Fernwood Rd., the new north/south road, and the new east-west road.

Regarding the various financing alternatives, they felt that in general, developer-installed improvements wouldn't include needed connections to 99W. Representatives of the Trails End LLC expressed a willingness to participate in either developer-installed improvements or localized system development charges to improve the connection to 99W. Regarding a local improvement district, they felt that a district would penalize homeowners that were not interested in selling for development. In the short term, it would be hard to get improvements in the northern portion of the area without development of the northern area.

3. Concurrency Requirements for Specific Improvements

Section 151.684 of the Newberg City Code, "Improvements Relating to Impacts," says that "Development may not occur until required transportation facilities are in place or guaranteed, in conformance with the provisions of this Code. If required facilities cannot be put in place or be guaranteed, then the review shall deny the requested land use application." The difficulty, however, is that the improvement required must also be proportional to the impact. The question then becomes, "What triggers an impact that requires mitigation?" While the impact of any individual project may be relatively small, the cumulative effect of all potential projects may become significant. Equity demands a sharing of the cost of cumulative impacts, rather than requiring "the straw that broke the camel's back" to pay the total cost of all needed improvements.

One approach to address this difficulty would be to have the first project to cause any impact on the existing road system fund all improvements that would be needed for

development of the entire plan area, and be reimbursed as other development occurs. The equity of this requirement might be questioned, however, since the costs could be enormous.

An alternate approach would be to require construction of the immediately needed transportation facilities, and to require contributions to a special system development charge for future improvements needed for development of the entire area. To spread the cost of improvements equitably among all parties creating the impacts, each development would need to make some of the improvements, and receive reimbursement from system development charges as the rest of the area develops. As discussed under "Project Sequencing and Timing," the first project in each impact area will need to make the required improvements for that area, and development on roads that need improvement will be required to bring the adjoining roadway up to City standards.

The events that trigger transportation improvements fall into three main categories, as follows:

1. **Development of Properties Containing the Planned Facility.** This applies to the multi-use path from the future bypass to the Corral Creek Rd./99W intersection (PED-1) and the pedestrian paths in Corral Creek Rd. South (PED-2), Fernwood Rd. South/Wilsonville Rd. NE (PED-4) and the area where a pedestrian path will connect the golf course with Wilsonville Rd. (PED-3). It would also apply to the internal street system of a development. In accordance with city policy, residences will require local access onto internal streets, and will not directly access the major road system.

2. **Development of Abutting Properties** would trigger improvements to Corral Creek Rd. (CC-1 and CC-2); Renne Rd. from Fernwood Rd. to Wilsonville Rd. (RN-2); Fernwood Rd. from the east fork of Springbrook Creek to Corral Creek Rd. (FW-1, FW-3, and FW-4), except for reconstruction of the tight curve on grade (FW-2); and Wilsonville Rd. from double curve to Renne Rd. (WL-5).

3. **Development within Areas of Impact.** Development in each part of the Southeast area will contribute traffic that worsens some of the existing conditions or increases hazards in specific locations. To mitigate these impacts, specific improvements will be needed in conjunction with development, as shown in Table 2.

In some cases, construction of improvements would be triggered after a certain percentage of an area is developed. The intention, however, is to spread the cost of improvements equitably over the areas that will be benefited.

4. Funding and Financing Plan

"Funding" defines how particular improvements will be paid for. Funding is not always in place when improvements are needed, so "financing" is required: a mechanism to borrow money based on future revenues.

Funding. The base improvements in the plan area are projected to be funded as follows:

Funding Sources for Improvements in Southeast Area

Funding Source	Description	Funding Amount
New Development	Improvements constructed as an obligation of development of property. Funded by developers.	$ 16,285,000
SDC	System development charge collected at time of development and paid by builder	$ 10,130,000
City	Funds from various City programs, such as gas tax revenues	$ 0
Yamhill County	Funds from various County programs, such as gas tax revenues. May be paid at time of transfer of jurisdiction to City because of relief of County maintenance responsibilities	$ 0
ODOT	Funded by the Oregon Department of Transportation. Most will be bypass related funding	$ 5,085,000
Total		**$ 31,500,000**

Development regularly bears the cost of frontage street improvements. Most of the "new development" costs are frontage improvements, so it is estimated that new development can generally support the "new development" funding costs above.

With the current rate of $250 per trip, development in the area is estimated to generate approximately $6.8 million in SDCs. This is not sufficient for the $10.1 million needed for all the projects. Thus, either the base SDC rate will need to be increased, or a special SDC for the southeast area created. If a special SDC were to be created, it would need to be at least $122 per trip, and possibly higher.

No County funding is shown in the plan. However, some of the projects are already included in the Yamhill County Transportation System plan. In addition, the City and County could negotiate some County contribution, such as contributing County road maintenance or bicycle improvement dollars in exchange for jurisdictional transfer of the road.

ODOT funding is entirely related to the bypass. ODOT funding is shown for projects 99W-1, 99W-2, and EW-1. It is anticipated that these would be funded as a "cost to

cure" the interruption of local connections in the bypass area. A final determination on ODOT's contribution would be made at the time bypass plans are finalized.

While the City is not listed as a "funding" source for improvements, it could have a role in "financing" improvements as described below.

Overall, funding is estimated to be adequate to construct all the improvements noted in the plan.

Financing:

Financing improvements in the southeast area will be a challenge. The community meetings have clearly called for improvements to be in place before development occurs. However, since funding relies mostly on development sources, is not available until after development occurs. Thus, some financing will be necessary, either by the City or by developers.

City-initiated and financed projects.

Phase 1 will require the most system development charge resources. As can be seen in Table 4, development in that phase will not generate sufficient revenues to cover the SDC requirements. Future phases are estimated eventually to generate the revenue needed; however, there will be a gap that will need to be financed.

Table 4. **Southeast Transportation Plan – SDC Resources Needed**

Phase	Funding Source		Estimated SDC Revenues Generated	SDC Balance
	New Development	SDC Resources Needed		
Phase 1	$ 3,567,000	$ 6,168,000	$ 1,681,510	$ (4,486,490)
Phase 2	$ 3,440,000	$ 272,000	$ 1,118,424	$ (3,640,066)
Phase 3	$ 1,261,000	$ 858,000	$ 1,022,528	$ (3,475,538)
Phase 4	$ 1,669,000	$ 185,000	$ 1,853,263	$ (1,807,275)
Phase 5	$ 2,549,000	$ 991,000	$ 445,427	$ (2,352,847)
Phase 6	$ 2,457,000	$ 1,255,000	$ 3,799,603	$ 191,755
Phase 7	$ 1,342,000	$ 401,000	$ 209,245	$ (0)
Total	$ 16,285,000	$10,130,000	$ 10,130,000	

Several sources could be used to cover this gap. The most readily available source is the City's existing SDC fund. However, there is not typically sufficient funds is the account to cover the entire gap. The City could issue a revenue bond for the amount needed, with SDCs collected in the area paying back the principal over time. If this method is chosen, the SDC rates may need to be adjusted to account for financing costs. Collection of revenues would depend on the area being developed, so the City will need to take care not to bond any revenues too far in advance of the land use

approval process. In some cases, some earlier projects could be scaled back, such as not adding sidewalks as part of initial road development.

If the City constructs any improvements that are projected to be funded in part by new development, then the City should recover those costs. This could be done through a local improvement district, a City advanced financing district, or by agreements with individual property owners. The risk is in the length of time needed for development. The recovery period would be subject to the plans and decisions of individual property owners.

Developer-initiated capital improvement projects. Instead of the City initiating improvements in the area, a single developer or group of developers could initiate and construct the needed improvements. This has a distinct advantage for those wishing to develop because they can control the timing of the improvements instead of waiting on the City's timeline. In this case, the developer assumes the risk that the rest of the property will not be developed, or will develop more slowly than anticipated.

Developers constructing projects that are projected to be funded by new development other than their projects will want to recover these costs. This could be done through an advanced financing agreement or by private agreements between property owners. Under an advance financing agreement, the first developer constructs the improvement, then requests that the City form a reimbursement district. As properties in the reimbursement district develop, those developers repay the first developer, through the City, their pre-determined share of the original costs. In this case, the developer assumes the risk of when and if the costs will be reimbursed.

Advance financing districts have a distinct disadvantage in that the original developer must finance the costs until other property owners develop. Also, if other properties do not develop until the agreement expires, no costs are reimbursed. The City could consider creating an "advanced financing pool" where it would reimburse the original developer all or part of the original costs immediately, and future reimbursements would go to the City instead of the original developer. The advanced financing pool could possibly be contained within the City's SDC fund. Under this approach, the City would be assuming the risk that intervening properties do not develop in a timely manner. Thus, the City would have to carefully evaluate the risks prior to deciding to use this strategy.

Developers constructing projects that are projected to be funded by SDCs can be reimbursed for these costs from the City's SDC fund. The reimbursement could be done in one of three ways:

(1) *Cash reimbursement to the developer.* If existing fund balances are not adequate, the City may need to issue revenue bonds to finance the reimbursements.
(2) *SDC Credits.* With credits, the developer is not charged SDCs upon development, up to the amount of the credit. This is a favorable arrangement for

both parties because in essence the developer is financing the costs from the time the improvement is constructed to the time his/her development is built. No city financing is required.

(3) *Reimbursement agreement*. If a developer constructs SDC eligible infrastructure and the City does not have sufficient SDC funds available for an immediate cash reimbursement, then the City and developer could enter into an agreement to have the City reimburse the SDCs over time.

Several of the financing strategies involve City finances. The Newberg City Council will have to weigh the risks and decide which strategies to use.

IV. IMPLEMENTATION

A. Amendments to TSP Maps and Project Lists

Figure 13 revises the Functional Classification Plan in the City's Transportation System Plan (TSP) of June 2005. West of the new North-South Collector, Wilsonville Rd. would change to a Major Arterial. East of that point, it would become a Minor Arterial with an 80-foot right-of-way. The new North-South Collector and the portion of Corral Creek Rd. from Hwy 99W to Renne Rd. would be a Major Collectors. Renne Rd. would become a local street. The connection between Benjamin Rd. and Crestview Dr. extension would change to a Major Collector. Pedestrian and multi-use paths would be added to those shown in the Pedestrian and Bicycle Facility Plan figures of the TSP.

Table 2 adds the projects for the Southeast area to those listed in the appropriate tables of the TSP (Street Improvements, Bicycle Facility Improvements, Pedestrian Facility Improvements).

B. Uses for this Plan

This plan was written for adoption with the 2007 revision of the Newberg Urban Reserve Area (URA), and is only effective upon approval of the URA. The addition of land in the Southeast area is viewed as contingent upon having an adequate plan for the provision of transportation facilities, in recognition of the complexity and scope of the transportation improvements needed to urbanize this area. It affirms City policy that all benefited parties need to participate in sharing the cost of transportation improvements, and provides a framework for doing that in the Southeast area. This plan sets up a requirement for the sequencing of development in accordance with the provision of the necessary transportation facilities. Development of this area will only occur when the specified transportation facilities are available.

This plan accommodates construction of the Newberg-Dundee Bypass. The plan is flexible enough to accommodate earlier or later construction, depending on ODOT scheduling.

Figure 13. Functional Classification Plan

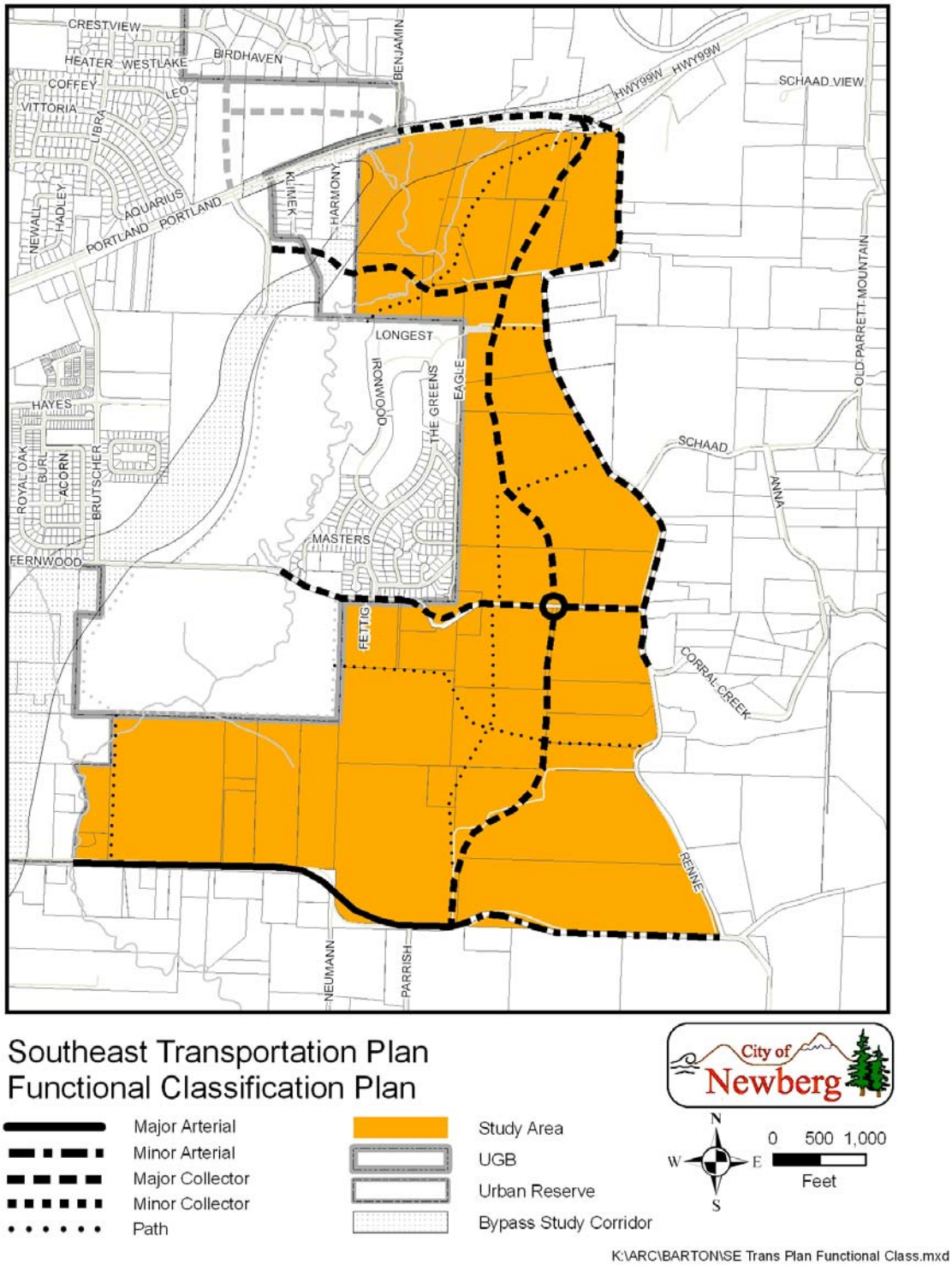


EXHIBIT "B"

NEWBERG SOUTHEAST TRANSPORTATION PLAN FINDINGS
UGB 05-015

Statewide LCDC Goals: Goal 1, Citizen Involvement; Goal 2, Land Use Planning; Goal 8, Recreation Needs; Goal 12, Transportation. Goal 4, Forest Land, does not apply because no forest land is included. Goals 15, 16, 17, 18 and 19 do not apply in this area. Other Goals will be addressed when the land is considered for inclusion within the Urban Reserve and/or Urban Growth Boundary.

Statewide Goal 1: Citizen Participation. *To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.*

Finding: The Newberg Southeast Transportation Plan was created in response to a recommendation from the Ad Hoc Committee on Newberg's Future, a citizen committee appointed by City Council to help the City plan for its future land needs. As part of an extensive and ongoing citizen involvement program, three meetings were held to let residents in and around the plan area help shape the future land uses and road system. These were followed by NUAMC workshops on the results of the neighborhood workshops and the first draft of the "Southeast Land Use and Transportation Plan." A public hearing was held on April 11, 2007, with notice to land owners in and immediately surrounding the plan area. Additional notice was mailed and the hearing was continued to May 14, 2007. Due notice was mailed or e-mailed to participating or affected property owners on April 30, 2007. Notices were also posted in four public places on April 30, 2007 and published in the Newberg Graphic on May 2, 2007. The event was also posted on the City's web site calendar. The April and May hearings were also noted in the April 6, 2007 edition of "News of Newberg's Future," a newsletter sent via e-mail or regular mail to parties who have expressed interest in staying informed about the City's growth plans. Finally, notice of the October 15, 2007 hearing before the Newberg City Council was sent to property owners in and around the Southeast area as per City and County regulations, posted in four public places, and published in the *Newberg Graphic*. For additional information regarding the City's public involvement efforts regarding the 2007 URA Expansion, see "Public Involvement and County Coordination Process for Newberg 2007 URA Expansion: December 2003 through August 2007," which appears in the *Justification and Findings Report* for the 2007 URA Expansion.

Statewide Goal 2: Land Use Planning. *To establish a land use planning process and framework as a basic for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.*

Finding: With the appointment of the Ad Hoc Committee on Newberg's Future, Newberg City Council initiated a land use planning process that would create a sound, factual basis for making land use decisions and taking actions regarding the City's growth. The Newberg Southeast Transportation Plan is one component of this effort.

Statewide Goal 8: Recreational Needs. *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Finding: Plan maps identify sites for future schools, parks, golf courses and trails.

Statewide Goal 12: Transportation. *To provide and encourage a safe, convenient and economic transportation system.*

Finding: The plan includes cost-sharing requirements designed to assure that needed facilities will be available for development of the Southeast area concurrent with the onset of related impacts.

OAR Standards:

OAR-660-012

Transportation Planning Rule. The Transportation Planning Rule implements Statewide LCDC Goal 12. It states the requirements for preparation, adoption, and amendment of Transportation System Plans (TSPs).

Finding: As an amendment to the Newberg Transportation System Plan (TSP), the Southeast Land Use and Transportation Plan is subject to the requirements of the Transportation Planning Rule.

A city is required to determine its transportation needs and establish a system of transportation facilities and services to meet them. It must coordinate with other agencies and governments and be consistent with their TSPs. The city's TSP must be adopted as part of its comprehensive plan. A TSP must include plans for roads, public transportation, bicycles and pedestrians, air, rail, water and pipelines, and must have policies and land use regulations for its implementation. Finally, it must have a financing program that identifies the provider of each facility or service.

Finding: The Southeast Land Use and Transportation Plan supplements the City's TSP by determining the transportation needs and transportation facilities and services needed to meet them for an area outside the existing TSP service area. Table 2 of the plan identifies the proposed provider of each facility or service.

The following standards must be used to evaluate and select those system alternatives that can reasonably be expected to meet the identified needs at reasonable cost:

- *(a) Support urban and rural development by providing types and levels of facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;*
- *(b) Be consistent with state and federal standards for the protection of air, land and water quality;*
- *(c) Minimize adverse economic, social, environmental, and energy (ESEE) consequences;*
- *(d) Minimize conflicts and facilitate connections between modes of transportation.*
- *(e) Avoid principal reliance of any one mode of transportation and reduce principal reliance on the automobile.*

When an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government must put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would: (a) change the functional classification of an existing or planned transportation facility; (b) change standards implementing a functional classification system; or (c) as measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or development levels that would result in travel or access types or

levels that are inconsistent with the facility's existing or planned functional classification;

(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

If there would be a significant effect, the local government must do one or more of the following:

(a) Adopt measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amend the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses, including a funding plan or mechanism so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Alter land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

(d) Amend the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(e) Provide other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. As part of the TSP or comprehensive plan amendment, local governments must specify when the measures or improvements will be provided.

Finding: The plan was written for adoption with the 2007 revision of the Newberg Urban Reserve Area (URA). The plan views the addition of land in the Southeast area as contingent upon having an adequate plan for the provision of transportation facilities, in recognition of the complexity and scope of the transportation improvements needed to urbanize this area. Table 2 of the plan lists the projects needed to serve the Southeast area. These projects would need to be added to those listed in the appropriate tables of the TSP, if the adoption of the southeast area as part of the 2007 URA is made contingent on adoption of the Southeast Transportation Plan. The plan includes the funding mechanisms that would support each type of proposed facility, and identifies the phasing for providing the specific projects.

Newberg Comprehensive Plan Amendment - Newberg Development Code, Section § 151.122(3):

Amendment Criteria: *The applicant must demonstrate compliance with the following criteria:*

(a) The proposed change is consistent with and promotes the goals and policies of the Newberg Comprehensive Plan and this Code;

Finding: See specific goals and policies, below. The City has committed, in Ordinance No. 2004-2602, to not approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. Consequently, adoption of the 2007 Urban Reserve Expansion would need to be contingent upon adoption of the IAMPs.

The Newberg City Code deals with responsibilities for transportation improvements related to land development. Section III.E.1 of the Southeast Land Use and Transportation Plan discusses the requirements of Code Sections 151.620, -682, -683, -684, and -705, which address the responsibilities of development with regard to concurrency, funding and

financing of transportation facilities. Table 3 summarizes tools available to the City for achieving concurrency. The concurrency requirements for specific types of improvements are summarized in Section III.E.3, and the responsibilities for funding and financing specific projects are listed in Table 2.

(*b) Public facilities and services are or can be reasonably made available to support the uses allowed by the proposed change.*

Finding: The plan addresses transportation facilities. Other facilities and services are addressed in the *2007 URA Expansion: Justification & Findings Report*.

(c) Compliance with the State Transportation Planning Rule (OAR 660-012-0060) for proposals that significantly affect transportation facilities.

Finding: The Southeast Transportation Plan is subject to the requirements of the Transportation Planning Rule. Consistent with those requirements, the Plan identifies the area's transportation needs and establishes a system of transportation facilities and services to meet them. Through the NUAMC planning process, the City has received input from Yamhill County and ODOT on the Plan. The City intends to adopt the Southeast Transportation Plan as part of its comprehensive plan. A financing program is described, identifying the provider of each needed facility.

Newberg Comprehensive Plan Transportation Goals and Policies

GOAL 2: Establish consistent policies which require concurrent consideration of transportation/land use system impacts.

Finding: The Southeast Transportation Plan was written to concurrently consider transportation and land use system impacts. Although the name was changed from "Land Use and Transportation Plan" to "Transportation Plan," it developed as a result of the City's larger land use planning process, and is based on those land use assumptions.

2a. Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.

Finding: The plan uses the provision of major transportation improvements as a backbone for the long-term development of the whole southeast area.

2b. The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.

2c. As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.

4k. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB

expansions is premature.

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Finding: Protection of the bypass corridor and the IAMP overlay areas has been a primary consideration in developing the plan, including proposed land uses and connections to Hwy 99W, and the City will continue to be sensitive to the transportation requirements of both the City and the state. The projects in the Southeast Transportation Plan provide the flexibility needed to work with the bypass schedule.

Lands designated as Urban Reserve Areas as of August 1, 2004… may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025 Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model.… Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060. (Ordinance 2004-2602, September 20, 2004).

To protect the function of the Bypass to serve primarily longer-distance through trips, the City of Newberg will apply an Interchange Overlay District to lands that are within the Newberg city limits and within approximately ¼ mile of the East Newberg and Oregon 219 interchange ramps. (Ordinance 2004-2602, September 20, 2004)

4n. To enable the City and ODOT to adequately plan land uses and local circulation for the interchange areas, the City of Newberg will retain existing base zoning within the Interchange Overlay District in the interim period before IAMPs are prepared and adopted.

Annexations will be allowed if the associated zone change is consistent with the acknowledged Newberg Comprehensive Plan designation for the property in effect at the date of adoption of the Interchange Overlay. Permitted and conditional uses that are authorized under existing base city zones will generally be allowed within the Interchange Overlay, with certain limitations on commercial uses in the industrial zones.

4p. The City of Newberg will coordinate with ODOT on any development proposal within the Bypass location corridor and interchange management areas through the City's established Site Design Review process. Development planning should consider and complement the intended function of the bypass. Land use decisions should consider the planned corridor location and avoid conflicts where feasible.

4q. The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an Interchange Area Management Plan to protect interchange operation or access management for segments along the highways. [OHP Action 1B.4]. Thus, the City will work with ODOT, property owners, and citizens to create IAMPs as soon as possible.

4r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive Extension in the general location shown on the City of Newberg acknowledged Transportation System Plan.

4t. 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.

5d. Public sidewalks shall be provided along all public street frontages. Pedestrian traffic shall be separated from automobile traffic whenever possible.

(1) Sidewalks should be provided whenever there is development of abutting properties.
(2) Sidewalks should be constructed when any new road is constructed
(3) When existing roads are widened or improved, sidewalks should be provided.

5h. On-street bike lanes or parallel bikeways will be provided on all designated major collector and arterial roadways, and on certain neighborhood collectors if warranted from a bicycle system connectivity standpoint.

5i. A bicycle path shall be provided along or near the bypass.

7f. Future public rights-of-way should be identified in undeveloped areas through a Future Street Plan or a specific area plan, to facilitate right-of-way acquisition and dedication with minimal disruption and cost. A Future Street Plan is usually prepared by a private party to show street and bike/pedestrian connectivity for development projects when transportation

connectivity is needed through adjoining private properties and neighborhoods. A Specific Area Plan is usually prepared by the City in collaboration with affected property owners to show street and bike/pedestrian connectivity for planned land uses in undeveloped or partially developed areas. .Corridor plans are a type of specific area plan.

7g. The City may require preparation of a Future Streets Plan for all commercial and industrial developments and residential development projects greater than 1 acre to serve as a guide in the decision-making process on new development requests.

7h. Transportation facilities will be designed to minimize impacts on:

- *Present and Planned Land Use patterns;*
- *Natural and Scenic Resources;*
- *Air Resource Quality, including noise;*
- *Water and Land Resource Quality; and*
- *Existing and Planned Transportation Facilities.*

7i. New development and existing development undergoing expansion or modification shall be designed to accommodate planned long-term transportation improvement projects in the vicinity of the development.

GOAL 11: Establish fair and equitable distribution of transportation improvement costs.

Finding: The plan spreads transportation improvement funding and financing requirements among those parties who most directly benefit, roughly in proportion to the benefit gained.

11a. Define appropriate phasing and funding which relates to the benefits received.

Finding: Table 2 of the plan identifies the timing, triggers, and costs for facilities identified in the plan.

11b. The City shall utilize the Transportation Improvement Funding policies outlined in the Transportation System Plan for determining responsibilities and costs for funding improvements.

Finding: Appendix "Q" of the June 2005 TSP includes amendments to the Newberg Development Code language and Comprehensive Plan policies for Transportation Improvement Funding, as well as adopted Newberg Development Code language. The Financing Approach outlined in Section 7 of the June 2005 TSP recommendes using direct assessment for improvement costs assessed to adjacent land use, as well as for certain improvements that directly benefit new development. System Development Charges are to be used for transportation improvements attributable to general new development and growth, as opposed to improvements that benefit only specific properties to be developed. The TSP recommends continuing Newberg's policy of financing all costs related to new development through SDCs. When improvements are needed in advance of new development, funds can be borrowed, with SDC revenues dedicated to debt repayment. Improvement projects assessed to the City of Newberg are to be funded by economic development funding and state gasoline tax revenues as much as possible, although the City should consider a Street Maintenance Fee to allow state gas tax monies to be spent on capital projects. These recommendations are reflected in Table 7-2 of the TSP, which assigns the costs for specific

improvement projects to abutting properties, new development, SDCs, the City, Yamhill County, and ODOT.

The Newberg Development Code is more specific in defining "appropriate phasing and funding which relates to the benefits received."

Yamhill County Comprehensive Plan Transportation Policies

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

Finding. By providing a master plan showing street improvements and new streets for the Southeast area, and allowing development only concurrently with the provision of the needed transportation facilities, the Southeast Land Use and Transportation Plan supports this goal.

APPLICABLE POLICIES

E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

Finding. Through NUAMC, Yamhill County is working with Newberg to satisfy regional and state transportation requirements while meeting the local need to plan for anticipated growth.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS

The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g.. McMinnville. Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity. visibility, accessibility and faster travel times associated with the interchanges to

the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Finding. The Urban Growth Boundary will not change within the Interchange Overlay Districts until the IAMPs are adopted. By including areas within the Newberg Urban Reserve, the County will be committing itself to not permit rezoning them to more intensive uses until they are no longer in the Urban Reserve.

The proposed transportation system for the Southeast area minimizes impacts to the proposed Newberg-Dundee Bypass and the proposed interchanges by limiting access from Corral Creek Road.

Yamhill County Zoning Ordinance § 908.01
Purpose
The purpose of the Interchange Overlay District is to:

A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.

B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.

C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review. building permit review and access management within the Interchange Overlay District.

E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR
731-051-0200.

Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton,

Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

Finding. Yamhill County and the City of Newberg have been working cooperatively with ODOT on plans for land within the Interchange Overlay District. If the IAMPS are not ready by early summer 2007, the City and County will likely need to adopt the 2007 Urban Reserve Area contingent upon the adoption of the IAMPs.

Attachment 1

NUAMC Reso. 2007-19 (as adopted) with

Exhibit A: List of Tax Lots within Southeast Planning Area, UGB 05-015

Exhibit B: Southeast Land Use and Transportation Plan Findings

Exhibit C: [DRAFT] Newberg Southeast Land Use and Transportation Plan, City of Newberg, Oregon, February 14, 2007 (by reference)

Exhibit D: Modifications to DRAFT Southeast Land Use and Transportation Plan of 2/14/07

NUAMC RESOLUTION NO. 2007-19

A RESOLUTION OF THE NEWBERG URBAN AREA MANAGEMENT COMMISSION RECOMMENDING APPROVAL OF FILE UGB 05-015, A TRANSPORTATION PLAN AMENDMENT FOR AN AREA LOCATED EAST OF THE CITY OF NEWBERG.

RECITALS:

1. On July 21, 2005, the Newberg City Council adopted Resolution 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as described in the recommendations of the Ad Hoc Committee on Newberg's Future, and directed City staff to undertake the activities needed to initiate and support a number of actions for the City to consider these amendments.

2. The Committee recommended inclusion of an area east of the City, between Hwy 99W and Wilsonville Road, in the Newberg Urban Growth Boundary or Urban Reserve, noting that a master plan will be needed for this area in conjunction with including it in the UGB; that the master plan should specify what street improvements and new streets should be constructed to serve this area; and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

3. Consistent with Paragraphs 2.c. and 2.d. of Resolution 2005-2590, City staff held neighborhood meetings in each general area that the Committee had recommended for addition to the Urban Growth Boundary or Urban Reserve Area to define specific boundaries, and is proceeding with the hearings process to create a new Urban Growth Boundary and a new Urban Reserve Area.

4. Three neighborhood meetings were held for the Southeast area to determine local preferences for specific boundaries, transportation routes, and financing/funding options.

5. On March 15, 2007 notice of the proposed action was mailed to owners of record as identified in Yamhill County Assessor's Office of all properties within the proposed amendment area and all adjoining property owners within a distance of 500 feet.

6. Notice was published in the Graphic Newspaper on March 14, 2007, which is at least ten days prior to the public hearing before the Newberg Urban Area Management Commission on April 11, 2007, and on March 14, 2007, notice of the Newberg Urban Area Management Commission meeting was posted at four public places to comply with Oregon Revised Statute requirements.

7. On April 11, 2007, a hearing was held by the Newberg Urban Area Management Commission, and continued to May 14, 2007, June 11, 2007, and July 11, 2007 for additional public testimony and deliberations.

NOW THEREFORE, BE IT RESOLVED by the Newberg Urban Area Management Commission that it recommends that the City Council and Yamhill County Board of Commissioners approve the Newberg Southeast Transportation Plan, as revised.

This recommendation is based on review of the plan itself, the staff report, findings and testimony.

DATED this 21 day of August, 2007.

AYES: 7 NAYS: Ø ABSTAIN: Ø ABSENT: Ø

ATTEST:

Dawn Beuill
Recording Secretary

Michael Stewart
NUAMC Chair

Exhibits to be forwarded to City Council and Yamhill County Board of Commissioners as part of an adoption ordinance:

Exhibit A, List of Tax Lots
Exhibit B, Findings
Exhibit C, Draft Newberg Southeast Land Use and Transportation Plan, Rev. 2/14/07
Exhibit D, Modifications to Southeast Land Use and Transportation Plan

EXHIBIT "A"

LIST OF TAX LOTS WITHIN SOUTHEAST PLANNING AREA
UGB-05-015

T#: 3221 04700
T#: 3221 04900
T#: 3215 00900
T#: 3215 01100
T#: 3215 01000
T#: 3215 00800
T#: 3221 04901
T#: 3221 05100
T#: 3215 01101
T#: 3215 01400
T#: 3222 02500
T#: 3222 03600
T#: 3222 03800
T#: 3222 03700
T#: 3222 03000
T#: 3222 03100
T#: 3222 03200
T#: 3222 02300
T#: 3222 02200
T#: 3222 02800
T#: 3222 02700
T#: 3215 01003
T#: 3222 02100
T#: 3215 00600
T#: 3215 00700
T#: 3222 02400
T#: 3222 02900
T#: 3216 01908
T#: 3221 04600
T#: 3222 03500
T#: 3221 04500
T#: 3222 03300
T#: 3216 01903
T#: 3222 02000
T#: 3222 03400
T#: 3221 04601
T#: 3221 04701
T#: 3222 01900
T#: 3221 04800

Note: Some parcels may be only partially in the amendment area. See plan maps.

EXHIBIT B: SOUTHEAST TRANSPORTATION PLAN FINDINGS
UGB 05-015
Recommend Adoption of Newberg Southeast Transportation Plan
by Newberg City Council and Yamhill County Board of Commissioners

Statewide LCDC Goals: Goal 1, Citizen Involvement; Goal 2, Land Use Planning; Goal 8, Recreation Needs; Goal 12, Transportation. Goal 4, Forest Land, does not apply because no forest land is included. Goals 15, 16, 17, 18 and 19 do not apply in this area. Other Goals will be addressed when the land is considered for inclusion within the Urban Reserve and/or Urban Growth Boundary.

Statewide Goal 1: Citizen Participation. *To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.*

Finding: The Southeast Transportation Plan was created in response to a recommendation from the Ad Hoc Committee on Newberg's Future, a citizen committee appointed by City Council to help the City plan for its future land needs. As part of an extensive and ongoing citizen involvement program, three meetings were held to let residents in and around the plan area help shape the future land uses and road system. These were followed by NUAMC workshops on the results of the neighborhood workshops and the first draft of the *Southeast Land Use and Transportation Plan*. A public hearing was held on April 11, 2007, with notice to land owners in and immediately surrounding the plan area. Since the noticing did not include all persons who had participated in the neighborhood meetings or the workshop on the draft, nor the property owners who would be affected by each of the various road options under consideration, the public hearing was held open for additional testimony through the hearing continuation on May 14, 2007 to allow time for re-noticing. Due notice was mailed or e-mailed to participating or affected property owners on April 30, 2007. Notices were also posted in four public places on April 30, 2007 and published in the Newberg Graphic on May 2, 2007. The event was also posted on the City's web site calendar. At the May 14, 2007 hearing, all persons who had not previously testified were offered an opportunity to speak, and the hearing was closed. To accommodate persons who had previously spoken but wished to speak on new issues, proper notice was given that additional testimony might be taken at the continuation of the hearing on June 11, 2007. At that meeting, public testimony was again closed after those present had been given the opportunity to speak, and the Commission deliberated.

For additional information regarding the City's public involvement efforts regarding the 2007 URA Expansion, see "Public Involvement and County Coordination Process for Newberg 2007 URA Expansion: December 2003 through March 2007," which appears in the March 7, 2007 *Justification and Findings Report* for the 2007 URA Expansion.

Statewide Goal 2: Land Use Planning. *To establish a land use planning process and framework as a basic for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.*

Finding: With the appointment of the Ad Hoc Committee on Newberg's Future, Newberg City Council initiated a land use planning process that would create a sound, factual

basis for making land use decisions and actions regarding the City's growth. The Southeast Transportation Plan is one component of this effort.

Statewide Goal 8: Recreational Needs. *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*
Finding: Plan maps identify sites for future schools, parks, golf courses and trails.

Statewide Goal 12: Transportation. *To provide and encourage a safe, convenient and economic transportation system.*
Finding: The plan includes cost-sharing requirements designed to assure that needed facilities will be available for development of the Southeast area concurrent with the onset of related impacts.

OAR Standards:

OAR-660-012
Transportation Planning Rule. The Transportation Planning Rule implements Statewide LCDC Goal 12. It states the requirements for preparation, adoption, and amendment of Transportation System Plans (TSPs).
Finding: While not yet adopted as an amendment to the Newberg Transportation System Plan (TSP), the Southeast Transportation Plan meets all the requirements of the Transportation Planning Rule.

A city is required to determine its transportation needs and establish a system of transportation facilities and services to meet them. It must coordinate with other agencies and governments and be consistent with their TSPs. The city's TSP must be adopted as part of its comprehensive plan. A TSP must include plans for roads, public transportation, bicycles and pedestrians, air, rail, water and pipelines, and must have policies and land use regulations for its implementation. Finally, it must have a financing program that identifies the provider of each facility or service.
Finding: The Southeast Transportation Plan supplements the City's TSP by determining the transportation needs and the transportation facilities and services needed to meet them for an area outside the existing TSP service area. Table 2 of the plan identifies the proposed provider of each facility or service.

The following standards must be used to evaluate and select those system alternatives that can reasonably be expected to meet the identified needs at reasonable cost:

- *(a) Support urban and rural development by providing types and levels of facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;*
- *(b) Be consistent with state and federal standards for the protection of air, land and water quality;*
- *(c) Minimize adverse economic, social, environmental, and energy (ESEE) consequences;*
- *(d) Minimize conflicts and facilitate connections between modes of transportation.*
- *(e) Avoid principal reliance of any one mode of transportation and reduce principal reliance on the automobile.*

When an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government must put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would: (a) change the functional classification of an existing or planned transportation facility; (b) change standards implementing a functional classification system; or (c) as measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or development levels that would result in travel or access types or levels that are inconsistent with the facility's existing or planned functional classification;

(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

If there would be a significant effect, the local government must do one or more of the following:

(a) Adopt measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amend the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses, including a funding plan or mechanism so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Alter land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

(d) Amend the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(e) Provide other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. As part of the TSP or comprehensive plan amendment, local governments must specify when the measures or improvements will be provided.

Finding: The plan was written for adoption with the 2007 revision of the Newberg Urban Reserve Area (URA). The plan views the addition of land in the Southeast area as contingent upon having an adequate plan for the provision of transportation facilities, in recognition of the complexity and scope of the transportation improvements needed to urbanize this area. Table 2 of the plan lists the projects needed to serve the Southeast area. These projects would be added to those listed in the appropriate tables of the TSP, if the adoption of the southeast area as part of the 2007 URA is made contingent on adoption of the Southeast Transportation Plan. The plan includes the funding mechanisms that would support each type of proposed facility, and identifies the time frame during which each would be provided. In addition to road improvements, proposed projects include sidewalks, pedestrian paths and multi-use trails connecting

with existing and proposed schools, shopping, employment centers, and recreation facilities.

Newberg Comprehensive Plan Amendment - Newberg Development Code, Section § 151.122(3): ***Amendment Criteria:*** *The applicant must demonstrate compliance with the following criteria:*

(a) The proposed change is consistent with and promotes the goals and policies of the Newberg Comprehensive Plan and this Code;

Finding: See specific goals and policies, below. The City has committed, in Ordinance No. 2004-2602, to not approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. Consequently, adoption of the 2007 Urban Reserve Expansion would need to be contingent upon adoption of the IAMPs.

The Newberg City Code deals with responsibilities for transportation improvements related to land development. Section III.E.1 of the Southeast Transportation Plan discusses the requirements of Code Sections 151.620, -682, -683, -684, and -705, which address the responsibilities of development with regard to concurrency, funding and financing of transportation facilities. Table 3 summarizes tools available to the City for achieving concurrency. The concurrency requirements for specific types of improvements are summarized in Section III.E.3, and the responsibilities for funding and financing specific projects are listed in Table 2.

(b) Public facilities and services are or can be reasonably made available to support the uses allowed by the proposed change.

Finding: The plan addresses transportation facilities. Other facilities and services are addressed in the *2007 URA Expansion: Justification & Findings Report.*

(c) Compliance with the State Transportation Planning Rule (OAR 660-012-0060) for proposals that significantly affect transportation facilities.

Finding: When adopted as an amendment to the Newberg Transportation System Plan (TSP), the Southeast Transportation Plan will be subject to the requirements of the Transportation Planning Rule. Consistent with those requirements, the Plan identifies the area's transportation needs and establishes a system of transportation facilities and services to meet them. Through the NUAMC planning process, the City has received input from Yamhill County and ODOT on the Plan. A financing program is described, identifying the provider of each needed facility.

Newberg Comprehensive Plan Transportation Goals and Policies

GOAL 2: Establish consistent policies which require concurrent consideration of transportation/land use system impacts.

Finding: The Southeast Transportation Plan was written to concurrently consider transportation and land use system impacts.

2a. *Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.*

Finding: The plan uses the provision of major transportation improvements as a backbone for the long-term development of the whole southeast area.

2b. *The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.*

2c. *As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.*

4k. *For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB expansions is premature.*

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Finding: Protection of the bypass corridor and the IAMP overlay areas has been a primary consideration in developing the plan, including proposed land uses and connections to Hwy 99W. Given, however, that the bypass is proposed but unfunded, and that ODOT does not consider it to be a "planned facility" scheduled for construction during the next 20 years, the City is currently unable to depend upon it for solutions to its transportation problems. Consequently, until such time as the status of the bypass has been resolved, the City will proceed to implement only short-term, minimal impact transportation projects to serve those areas where development is likely to cause the least transportation impact.

Lands designated as Urban Reserve Areas as of August 1, 2004... may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025

Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model.... Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060. (Ordinance 2004-2602, September 20, 2004).

To protect the function of the Bypass to serve primarily longer-distance through trips, the City of Newberg will apply an Interchange Overlay District to lands that are within the Newberg city limits and within approximately ¼ mile of the East Newberg and Oregon 219 interchange ramps. (Ordinance 2004-2602, September 20, 2004)

4n. *To enable the City and ODOT to adequately plan land uses and local circulation for the interchange areas, the City of Newberg will retain existing base zoning within the Interchange Overlay District in the interim period before IAMPs are prepared and adopted. Annexations will be allowed if the associated zone change is consistent with the acknowledged Newberg Comprehensive Plan designation for the property in effect at the date of adoption of the Interchange Overlay. Permitted and conditional uses that are authorized under existing base city zones will generally be allowed within the Interchange Overlay, with certain limitations on commercial uses in the industrial zones.*

4p. *The City of Newberg will coordinate with ODOT on any development proposal within the Bypass location corridor and interchange management areas through the City's established Site Design Review process. Development planning should consider and complement the intended function of the bypass. Land use decisions should consider the planned corridor location and avoid conflicts where feasible.*

4q. *The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an Interchange Area Management Plan to protect interchange operation or access management for segments along the highways. [OHP Action 1B.4]. Thus, the City will work with ODOT, property owners, and citizens to create IAMPs as soon as possible.*

4r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive Extension in the general location shown on the City of Newberg acknowledged Transportation System Plan.

4t. 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.

5d. Public sidewalks shall be provided along all public street frontages. Pedestrian traffic shall be separated from automobile traffic whenever possible.

(1) Sidewalks should be provided whenever there is development of abutting properties.
(2) Sidewalks should be constructed when any new road is constructed
(3) When existing roads are widened or improved, sidewalks should be provided.

5h. On-street bike lanes or parallel bikeways will be provided on all designated major collector and arterial roadways, and on certain neighborhood collectors if warranted from a bicycle system connectivity standpoint.

5i. A bicycle path shall be provided along or near the bypass.

7f. Future public rights-of-way should be identified in undeveloped areas through a Future Street Plan or a specific area plan, to facilitate right-of-way acquisition and dedication with minimal disruption and cost. A Future Street Plan is usually prepared by a private party to show street and bike/pedestrian connectivity for development projects when transportation connectivity is needed through adjoining private properties and neighborhoods. A Specific Area Plan is usually prepared by the City in collaboration with affected property owners to show street and bike/pedestrian connectivity for planned land uses in undeveloped or partially developed areas. .Corridor plans are a type of specific area plan.

7g. The City may require preparation of a Future Streets Plan for all commercial and industrial developments and residential development projects greater than 1 acre to serve as a guide in the decision-making process on new development requests.

7h. Transportation facilities will be designed to minimize impacts on:

- *Present and Planned Land Use patterns;*
- *Natural and Scenic Resources;*
- *Air Resource Quality, including noise;*
- *Water and Land Resource Quality; and*
- *Existing and Planned Transportation Facilities.*

7i. New development and existing development undergoing expansion or modification shall be designed to accommodate planned long-term transportation improvement projects in the vicinity of the development.

GOAL 11: Establish fair and equitable distribution of transportation improvement costs.

Finding: The plan spreads transportation improvement funding and financing requirements among those parties who most directly benefit, roughly in proportion to the benefit gained.

11a. Define appropriate phasing and funding which relates to the benefits received.

Finding: Table 2 of the plan identifies the timing, triggers, and costs for facilities identified in the plan.

11b. The City shall utilize the Transportation Improvement Funding policies outlined in the Transportation System Plan for determining responsibilities and costs for funding improvements.

Finding: Appendix "Q" of the June 2005 TSP includes amendments to the Newberg Development Code language and Comprehensive Plan policies for Transportation Improvement Funding, as well as adopted Newberg Development Code language. The Financing Approach outlined in Section 7 of the June 2005 TSP recommends using direct assessment for improvement costs assessed to adjacent land use, as well as for certain improvements that directly benefit new development. System Development Charges are to be used for transportation improvements attributable to general new development and growth, as opposed to improvements that benefit only specific properties to be developed. The TSP recommends continuing Newberg's policy of financing all costs related to new development through SDCs. When improvements are needed in advance of new development, funds can be borrowed, with SDC revenues dedicated to debt repayment. Improvement projects assessed to the City of Newberg are to be funded by economic development funding and state gasoline tax revenues as much as possible, although the City should consider a Street Maintenance Fee to allow state gas tax monies to be spent on capital projects. These recommendations are reflected in Table 7-2 of the TSP, which assigns the costs for specific improvement projects to abutting properties, new development, SDCs, the City, Yamhill County, and ODOT.

The Newberg Development Code is more specific in defining "appropriate phasing and funding which relates to the benefits received."

Yamhill County Comprehensive Plan Transportation Policies

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail,

waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

Finding. By providing a master plan showing street improvements and new streets for the Southeast area, and allowing development only concurrently with the provision of the needed transportation facilities, the Southeast Transportation Plan supports this goal.

APPLICABLE POLICIES

E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

Finding. Through NUAMC, Yamhill County is working with Newberg to satisfy regional and state transportation requirements while meeting the local need to plan for anticipated growth.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS

The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g.. McMinnville. Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity. visibility, accessibility and faster travel times associated with the interchanges to the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Finding. The proposed land use pattern, as identified on Map ____, is consistent with these guidelines. No changes in the Newberg Urban Reserve or the Urban Growth Boundary will be made until the IAMPs are adopted. By including areas within the Newberg Urban Reserve, the County will be committing itself to not permit rezoning them to more intensive uses until they are no longer in the Urban Reserve.

The proposed transportation system for the Southeast area minimizes impacts to the proposed Newberg-Dundee Bypass and the proposed interchanges by limiting access from Corral Creek Road.

Yamhill County Zoning Ordinance § 908.01
Purpose

The purpose of the Interchange Overlay District is to:

A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.

B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.

C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review. building permit review and access management within the Interchange Overlay District.

E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR 731-051-0200.

Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton, Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

Finding. Yamhill County and the City of Newberg have been working cooperatively with ODOT on plans for land within the Interchange Overlay District. If the IAMPS are not ready by the time the City and County are ready to adopt the 2007 Urban Reserve Area, the City and County will likely need to adopt the 2007 Urban Reserve Area contingent upon the adoption of the IAMPs.

Exhibit "C"

Please see [DRAFT] "Newberg Southeast Land Use and Transportation Plan"
City of Newberg, Oregon, February 14, 2007
(Available on file)

Exhibit "D"

Modifications to DRAFT
Southeast Land Use and Transportation Plan of 2/14/07

Revise the plan text, tables and figures as needed to reflect NUAMC's recommendations. These include the following:

1. Eliminate CP-1 as an option for further consideration.
2. Change document name from "Newberg Southeast Land Use and Transportation Plan" to "Newberg Southeast Transportation Plan."
3. Correct typographic and technical errors.
4. The Renne Road option, terminating through access, is recommended.
5. North-South Road Alternative C, separating the North-South road from Corral Creek Road, using the safest possible alignment, is recommended.
6. The option of regulating turning movements from Corral Creek Road to 99W and also redirect traffic to a connection between Providence Drive and the North-South Collector is recommended..
7. Post-Bypass, bring Corral Creek Rd under 99W to connect up with the new frontage road on the north side of 99W and ultimately to Crestview Drive; also continue to use the Providence Drive/North-South Road connection.
8. Phasing of improvements will proceed from north to south, cumulatively.
9. Show Yamhill County's financial contribution as "$0" with a footnote to indicate that some County contribution could be negotiated when facilities are constructed with jurisdictional transfer of the road.

Amend Page 1
Newberg Southeast ~~Land Use and~~ Transportation Plan

Amend Page 4
In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, they expressed concern about the area's lack of adequate roads, and felt that development should only be allowed concurrently with needed improvements, and that a master plan was needed in conjunction with including the area in the UGB. The Southeast Transportation Plan was developed in response to the Committee's recommendation.

Amend Page 16
Major components include:

- Corral Creek Rd/Veritas interim access improvements at 99W to regulate turning movements;
- New East-West Collector from Providence Dr. to Trails End Rd;
- Future Corral Creek Rd/99W crossing and north side frontage road for access when Bypass is constructed, maintaining the East-West Collector from Providence Dr. to Trails End Road;

- Improvements to Corral Creek Rd
- Improvements to Renne Rd as abutting properties develop (county rural without curb, gutter or sidewalk)
- ~~New street from Corral Creek Rd to Old Parrett Mountain Rd~~
- New North-South Collector street from 99W/Corral Creek Rd intersection south to Wilsonville Rd, with access to The Greens Ave. and a roundabout at Fernwood Rd
- Improvements to Fernwood Rd
- Improvements to Wilsonville Rd
- Pedestrian and multi-use paths

Amend Page 27, Table 2

Revise "Estimated Timing" column from specific date ranges to phases that reflect the recommended "north to south" sequence.

Delete entire row for "CP-1" and recalculate TOTALs to show Total Cost for all funding sources as $31,888,000, *the total for Yamhill County as* $0, *and the total for ODOT as* $5,085,000. *Footnote the total for Yamhill County to indicate that although County funding is shown as $0, some County contribution could be negotiated when facilities are constructed.*

Add a new row for "EW-1," a new east-west collector from Providence Dr. to North-South Collector, to be financed by the City of Newberg.

Revise "RN-1" to reflect NUAMC's decision to eliminate through traffic on Renne Rd. Add "RN-2" as the improvements to Renne Rd required when abutting properties develop (previously "RN-1").

Delete "WL-6" to reflect NUAMC decision to eliminate through traffic on Renne Rd.

Select a westerly alignment for the new north-south collector road from the 99W/Corral Creek Rd intersection to Fernwood Rd (major collector), and provide a connection to The Greens Ave. Break the north-south collector road between 99W/Corral Creek Rd and Fernwood Rd into two separate projects, with the roadway north of The Greens Ave. in Phase 1 and the roadway south of The Greens Ave. in Phase 2. Renumber accordingly.

Amend Page 34

In the last paragraph, delete all text following "Table 2."

Amend Page 35

Delete content of existing page 35, and substitute the following:

Except for pedestrian and multi-use pathways, all projects in each phase will need to be completed prior to or in conjunction with development in subsequent phases:

Phase 1. Improvements to 99W/Corral Creek Rd Intersection and Corral Creek Rd north of Fernwood Rd; New North-South Collector street from 99@/Corral Creek Rd

intersection to The Greens Ave. connection (major collector); New East-West Collector from Providence Dr to North-South Collector; Improvements to Corral Creek Rd north of Fernwood Rd; Multi-Use Path from Hayes St./Providence Dr to Corral Creek Rd/99W Intersection.

Phase 2. New North-South Collector street from The Greens Ave. connection to Fernwood Rd; Pedestrian paths in area north of Fernwood Road.

Phase 3. New roundabout at Fernwood Rd/North-South Collector intersection; Improvements to Fernwood Rd from east fork of Springbrook Creek to new North-South Collector; Reconstruction of tight curve on grade on Fernwood Rd; Elimination of through traffic on Renne Rd.

Phase 4. New North-South Collector street from Fernwood Rd to Wilsonville Rd.

Phase 5. Improvements to Fernwood Rd from new North-South Collector to Corral Creek Rd; New Pedestrian paths in area between Fernwood Rd and Wilsonville Rd; **Improvements to Renne Rd from Fernwood Rd to Wilsonville Rd; Improvements to Wilsonville Rd/Springbrook Creek crossing.**

Phase 6. Improvements to Wilsonville Rd from Springbrook Creek to new North-South Collector street, including improvements to double curve; Improve double curve; New pedestrian path connecting Wilsonville Rd and golf course.

Phase 7. Improvements to Wilsonville Rd from new North-South Collector to Renne Rd.

Projects required in conjunction with the construction of the Newberg-Dundee bypass will include a new Corral Creek Road/99W crossing and a new frontage road on the north side of 99W from Benjamin Rd to Corral Creek Rd.

Amend Page 41
Revise table to be consistent with totals in Table 2.

ODOT funding is mostly related to bypass construction. ~~The funding plan calls for ODOT construction of the new street connection between Corral Creek Rd and Old Parrett Mountain Rd. However, ODOT has preliminarily indicated that this project will not be funded with the bypass. Therefore, other funding sources may need to be found if this project is to remain in the plan.~~

Amend Page 42
State-initiated capital improvement projects. Projects initiated by ODOT include 99W-1, 99W-2, and 99W-3~~, and CP-1~~. Project 99W-3 would be needed to provide access to 99W during construction and until the bypass facilities are operational.

Attachment 2

NUAMC MEETING MINUTES:

April 11, 2007
May 14, 2007
June 11, 2007
July 11, 2007

MEETING MINUTES

CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION
Newberg Senior Center – 101 W. Foothills Dr, Newberg, OR
Wednesday, April 11, 2007, 7:00 PM

I. ROLL CALL

Sally Dallas	Matson Haug	Leslie Lewis
Warren Parrish (arrived late)	Michael Sherwood	Robert Soppe

Absent:

Alan Halstead

Staff Present:

Barton Brierley, City of Newberg Planning and Building Director
Elaine Taylor, Associate Planner
Ken Friday, Yamhill County Planning
David King, Recording Secretary

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

MOTION: Soppe/Dallas to approve the NUAMC minutes from January 31, 2007 (Unanimous voice vote) Motion carried.

III. COMMUNICATIONS FROM THE FLOOR (5 minute maximum per person)

Nearly 40 citizens were present at the beginning of the meeting, and they were offered the chance to speak on issues not on the agenda. No additional items were brought forth.

IV. LEGISLATIVE PUBLIC HEARING

APPLICANT: City of Newberg
REQUEST: Recommend approval of Newberg Southeast Land Us and Transportation Plan
LOCATION: Area south of 99W, west of Corral Creek and Renne Roads, north of Wilsonville Rd., and east of Newberg's UGB/URA.

FILE: UGB 05-015

Chair Haug outlined the particular parts of the proceedings to come and asked the people to feel free to address the pertinent issues directly. If someone is not pleased and wants to appeal the issues, they will have the opportunity to do so at LUBA. **Chair Haug** then asked for any abstentions, conflicts of interest/biases, or ex parte contact. None were mentioned, so the proceedings moved to the staff report.

Staff Report:

Barton Brierley made the presentation of the draft of the Newberg SE Land Use and Transportation Plan. A portion of SE Newberg land is being considered for the inclusion in the URA and eventually UGB. But if the land is to be considered for inclusion, then a transportation plan needs to be considered now as well. The hearing on April 25, 2007 will include the plan for land and transportation together.

First a graphic of the plan location was visually presented, using a colored map of the SE portion of Newberg (see P9 of Draft). This plan has been developed via many steps. Three meetings have been held with the neighbors, ODOT has provided traffic analysis modeling, and Lancaster Engineering has helped has well. The city engineering department has generated some costs a, and one previous workshop was made available to NUAMC members.

Barton Brierley stressed that there various options, but no perfect option has presented itself. The goal then is to make choices that lead to the best solution for all the parties involved.

The visual graphics used next presented the various transportation roads that would need to be built. The plan calls for improvements to Corral Creek Rd., Wilsonville Rd, Fernwood Rd. as well as a new north-south collector road to alleviate traffic from Corral Creek/Renne Rds, a new, if not complicated, connection with 99W, and a new collector that would connect with Old Parrott Mt. Rd. Furthermore, a number of pedestrian walkways will be built into the plan (though these were not part of the graphics).

One meeting was held in January 2007 and corrections generated from that meeting have been absorbed into the draft. The draft now presents the following choices to be decided (see DRAFT, P30ff):

There has to be access to Hwy. 99 on the northern end of the land being considered. This issue needs to be considered in two phases—how to connect to 99W prior to a bypass being built, as well as how to connect to the bypass once it is built.

Barton Brierley showed an option of going under the bypass, or going up the hill to the east and connecting to Old Parrett Mt. Rd. All this will require some regulated turn movements at Hwy. 99 until the bypass is built. One option would be to build the underpass/overpasses before the bypass is built but in such a way that it works with the future bypass. A connection of Providence Dr. and a north-south (N/S) collector road via Trails End Rd. is an option. The last option is to simply wait until the bypass is built. There needs to be some decision on a collector road connecting to Old Parrett Mountain Rd.

Barton Brierley then discussed funding options. Regulating turning movements at Corral Creek is the least expensive. Connecting to Providence Dr. was the next doable and financial option. Improving a

road up to Old Parrett Mt Rd. is getting quite expensive but possibly still doable. Building a bypass interchange would be very expensive. Waiting for the bypass to be built has no immediate cost, but it goes against what the Ad Hoc Committee has recommended for adding land into the UGB.

Barton Brierley showed a topographic map depicting the area in relation to the steepness of the land (15% grade in areas) where improvements might be made. This well illustrated the expense that will be involved regardless.

The N/S collector road has three options. One option is presented on P29. It will head north from Wilsonville Rd., connect with Fernwood Rd, and then connect to Corral Creek Rd. further north at some point. One option would have the entire road separate from using any of Corral Creek. The more that Corral Creek Rd. is not used, the greater the expense of building the N/S collector road (up to $3,000,000).

Under a new transportation plan, Renne and Schaad Rd. traffic issues need to be addressed. Renne Rd. traffic is intended to be absorbed by the new north-south collector. Schaad Rd. traffic could be diverted by installing a barrier to keep traffic from cutting through on Schaad Rd.

It is important to keep in mind either the northern or southern portions of the SE Newberg land can be brought into the UGB. Neither decision has to be made tonight, but transportation decisions tonight could consequently lend themselves more readily to the northern or southern portions of land.

Finally, funding #7 will require about $20,000,000 to bring this property into the UGB. The majority of the cost will be raised via new development fees.

Barton Brierley wanted to allow for questions, but to keep them brief so that more time could be given to public comment.

Questions for Staff:

Commissioner Soppe questioned whether the east-west road that could connect to Providence Rd. will be able, according to ODOT, to stay in place after the bypass construction. **Barton Brierley** said yes. Soppe then asked about the Corral Creek Rd. improvements, and whether they are necessary if a north/south collector is built to the west, one that avoids using any of Corral Creek Rd. Barton Brierley said maybe—it all depends on the timing.

Commissioner Sherwood re-clarified that the $20,000,000 total (see DRAFT p. 27, 28) will include all the work done south of Hwy 99W. **Barton Brierley** said yes. He then asked the price of Renne Rd. improvements, and Barton Brierley said $1,800,000.

Commissioner Parrish apologized for being late and wanted to know if the letters from Yamhill County and from ODOT were already part of the record. **Barton Brierley** said yes. Ken Friday read a letter sent via email from William A Gille, Yamhill County Director of Public Works (see copy entered into the record). It generally states that no funds will available from the county at this time or at any level.

End of Side A, Tape 1

Public Comment: (Over 50 citizens were now present)

Rod Pelling, 13250 NE Tuscany —P.O. Box 910, in Newberg, is not agreeable to the CP-1 options because a road is planned to run within 30 feet of his villa. He bought the property in 1989 and wants to use it in perpetuity for his family. He wants other options to be considered for CP-1. He also appealed to the concerns about water and sewer in the developing area. He believes that Newberg has painted itself into a corner trying to figure what to do with a city divided by a bypass.

Chair Haug asked Mr. Pelling to show his property on the topographical map.

Commissioner Parish encouraged him to stay and listen to the recent facts about funding, particularly in reference to CP-1.
Commissioner Soppe asked if he knew of any other options to replace CP-1. Mr. Pelling only saw improvement of Corral Creek Rd., though he knows this would not work with him neighbor.

Commissioner Lewis pointed out how she and Mr. Gillie drove the roads in the area of CP-1 to better understand the obstacles in the area. Every option faces the steepness of the mountain.

Michael Robinson, present on behalf on Willamette Builders Group—1120 NW Couch St, Portland, 97208-4128, and they do support the land use and transportation plans. They too know there are no easy options, though the northern area should possibly come first in light of connecting to Highway 99. Elaine Taylor distributed an email from Mr. Robinson that essentially covered the same information.

Grace Schaad, 31525 NE Schaad Rd. in Newberg, she first wanted to acknowledge how many man hours have been spent to bring about this plan. She then alerted the commissioners that the draft has the assumption that the bypass will be built, but if it is not built, then the overall plan calls for modifications.

She then discussed traffic impact: 2,398 households are projected for this area in one document, but 300 fewer households are expected according to P12 in the staff report. If the rounded figure of 2,400 households is multiplied by 2.76 persons/house, then the projected population for this area will 6,624. This will generate 24,000 vehicle trips per day (based on the average of ten trips per day per household). Most of these trips will use Hwy 99W, and it is essential then that a good connection to Hwy 99W be built.

She also pointed out that the projected growth of households will only be served adequately with a new bypass. Nevertheless, even if the bypass is fully planned and funded, it could be another twenty years before it is developed. Therefore she agrees with the option of restricting such growth in this area until an adequate transportation is decided.

Commissioner Soppe agreed with the letter that no development will be done until IAMPs are adopted—does she agree? What other places are there for Newberg to grow? She said that conversation will be had in a couple of weeks at the URA meeting.

Lewis Schaad, 31655 NE Schaad Rd., in Newberg, has attended most of the meetings and has observations for tonight's meeting. On page 26 he disagrees with the stated road connecting with the future high school property. He also disagrees with figure #2, that Alternative 7 can have zero traffic counts on

Fernwood Rd. Furthermore, CP-1 and CP-2 are not realistic alternatives for accessing Hwy99W. There are better sight distances at Veritas Rd. and 99W. In conclusion, he too agrees with option five as the best choice—restrict the UGB amendments until the bypass is built.

Commissioner Soppe asked if he too knew of a better area for Newberg to grow. Mr. Schaad said he did not at this point have a better place for Newberg to grow.
Terry Cole with ODOT Region 2, 455 Airport Rd. SE, Salem 97301, made himself available for any questions. **Chair Haug** asked him to summarize his previous letter for the sake of those in the audience who had not read it. Mr. Cole summarized the letter by saying that there are ODOT concerns involved with all the future growth of Newberg in light of the bypass. There is also concern about funding early by-pass interchanges, and that CP-1 is not a viable interim option. The best option before the built bypass is to connect Trail's End to Providence Dr.

Commissioner Parrish questioned the likelihood of the bypass for the purposes of UGB expansion. Mr. Cole explained that the bypass could not be considered a planned facility and that it was likewise city policy.

Commissioner Sherwood asked whether, if development went ahead for this area, ODOT would have to look at the interchange design again and modify it. Terry Cole responded that the facts always lead back to the Providence Rd. option. ODOT is still nine months behind on being able to discuss the funding of the bypass.

Commissioner Soppe appreciated the clarification, and also wanted to know the IAMP timing. Terry Cole said Spring of 2008 is likely for adoption. Then Mr. Soppe asked if the east-west road connecting to Providence Dr. could be left in place after the bypass construction. Terry Cole said yes.

Mr. Soppe then asked about a N/S road connecting to 99W. If there was no bypass in the future, what does ODOT forecast for this area? Terry Cole said there will be way too much traffic on 99W alone, assuming normal growth for Newberg, let alone connecting this new area to 99W.

Lastly, Mr. Soppe asked about CP-1 alternative. Terry Cole said that ODOT never accept any funding responsibility for CP-1, and they recommend that there could be many problems pursuing it.

Chair Haug wondered if a full interchange with the bypass or 99W and this SE portion of Newberg has ever been entertained by ODOT? Terry Cole said a full service interchange for this area has not been considered—the impact will be tremendous. The alternatives are using Providence Dr. or perhaps construction of a large roundabout.

Commissioner Soppe asked if a E/W connector road to Providence Dr. would eliminate a under/over pass with the bypass. Terry Cole said possibly so.

End of Side B, Tape 1

Mike Gougler, 4720 Masters Dr., in Newberg, would like NUAMC to come up with a land use/transportation plan independent of the bypass. IAMPs are dependent on acceptable plans for inter-changes. Since the bypass is not likely to be done for the next 20 years, this implies that growth has to take place separate of the bypass construction.

He suggests that all the land south of 99W and north of the river be planned for growth by the city. Je suggested creation pf a part of Newberg. He questions how the city can do its own land use planning separate from the bypass. And he also questions how subordinate to ODOT is the land in inventory for UGB. Why can't Newberg make its own plans for it and then have ODOT comply once the bypass is ready to be built.

Commissioner Soppe appreciates the forward thinking plans for growth separate from the bypass, but the bypass plans can't be totally ignored. He then asked if the connection of a N/S with 99W is the preeminent need. Soppe then wondered if a future interchange could be retained even when the bypass is built. Gougler believes if Newberg is forward now with its land use, then ODOT in the future will have to comply and accommodate Newberg's growth and needs at the time of the bypass being built in the future.

Commissioner Parrish asked Mr. Gougler if SDCs are truly needed. Mr. Gougler had something to do with slight improvements to Fernwood Rd., and yet true transportation plans for this area need to fully improve all aspects to the roads. How are new roads to be built? Mr. Gougler says this supports his argument. Developers will develop neighborhoods and roads as long as the developer is able to sell the land adjacent to the roads. This is why he doesn't want land in this area kept from being developed for the hope of some future bypass.

He then explained that he did fully develop Fernwood Rd, but it was only to county standards on the south edge of the road.

Chair Huag wanted to take one more speaker and then have a break.

Lee Does, 10730 NE Renne Rd., in Newberg, was surprised that CP-1 is still being considered as an option. If for no other reason, a road builder would never propose a road up such a steep incline. He also added that plans should assume that there will not be a bypass, and therefore a transportation plan still needs to deal with the new traffic of any new development. It needs to be known that new families in Newberg will very likely be commuting to the Portland area, and the transportation plan will be crucial in handling such traffic needs. He too votes for option five until some guaranteed funding for a bypass in place, but without a bypass, there are no clear transportation plans that will deal adequately with the future traffic needs of this area.

Commissioner Soppe again asked an option five advocate where Newberg growth could take place. Mr. Does did not have a solution at this point.

*** A five minute break. ***

Chet Fryjoff, 29501 NE Owls Lane, in Newberg, wanted to address the same issue as last time. He again wanted the other developments in the area—across on Benjamin Rd. and the Austin Development—need to be considered as well. There are too many homes projected throughout the area to proceed without a supportive and sufficient transportation plan.

Herb Schaffner, 32400 NE Old Parrett Mt. Rd., in Newberg, he too has a home in the path of a proposed road. He proposed a transportation plan that directs the traffic towards town where the services are present.

Commissioner Soppe wanted to know if there any other areas in Newberg to develop. Mr. Schaffner said to let the development happen to the west.
Cathy Stuhr, 31000 NE Fernwood Rd., in Newberg, is concerned that the Newberg SE Land Use and Transportation Plan is not a true land use plan but merely has land use modeling for the sake of the overarching transportation plan. She encouraged NUAMC to take "land use" out of the report title.

The report references an organized group that is going to develop the land. Why is that in the report? All the residents have a vested interest in the development of this land and not just the developer(s).

In respect to the bypass, the plan does not need to be contingent on the bypass construction. It is not ODOT's rightful position to hold the city of Newberg hostage when it comes to the city's development of its own land.

Chair Haug asked her to repeat her statement about the pre-bypass interim. She said that she meant for that a sound transportation plan should be developed apart from the bypass. Mr. Haug asked, in light of Mrs. Stuhr's involvement with the Ad Hoc Committee, what she recommends for the transportation problem. She said that the transportation plan could work if the whole area was brought into the URA and then all of it into the UGB at the same time.

Commissioner Lewis questioned staff if the April 25th meeting is to look at all the URA land issues for Newberg and not just this parcel. Barton Brierley said this is true.

Commissioner Parrish wondered if the transportation plan (and infrastructure) should take place before development. Mrs. Stuhr commented that the developer has to be able to sell the land adjacent to the roads that he builds.

Parrish asked staff if a developer has to be part of an LID. . .

End of Side A, Tape 2

. . . **Barton Brierley** said that city council could enforce an LID over the objections of current residents.

Commissioner Soppe asked if an LID can happen outside of the city limits. Barton Brierley said yes with county approval, but it would be unusual.

Greg Sholz, 31139 NE Corral Creek Rd., in Newberg, pointed out that the report does not adequately address the time it takes to enter Hwy 99W from Corral Creek Rd. Veritas Lane is not very useful currently. He too is against the CP-1 alternative, in light of his new home built two years ago, and a natural flow seasonal creek that had improvements made to it lately.

Commissioner Soppe asked if Mr. Sholz thought that Veritas Lane could be improved enough to handle future traffic. Mr. Sholz would like to see the intersection improved, but he does not assume that it could not handle increased traffic flow if it is improved correctly.

Ranee Smith, 32300 NE Old Parrett Mt. Rd., in Newberg, would like it known in the public record that she did not receive notice of this meeting (see accompanying copy of an email that alerted staff to this

fact). She also is aware that other neighbors did not receive notice. Furthermore, her property is between CP-1 alternatives A and B.

Even though much has been discussed about Old Parrett Mt. Rd. connecting with 99W, it has been skipped over that any proposed E/W road that goes up to connect with Old Parrett Mt. Rd. will need the development of another intersection as well. She also noted that ODOT said a transportation plan will also require an environmental impact assessment, and such related costs have not been mentioned. She also wanted it known on page 41 county-rural collector road is not a proper designation for CP-1.

Commissioner Soppe asked Ms. Smith what was the city's answer for her not receiving notice. Her response was that it was an oversight. Mr. Soppe also pointed out that it was NUAMC who asked staff to provide all options, even CP-1.

Chair Haug pointed out tonight's meeting will make no decisions, especially in light of residents perhaps not being fully informed of the meeting.

Joe Schiewe, 4386 SW Macadem Ave., Ste. 305, Portland 97239, he was the project manager for The Greens. He wanted to share a few issues, but began with the question of when would be the earliest time this TSI plan could be accepted? (No one on the commission or staff answered it at this time)

His comments centered on the importance of the construction of a E/W connector to Providence Dr. He also threw in his support for NS-1 alternate B.

Commissioner Soppe reminded him that ODOT has scrubbed the notion of a frontage road. He also reconfirmed that Mr. Schiewe's thoughts about intersections

Mr. Schiewe pointed out the number of traffic trips coming out of the hospital is too high in the DRAFT. Mr. Soppe then asked why Mr. favored alternate B for NS-1 instead of A. Mr. Schiewe mentioned the sight distances make the big difference.

Commissioner Sherwood asked about his thoughts on Crestview Dr. extending down and connecting to 99W. That is an intersection that will cause more congestion.

Saj Jivanjee, 32230 Old Parrett Mt. Rd., in Newberg, brought the commissioners several questions. Where can he get a schedule of future decision meetings? He has no interest in being elitist, but his property is worth over $2,000,000 and he doesn't want to see the value diminished by a CP-1 collector road coming through it.

Do the commissioners, who represent the citizens, override any and all decisions by ODOT? And if so, how important is public input in their decisions? Furthermore, he thinks the term UGB is an oxymoron. He believes that any cost benefit analysis on the cost of the city growing needs to remember the livability that is part of Newberg.

He believes that alternatives A & B are red herrings diverting the commissioners from the addressing the underlying assumptions. Has it already been decided what the UGB will be? What is the study area? He doesn't want to see Newberg growing just to keep up with the development programs in Washington

County. He suggests that the commissioners take their time, involve the community, look at ALL the issues, and do something really beneficial for Newberg.

Robert Roholt, 31150 NE Schaad Rd, in Newberg, he agrees that UGB land is necessary, but so is the transportation plan. Why is the city pushing to get this land into the UGB? Is it because this is easy land to develop? Why squeeze people into the area and rush them in right now? He is opposed to all of this at this time.

Julie Fugate, 14500 Richard Lane, in Newberg, she spoke on behalf of herself and also for two property owners on Fernwood Rd. that she represents. She disagrees that growth should happen somewhere else. Traffic issues will exist where ever the growth takes place in Newberg. She would like to see the next generation be able to afford housing in this community. She expressed her support NS-1, alternate C because it minimizes the impact of the traffic on Corral Creek Rd. . . .

End of Side B, Tape 2

. . . . She does not support CP-1.

Thomas K. Schaad, 610 SW Alder Dr., in Dundee, suggests that the commissioners sit back and wait for ODOT to make a move.

Commissioner Soppe reconfirmed that traffic will be a major issue for such development regardless of the bypass. Mr. Soppe also made it clear that the city does not have the option of shelving the issue for five or ten years, even though Mr. Schaad would like to see that happen.

Closed Public Testimony

Summary of Public Testimony:
17 submitted Public Comment Reg. Forms
17 gave public testimony
4 listed as PROPONENT
8 listed as OPPONENT
4 listed UNDECIDED (and 1 of these submitted written testimony)
1 declared no position on the form

Chair Haug was concerned about the lack of noticing for all the interested parties. He suggested that more noticing be done, and would prefer to postpone deliberation to the next meeting to allow for due process.

Commissioner Soppe questioned staff for the details of the lack of noticing. Staff said that they did notice every one they were legally required to, but people who attended the previous workshop were not noticed. He also said that NUAMC is an advisory committee, and that there are two other opportunities for people to give input, with the City Council and County Commissioners.

Commissioner Parrish stated that there is no need to rush and he wants to see further people noticed. He also thought that the next meeting (at which he will be absent) might require certain comments tonight in reference to the transportation plan, depending on the agenda for that meeting.

Barton Brierley let it be known that on April 25 the agenda will be to hear public testimony on the URA. The May 14 meeting would be the date this meeting is extended to, if that option is needed.
Commissioner Sherwood was concerned that everyone who is being affected by the options and proposals has not been contacted.

Commissioner Dallas would also like to see more people noticed.

Commissioner Lewis was very content to postpone deliberation until the May meeting.

MOTION: Lewis/Parrish to postpone deliberation of this meeting while giving more time to notice people affected by the deliberation.

Commissioner Soppe wondered if deliberation on CP-1 could be deliberated tonight.

Chair Haug wanted to hear the commissioner's opinions of CP-1.

Commissioner Lewis believes that CP-1 would not be easy to build, will negatively affect too many homes, and the costs are likely to be high with no known funding source.

Commissioner Parrish likes being able to help the citizens who are affected by such decisions. He fully supports dropping the option.

Chair Haug added that he is uncomfortable making decisions without all the possible public input, especially from people involved closely with the details.

Commissioner Soppe knows that topography is a huge deterrent, costs are high, and no public comments have been in support of it. Throwing out CP-1 does require another viable alternative for getting traffic onto 99W. All this brings extra pressure to develop an east-west road.

Commissioner Dallas said the economics, the environmental impact, and the affects to livability do not make

Commissioner Sherwood lives on Parrott Mt. and clearly knows that it is not a viable alternative. Even if it was approved, where exactly would it be placed.

Commissioner Soppe wondered if staff was against throwing out this option.

Barton Brierley said it was only brought up as a result of the IAMP process, but now that it has been considered, he is not for it.

MOTION: Lewis/Soppe to eliminate CP-1, alternatives A and B (6 Yes/0 No, 1 absent).

Chair Haug then asked for discussion on postponing further deliberation. He would like to see staff develop a time line. He also wanted to hear from the commissioners on anything else staff might need to do before the next meeting.

Commissioner Lewis asked staff if a legislative process requires a time line. **Barton Brierley** replied that there is no timeline requirement, but there is no benefit in dragging it out either.

Commissioner Parrish asked for clarity on whether other land areas being brought into the UGB will also require the same amount of discussion of transportation plans. Barton Brierley said no, and this is only required here because of the Ad Hoc Committee's request.

Commissioner Dallas would like to see the whole area down to the new high school brought in as one single unit to develop.

Commissioner Soppe asked staff whether the adoption of the URA depends upon the adoption of the IAMP and LIDs. Barton Brierley said that LIDs were more related to the UGB.

Chair Haug asked staff to present any other alternatives to the North/South intersection with 99W.

Commissioner Lewis asked if the bypass was not built, would there then be room for an extra lane on the southern side going up Rex Hill. Terry Cole responded that there is a probability. She then asked staff to consider the possibilities.

Commissioner Parrish asked how the medium lane could be creatively used.

Many questions were asked of Mr. Cole by citizens.

MOTION: Parrish/Lewis to postpone deliberation of this meeting until May 14, 2007 (6 Yes/0 No, 1 absent).

V. ITEMS FROM STAFF:

Nothing was mentioned.

VI. ITEMS FROM COMMISSIONERS

Nothing was brought up.

VII. ADJOURN

Chair Haug adjourned the meeting at 11:03 PM.

Passed by the Newberg Urban Area Management Commission this 14th day of May, 2007.

AYES: 4 NO: 0 ABSTAIN: 0 ABSENT: 4
(list names)

ATTEST:

Recording Secretary Signature

DAVID B. KING, JR 14 MAY 07
Print Name Date

MEETING MINUTES

CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION
George Fox University - Hoover Academic Building
Room 105 (414 North Meridian)
Monday, May 14, 2007, 7:00 PM

I. ROLL CALL Call to order at 7:10 pm

Alan Halstead	Leslie Lewis (arrived 8:09 pm)	Phil Smith (for Mat Haug)
Warren Parrish	Robert Soppe (arrived 7:33 pm)	Michael Sherwood

Absent:
Sally Dallas

Staff Present:

Barton Brierley, City of Newberg Planning and Building Director
Elaine Taylor, Associate Planner
Ken Friday, Yamhill County Planning
David King, Recording Secretary

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

MOTION: Halstead/Parrish to approve the NUAMC minutes from April 11, 2007 with changes (Unanimous voice vote) Motion carried.

III. COMMUNICATIONS FROM THE FLOOR (5 minute maximum per person)

Twenty three citizens were present at the beginning of the meeting, and they were offered the chance to speak on issues not on the agenda. No additional items were brought forth, though one citizen asked about an issue (scheduling) that will be brought up in the course the meeting.

IV. LEGISLATIVE PUBLIC HEARING (A continuation from April 11, 2007)

APPLICANT:	City of Newberg
REQUEST:	Recommend approval of Newberg Southeast Land Use and Transportation Plan
LOCATION:	Area south of 99W, west of Corral Creek and Renne Roads, north of Wilsonville Rd., and east of Newberg's UGB/URA.
FILE:	UGB 05-015

Vice-Chair Sherwood told how this meeting is a continuation of the April 11, 2007 meeting, and would like to open public testimony to citizens that did not comment at the last meeting. The commissioners agreed with this plan.

He then alerted the citizens that NUAMC already decided to eliminate the CP-1 Connector Road from their recommendation.

Staff Report:

Elaine Taylor Gave a brief history of how the SE Transportation Plan was developed. Using slides Ms. Taylor explained the plan and the largest challenges in the plan, such as access to 99W, the timing, the North/South Road location, Renne Rd. improvements, and Schaad Rd. improvements. Funding is a large issue also which needs to be worked out.

Her presentation was abbreviated because of the former presentations, and therefore turned it over to the vice-chair to move to public testimony.

Questions for Staff:

No questions were asked of staff at this time.

Public Comment:

Francis Jackson, 13482 SE Briggs St, Milwaukee, OR. Ms. Jackson is speaking for Mr. & Mrs. Bestwick who live at 30575 NE Fernwood Rd. She read the letter into the record (see copy with registration sheet). They are in support of this staff report. They would like to see a frontage road that connects Providence Dr. to Corral Creek Rd along the south side of Hwy 99W. She pointed out their property on a map.

John Bridges, 515 E. First St., Newberg, is here on behalf of Providence Newberg Hospital. He referenced his letter sent to the planning department on Monday. Mr. Bridges opposes the plan of having an interim Road connecting Providence Drive to Corral Creek Rd. because it would likely become the permanent road. That would have direct safety implications on the hospital staff and patients.

Warren Parrish first asked staff if Mr. Bridge's letter is entered into the record. Barton Brierley said yes.

Robert Soppe wondered if pedestrian safety will not be an issue where ever a connector road is placed.

Mr. Bridges explained that there is the issue of less traffic, and one is different traffic. There will be medical office buildings across the street (East of Providence Dr.). There will be lots of traffic walking between such buildings and the hospital.

Robert Soppe asked if the previous location of the hospital with the office buildings across Villa Rd. caused problems, and Mr. Bridges said yes.

Warren Parrish asked if Mr. Bridges was representing the hospital issue. Warren Parrish noted that he has been greatly involved with the hospital. Mr. Parrish said that Mr. Bridges was raising a flag that was not substantiated with Mr. Parrish's work experience of twenty years.

Warren Parrish moved to page two the comment about medical buildings "probably" being east of Providence Drive. Mr. Bridge's sources included Dana White, who works for hospital. Plus, Providence redirected utility lines and worked with the golf course to ensure some land when it is needed.

End of Side A, Tape 1

Warren Parrish asked about another clarification from the letter about a 55 mph street. Mr. Bridges said it was a reference to Hwy 99W.

John Bridges said he will bring in statistical information on accidents with patients.

Michael Sherwood asked about the document as well. On the bottom of page 2, the dollar figures for an underpass, and whether Mr. Bridges acquired an estimate. John Bridges said that the ODOT will have to cross two tributaries instead on one.

Michael Sherwood asked if Brutscher, Springbrook Rd, and Fernwood are able to handle the traffic until 2025 without this connector? Mr. Bridges they can handle the capacity.

Michael Sherwood asked about representing Providence and previously Pacific Lifestyle Homes, Mr. Sherwood is wondering if Mr. Bridges was a developer, wouldn't you want a new collector road that would handle the traffic? John Bridges said that he knows there has been disagreement about this, but stated that Fernwood Rd. is sufficient for the traffic.

Alan Halstead asked if the hospital would be wiser to put the medical office buildings on the west side on their property to avoid any traffic on Providence Rd. Mr. Bridges said we're talking about a long term project. This facility has plans for growth up to 50 years from now.

Robert Soppe wanted to see concrete statements about changing the golf course design.

John Bridges alerted the commissioners that staff assumes that one can simply extend Trails End Road straight over, but that will not be possible. Too much has happened in the area, and the colored map does not allow for elevation gains.

Michael Ard, Professional Transportation Engineer, 321 SW 4th Ave, #400, Portland, OR 97204 made himself available to answer questions.

Michael Sherwood then asked Mr. Ard for clarification about traffic pattern numbers. What does it mean that the traffic in the area is not at capacity? Mr. Ard said that Fernwood Rd. is no where near capacity. In general the threshold is 3,200 cars/hour.

Michael Ard, the downfalls are which road connections can be afforded at this time. Providence Dr. will have handicapped people on/crossing it, and therefore Providence Hospital is not for it.

A north side commercial development will benefit from traffic on a north side road where a south side road will not.

He reports that a redeveloped Veritas/Corral Creek Rd. would go from 11 conflict points to 2 conflict points.

Warren Parrish then stated that he doesn't believe the Fernwood Rd. is ready to handle all of the new residential development and high school addition, and then wanted to know who will build the intersection at Fernwood Rd. and Corral Creek. How can Mr. Ard believe that such a current intersection can handle all the traffic to 2025?

Mr. Ard said that he believes the new north/south road from Fernwood to Wilsonville Rd. will alleviate enough traffic from the current Corral Creek Rd. that Corral Creek will sustain local traffic only.

Warren Parrish then wondered how Portland traffic coming down Wilsonville Rd. would access the area. Mr. Ard added that speed bumps could discourage traffic on Renne Rd.

Robert Soppe recounted that staff suggested that Renne Rd. could be stubbed. Mr. Soppe asked Mr. Ard said the traffic figures are assuming that Renne is not stubbed. **Mr. Ard** said it assumes Renne is continuous.

Discussion was held regarding the capacity of Fernwood Rd.

Robert Soppe then went back to the intersection at Veritas Rd/Corral Creek at Hwy 99W, what will make it safer? Right in and right out could be done today. As far as the safety at Providence Dr. What are the ramifications of a stop sign crossing that road? **Mr. Ard** is not in favor of a stop sign on Providence Dr. south of Hwy 99W. Other measures are possible but not necessarily safer.

Leslie Lewis finds it hard to believe that Fernwood Rd. can handle 3,200 cars/hour.
Mr. Ard explained the traffic capacity is not the controlling issue, but intersections are the constricting factor.

There were then hypothetical issues concerning Dundee.

End of Side B, Tape 1

Phil Smith asked if a roundabout is built at Brutscher and Fernwood Rd., and since intersections have the greatest influence on road capacity, then what would be the Fernwood Rd. maximum capacity flow of traffic.
Mr. Ard said appropriate design of intersections will allow for this capacity.

* * * Vice-Chair allowed for a seven minute break * * *

Mary Foster, 30595 Trails End Lane, in Newberg, is in support of the SE Transportation Plan, but also has concerns about what she has heard tonight. She and her neighbors need more than right in and right out at Veritas Rd. and Hwy 99W. She also spoke as a physician in Newberg since 1990. She does not receive any financial compensation from Providence but agrees that there does not need to be a main road going through the future hospital campus. That would be a very big safety issue. She would like to see a Trails End extension going all the way to Brutscher Rd. with a parking lot at south end of hospital.

Robert Soppe sees three ways to get to Newberg from her neighborhood. Turning left out of Corral Creek onto Hwy 99W, going down to Fernwood, and a new East/West road. Mr. Soppe believes that there is no solution in place, and this needs to be resolved.

Michael Sherwood then concluded with a reminder that citizens who spoke on April 11th were not being invited to speak again tonight. One citizen took exception to this, and believes that new issues need to be addressed. Mr. Sherwood invited Saj Jivanjee to send his thoughts in via a letter. Barton Brierley mentioned that NUAMC will make recommendations to Newberg City Council and County Commissioners. During those times there will also be an opportunity to testify.

Closed Public Testimony

Final Staff Recommendations: Elaine Taylor said that CP-1 has been alleviated but the choices still needed to be made are: access to Hyw 99W post bypass, access to Hwy 99W pre-bypass, timing of UGB an dURa, New North-South Route, Renne Road and Schaad Road options, and funding and financing.

She then presented the decision criteria, including Statewide LCDC goals, especially 1, 2, 8, 12.

Michael Sherwood asked Mr. Cole if going under the bypass with a Trails End extension is a true possibility. Mr. Cole said it could be a possibility but there was no clear analysis to say definitively.

Barton Brierley suggested as a final recommendation that each choice be walked through carefully.

Ken Friday said that the Road Advisory Committee would need to hear any recommendations.

Commissioner Soppe wondered from staff how an underpass could be counted on if the bypass does not happen for some time. **Barton Brierley** said that a pre-bypass option will have to be reliable until a by-pass is built.

Discussion was held regarding whether a limit to the UGB or URA should be put into place until the by-pass does get completed.

Robert Soppe then addressed funding, or the fact that the county will not be counted on to help afford it. Mr. Brierley said that the county should be kept as a responsible agency. The county has certain maintenance funds for these county roads that could be used for longer term improvements instead.

Leslie Lewis spoke about how the county funds can be used, that all counties have lost forest money, and that the amount of resurfacing will be way down this year. 375 miles of county roads need to be maintained each year, let alone with 240 miles of gravel roads. There is a lot of maintenance.

Robert Soppe asked staff to clarify the traffic study figures. Mr. Brierley explained that they started with the land use option #1, and plugged the numbers into transportation analysis zones. ODOT models were used, with certain roads plugged in.

Robert Soppe wanted the commissioners to know that the figures are staff generated. He asked how much of NS-1 alt. C will save from not having to improve Corral Creek. Mr. Brierley said that it is all an issue of timing. Unless all of NS-1 alt. C is built at once, then some of Corral Creek is needed. Barton Brierley then stated that the underlying assumption is that development will begin around the property north of Fernwood and work its way north.

End of Side A, Tape 2

Warren Parrish stated that he is not comfortable moving forward tonight, and would like to see a continuation.

Michael Sherwood recollected from the January meeting that a transportation plan was a necessity for the UGB in the SE part of Newberg.

Leslie Lewis wanted to know from staff if adoption of this Transportation plan has any influence on the URA decisions.

Robert Soppe is willing to address at least one decision tonight before postponing further

Phil Smith recommends starting at the top of the list, even though contingencies exist with other options of the list. Mr. Smith wants the underpass/overpass with Hwy 99W.

Robert Soppe says to cross out option C (Add a lane on southern side of 99W, up Rex Hill).

Alan Halstead believes the only option is right in, right out at Corral Creek. He therefore opts for a Trails End connection to Providence Rd.

Michael Sherwood does not like the amount of traffic that will be using the Hwy 99W and Providence Rd. intersection, and therefore connect the Trails End road to Providence Dr.

Leslie Lewis prefers option A (Traffic goes north under Bypass and west on frontage road to Crestview, coming out to 99W at Providence Drive traffic light).

Warren Parrish likes Mr. Soppe's idea for staff to check into Trails End to Brutscher, other wise he agrees with Mr. Halstead and Mr. Soppe.

Robert Soppe wanted to know if post bypass means that Veritas Rd. will be closed. That was said to be true.

Warren Parrish wanted to know from Mr. Soppe about the desires of Providence.

Robert Soppe explained that the hospital has made efforts to move the placement of the bypass.

Leslie Lewis didn't think it was a done deal.

Terry Cole explained that an agreement between the hospital and parks will carry weight.

MOTION: Parrish/Halstead to continue the deliberation. Voice vote, motion passed.

Barton Brierley said that this topic should be added to the May 31, 2007 meeting.

Robert Soppe wondered of staff if transportation issue is not going to be addressed then let people know so that lawyers are not paid for when the issue might not be addressed.

Phil Smith added that since it is only deliberation, public testimony will not be added to the meeting. Written testimony will be allowed until May 24th.

V. ITEMS FROM STAFF:

Barton Brierley said the next meeting will be May 31. The URA deliberations the Transportation Plan deliberation will be on that agenda.

VI. ITEMS FROM COMMISSIONERS

Leslie Lewis wanted to readdress the land between Newberg and Dundee. She wanted to know if staff has looked into presenting the possibilities. **Mr. Brierley** said that he will bring the information to the next meeting.

Robert Soppe is wondering why Oxberg Lake Estates was granted an exemption, what is the nature of it, and how is it accomplished because other neighbors might want the same status.

Leslie Lewis sat on NUAMC at that time and remembered the residents argued for the exemption. She doesn't know of a written agreement to exclude them.

Mr. Brierley added a distinction between exception lands versus farm land. The 1995 URA included 99 percent exception land, and there were several exception areas that weren't included. The Oxberg area was not as suitable as other exception areas.

Robert Soppe wants a good reason and findings for all their decisions.

Warren Parrish said that the land around Wilsonville Rd. and the new high school are going to be annexed.

Michael Sherwood wondered where all the people are who don't want to be included in the UGB.

VII. ADJOURN

Vice-Chair Sherwood adjourned the meeting at 10:33 PM.

Passed by the Newberg Urban Area Management Commission this 31st day of May, 2007.

AYES: NO: ABSTAIN: ABSENT:
(list names)

ATTEST:

Recording Secretary Signature

~~Print Name~~ Matson Haug 6-28-07
chair

Date

MEETING MINUTES

CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION
Hoover Academic Building
June 11, 2007, 7:00 PM

SUBJECT TO APPROVAL AT THE JULY 11, 2007 NUAMC MEETING

I. ROLL CALL - Call to order at 7:03 pm

Sally Dallas	Leslie Lewis	Alan Halstead
Michael Sherwood	Mat Haug	Robert Soppe

Absent:
Warren Parrish

Staff Present:

Barton Brierley, City of Newberg Planning and Building Director
Elaine Taylor, Associate Planner
Ken Friday, Yamhill County Planning
Jessica Nunley, Assistant Planner (Acting Recording Secretary)

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

MOTION #1: Commissioner Halstead/Commissioner Soppe to approve the NUAMC minutes from May 31, 2007 (Unanimous voice vote) Motion carried.

III. COMMUNICATIONS FROM THE FLOOR (5 minute maximum per person)

Fifteen to twenty citizens were present at the beginning of the meeting, and they were offered the chance to speak on issues not on the agenda. No additional items were brought forth.

IV. LEGISLATIVE PUBLIC HEARING (A continuation from April 25, 2007)

APPLICANT:	City of Newberg
REQUEST:	Recommend approval of Newberg Southeast Land Use and Transportation Plan
LOCATION:	Area south of 99W, west of Corral Creek Rd and Renne Rd, North of Wilsonville Rd, east of Newberg UGB/URA
FILE:	UGB 05-015

Chair Haug discussed how this meeting is a continuation of the April 25, 2007 meeting and discussed whether public testimony would be reopened for the issue tonight. Tonight we are trying to get through

deliberation on the SE Transportation Plan and then we will also go through the URA expansion hearing, starting at 9 pm.

Commissioner Sherwood/Commissioner Lewis to open the issue up for public testimony, all agreed.

Declare Ex parte contact, abstentions, etc:

None declared.

Staff Report:

Barton Brierley gave a brief presentation giving an overview of the SE Transportation Plan. He has given the staff report in more detail in past presentations. The staff recommendation is to open public testimony and adopt the plan.

Ken Friday thinks that the report needs to go the local road advisory committee and also to make sure that there are no budget line items stating that the county will fund any of the improvements proposed.

Questions for Staff:

No questions

PUBLIC COMMENT

Keith Nakayama, 5390 SE Byron Dr, Portland, OR 97267 – Because this is a legislative procedure, the questions you are asking about transportation are inappropriate. There should be a set of plans that incorporate the development of the SE area regardless of whether the bypass is built. It needs to be in a logical way, and it can't be logical if these properties aren't brought into the URA/UGB. SE area has lots of reasons for this to happen, the school is planned in the area, and the property owners are willing to invest in development in the area. If there is a transportation plan identified and the properties all come in, development won't be piecemeal. ODOT has placed a lot of burden on the city to solve the problems, when all the traffic doesn't originate in Newberg.

Commissioner Sherwood wondered if he was saying that there shouldn't be a contingency for the transportation plan whether or not the bypass is built.

Keith Nakayama – no, but there is too much detail being focused on right now. We have to move forward with confidence that we can develop a transportation plan that works.

Larry Bowe, 1001 Providence Dr, Newberg – Chief Administrator, Providence Hospital – Has been an administrator at many Providence hospitals, and two of them had a busy thoroughfare across from the hospital. Many people at the hospital are old and frail and have difficulty crossing the street. He is opposed to anything that would increase traffic on Providence Dr. Providence will be building offices across the street and they are concerned about safety. He doesn't want anything that would cause traffic to cut through to Providence Dr to 99W.

Commissioner Soppe – this is a public road, correct?

Larry Bowe – yes and it will connect with Hayes St in the future.

Commissioner Soppe – why do you think there won't be proper safety measures?

Larry Bowe - a stoplight would be appropriate if there were a connection.

Commissioner Soppe – if we can do proper safety measures, what is the issue of having extra cars?

Larry Bowe – we would rather have them go around us.

Commissioner Sherwood – your future medical centers, are you planning parking over there? Larry Bowe – yes. **Commissioner Sherwood** – then why would patients cross the road? Larry Bowe – patients would often be there doing different things and visiting offices in both areas. **Commissioner Sherwood** – Haven't you seen the plan showing Providence Dr connecting with Trails End only around a ½ block from 99W? Larry Bowe – I can't recall. **Commissioner Sherwood** – I believe that it's a short distance and your new medical center will be further south from that. **Commissioner Haug** – you won't get a traffic light unless it's warranted.

John Bridges, 515 E First St, Newberg, OR 97132 – I'm here mainly for an opportunity to answer questions, I don't want to be repetitive from the earlier hearings. Wanted to make sure everyone had the Lancaster memos discussing the new traffic numbers with different connections.

Commissioner Haug – This was just put in front of us tonight, so if there is anything of substance, you should go ahead and say it now.

John Bridges – one thing that was attached to the letter was the acreage of the Providence site. It's about 2.8 acres, right up next to 99W, there's a lot that can be done with that area and it will be used in the future. I also gave you some Providence layouts that are today and some St Vincent's layouts that are today. I know we don't like to think that we are like Portland, but both of those facilities started with one facility. Now there are significant structures throughout the whole area and they are tearing down old buildings to build new ones. The reason that they spent so much time trying to rework the bypass route is because this is all the land that Providence has and they need to make the most of it. They are planning for a 50-year window for this regional medical center. They will use all that land to the east of Providence Drive and probably have buildings up to 99W. We had to do a comparison between this site and the old site on Villa Rd for traffic counts. You're right that Providence Dr is a public road, but you'll see from my letter that we've always had an issue with it being used for that and for connectivity purposes. A doctor got hit by a car at the Villa site (one of reasons that Providence moved from there was because of traffic). There are going to be too many vehicles there, and a lot of trips will go south on Providence Dr without ever having to go on 99W to get to Fred Meyer. The Lancaster memo gives traffic counts for the scenario using the assumption that people will turn left on 99W to get through to Fred Meyer.

Commissioner Sherwood – were you inferring 1100 cars at peak hour? As I recall, you were saying Fernwood could handle 3000 cars? John Bridges – no, there's a difference between the capacities on roadways vs intersections. A road by itself has a tremendous amount of capacity. Providence is one of the main institutions of this community and sometimes institutions need to be treated differently. One reason you should do that is because you have safety involved here. The comprehensive plan says you locate schools in other places for safety reasons – showing that you should treat institutions differently than other uses.

Commissioner Soppe – The second page of your letter says that if the road were placed where Mr Ard says it should be, it would still be significant number of trips through the campus. Are you referring to the 1800 trips as significant? John Bridges – essentially what he's saying, 80-100 additional would turn south on that road. So 1/7 of the trips turning south is significant. **Commissioner Soppe** – with the east west connection, he says 1527 during the evening peak hour, where does the extra 800 come from? John Bridges – I'm remembering approximately 1100 w/out the east west connection and 1700 with the connection. John Bridges asked **Barton Brierley** for clarification on the number in the report - 1527. **Commissioner Soppe** – the point is 430 total vehicles to be added. John Bridges – he's measuring the 1527 number at Providence and 99W, the 80-100 go south so they aren't added in that number. **Commissioner Soppe** – 80-100 is 10% of the traffic, I don't see that 10% being a safety issue. South of the road, 80-100 doesn't seem significant. As far as north of the intersection, we have some measure of control over safety. If we have a traffic signal it seems like it should be a fairly safe environment. John Bridges – what do we want to make it? Schools are in areas where pedestrians are king. I'm suggesting

that in order for pedestrians to be king for this institution, we shouldn't have public roads through the campus.

Commissioner Soppe – In showing the maps of the other campuses, none of them have public through streets? John Bridges – that's correct, the public roads terminate at the campus.

Commissioner Soppe – I'm concerned with the discussion that cars will want to take this route to Fred Meyer. One of my concerns with not implementing this is the short term solution of not having the east west connecter. These same cars that would turn south would instead be routed out on a longer route. John Bridges – That route would be a designed collector street and I don't think it would be the same cars that would be using Providence Dr to cut south.

Commissioner Haug – I'm concerned that the concept of the top quality medical complex that we envisioned is being nitpicked away. I'm remembering that we would have a protected enclave with a service road. John Bridges – when Providence annexed the land, there was an original east west connection planned. We advocated that even connecting with Hayes St to the south would be a big mistake. Only later did this east west connecter get moved north up to the property line (although the Springbrook Oaks master plan wasn't amended). Providence didn't want any part of the connecter, but wasn't willing to push it for the hearing. They got assurances that whatever was built would be mitigated. All Providence wanted was a closed campus.

Commissioner Lewis – why would you have Providence Dr as a public road? Is it a city street? John Bridges – yes. **Commissioner Lewis** – why wasn't it just kept as a private road? **Barton Brierley** – it is a city street. **Commissioner Lewis** – why was it dedicated instead of just keeping it as a private road? **Barton Brierley** – because it was a requirement of the UGB and annexation and part of the traffic study for the hospital showed some of the trips going south. Part of the solution was to provide access to the south so that all the traffic wouldn't have to use 99W. John Bridges - Respectfully disagrees with **Barton Brierley**. Part of the property was in the city zoned commercial, when we looked to annex the rest of it, answer to the TPR question was that we'd agree to a trip cap so the hospital would be a net neutral impact to 99W. **Commissioner Lewis** – bottom line though is that during annexation you agreed to Providence Dr being a public street. John Bridges – that was a condition that was apparent we weren't going to get around.

Michael Cerbone, 5415 SW Westgate Dr, Portland, OR 97221 – submitted written testimony. Concurs with staff's findings and thinks SE Transportation Plan should be approved.

Ellyn L Stouffer, 31755 NE Corral Creek Rd, Newberg, OR 97132 (PO Box 220, Lafayette, OR 97127) – On April 13, 2007, there was an accident between Schaad Rd and my driveway involving me as a pedestrian and a Mazda pickup truck. It came around the corner about 60 mph and hit me as I was walking home toward the driveway. I feel that there needs to be something done about the traffic issue in that area. Cars drive by at insane speeds and there are times when I'm worried I'll be clipped by a car getting the mail.

Commissioner Soppe – Asked for clarification on where the accident happened. Ellen Stouffer – it happened south of Schaad Rd.

Grace Schaad, 31525 NE Schaad Rd, Newberg, OR 97132 – In listening to John Bridges talk about the traffic impact at Providence, where are those cars going to go? On Corral Creek and Veritas, etc. The only acceptable solution is to take traffic off Corral Creek Rd at a controlled intersection. Traffic must be kept off Schaad Rd and Renne Rd – Schaad Rd must not be allowed to become the new N1. Grace Schaad handed out data about accidents in the area. There has never been a traffic count done on Fernwood/Corral Creek Rd, and requests that NUAMC require staff to do this count from 6-8 am and again from 4-6 pm weekdays and be counted by a neutral party and not by Lancaster. Should be done by someone who has no vested interest in what happens in this area. Because she drives lower Corral Creek road most days I know that there has been an increase in traffic due to the Greens development.

Commissioner Sherwood – have you noticed an increase in traffic on Schaad after the Greens development? Grace Schaad – yes, and I know there has been a request by the school district for the road to be improved.

Commissioner Soppe - I like the idea of closing Renne, and doesn't that address some of the info you've handed out? Grace Schaad – it certainly does address some of them. **Commissioner Soppe** – 99W at old Parrett Mt, tell me how that's relevant. Grace Schaad – it's a very dangerous intersection because there's no line of sight. It's an easy option for people coming south on 99W to cut in on those roads to get home to the Greens. **Commissioner Soppe** – what can we do in our transportation plan to stop people from using old Parrett Mt road? Grace Schaad – continue on from the roundabout at Fernwood, straight down to the connection so that the roads stay within the developed area. **Commissioner Soppe** – do you have any other objections to what we're looking at tonight? Grace Schaad – no, I don't.

Dorothy Roholt 31150 NE Schaad Rd, Newberg, OR 97132 (corner of Corral Creek Rd and Schaad Rd) – since the most recent meeting, we've had two accidents there. The big culprit seems to be speed and that there's no visibility at that corner. Aligning a road south of that and not taking the hill into account would just exacerbate the problem. Cars are traveling faster and faster and it seems that straight lines would make them go even faster. The area seems to be a playground for vehicles, people are pushing the speeds and young people are chasing each other up and down the roads in their cars.

Commissioner Soppe – Don't you see NS1 as taking away some of the traffic and mitigating the problem? Dorothy Roholt – it would take traffic away from Schaad Rd, but improving the roads would make the people go even faster.

Dorothy Roholt – Renne and Wilsonville connection would work well. All of the issues come with additional trips, and anytime developers are agreeing with this, it makes me worry.

Final Staff Recommendation – No additional comments and we recommend that the Commission go through each area one by one.

Commissioner Haug closed public testimony at 8:14 pm.

Barton Brierley showed each area individually with issues and recommendations and the commissioners deliberated on each one:

1. Renne Road – After construction of north/south road, prohibit access on Renne Rd. There are a number of options and we don't have to decide tonight, but basically we want to control traffic there and keep it to local traffic.

Commissioner Soppe clarified whether what we were asking was if we were just looking for a yes/no answer to shutting off Renne Rd access. **Barton Brierley** – yes.

Commissioner Halstead – how would through traffic be prohibited? **Barton Brierley** – probably by using removable bollards or a locked gate. Maybe some sort of turnaround if there wasn't a way to turn around at that point. **Commissioner Halstead** – would we shut it at one point or at both ends? **Barton Brierley** – probably at the end, but it could really be anywhere. There's also the possibility of internal connections, there are several options and we don't have to settle on one now.

MOTION #2: Soppe/Lewis to accept Renne Rd alternative A (eliminating through traffic). Motion passed 6-0.

2. Schaad Rd – Discourage large volumes of traffic; place gate(s) if necessary.

Commissioner Soppe asked for clarification on the alternative legs of the possible configuration. Of the three the first one sounds the most practical. He discussed the different transportation alternatives for the people who live near Schaad Rd.

Commissioner Haug – I don't want any new traffic going up Schaad Rd. I'm not satisfied with this alternative.

Commissioner Lewis asked for clarification on **Commissioner Haug**'s position.

Commissioner Haug – we need to come up with more creative traffic control for the area. **Commissioner Halstead** – we could add speed bumps to the washboards.

Commissioner Soppe – I'm assuming that if NS1 were in place the local folks would be in favor of this. How about saying that as soon as NS1 were built, we'd put a gate on Schaad. To me this has merit. I think having NS1 as the trigger for traffic counts makes sense.

Discussion about where the traffic would be coming from if there was a north south road and you could also go east and west off it.

Commissioner Haug would like to postpone decision on this until we know where this north south road will go.

MOTION #3:Sherwood/Halstead to table discussion on Schaad Road –, voice vote, passed

Commissioner Lewis – When we get back to this decision, I don't want the trigger to be just the north south portion of the connector; we need to plan for the development of the area.

3. Location of the north/south road – NS1/A, NS1/B, NS1/C – **Barton Brierley** showed each of the options coming off the roundabout on Fernwood.

Commissioner Soppe – With alternate B, it sounds like the big motivation is to discourage traffic on Schaad. If we blocked off Schaad, doesn't that make options A and B unnecessary? **Barton Brierley** – yes.

Commissioner Sherwood – why does option C curve like that off the roundabout? **Barton Brierley** – we were trying to follow topography along the slopes. The location is still pretty flexible, they are just conceptual.

Commissioner Haug – **Commissioner Sherwood**, are you suggesting a different design? **Commissioner Sherwood** – yes, to the east a little bit and a little straighter.

Commissioner Soppe – to clarify, for option C, is it just to give a direct route from the roundabout to 99W? **Barton Brierley** – yes.

Commissioner Halstead – can we change the route from hilliest to most scenic?

Commissioner Lewis – I'd like NS1 to not connect to Corral Creek. I'd like it to be alternative C or something similar. I'd like it not to connect to Corral Creek because of the issues we already know with bad roads and bad driving. I don't know how improved Corral Creek would be, what would the city do? **Barton Brierley** - it depends on the choice you make. If you choose C, there would be little modifications to Corral Creek. **Commissioner Lewis** – but what if it went onto Corral Creek? **Barton Brierley** – everywhere the road took Corral Creek, it would be fully improved at least on the west side. **Commissioner Lewis** – because you'll still have rural uses on the east side and farm machinery, it'll still be used for agricultural use and I don't think city traffic is compatible with that. I prefer alternative C.

Commissioner Halstead – There is a difference in perception between hilly and scenic. I like alternative C and I don't want to see any connection to Corral Creek. We need a buffer between rural uses in the east and urban uses in the west.

Commissioner Sherwood – Alternative C is my preference. The other two alternatives don't solve the sight and speed problems. Even the curve on alternative C looks dangerous just north of the roundabout. Straightening it out would help the problem.

Commissioner Soppe – I've been a fan of alternative C all along. Two negatives are the steepness of the road and the cost. Cost is more than dollars; the cost of C is borne by SDCs and also by the development of the properties in the area. One of the problems with A and B is the amount of non-developer money that would have to go into them.

Commissioner Haug – Agrees with everyone and especially with **Commissioner Halstead** about finding creative ways to keep traffic off Corral Creek and Schaad. I think it's pretty clear that C is the best alternative.

Commissioner Dallas – I like alternative C and think it could be developed safely and keep traffic off the other roads. C makes sense to me.

MOTION #3: Halstead/Sherwood. Motion to recommend NS1 alternative C (west alignment avoiding Corral Creek Rd.

MOTION #3A: Haug/Sherwood to amend the motion to specify that staff pick the safest alignment of alternate C.

Commissioner Soppe – I don't think we need to be that specific at this point. On the other hand, like Mr. Bridges brought up about the potential alignment of the east west connection, I don't want to see the road alignment change and have it not get built. **Commissioner Haug** – that's what my motion is meant to accomplish, a little bit of certainty.

VOTE ON MOTION #3A (Amendment – safe alignment) 5 yes, 1 no (Soppe) . Motion passed

MOTION #3B Lewis/Sherwood Move to amend the motion to say that any development in the southeast would not have access to Corral Creek Road

Commissioner Soppe – I have a problem saying that at this point. I support the general concept of the idea, but we're doing a URA amendment right now, not a specific plan. **Commissioner Haug** – I agree with **Commissioner Lewis** that I don't want any driveways.

Commissioner Lewis – at some point someone talked about how the Mountainview extension was done. There's a development there that doesn't face Mountainview, all the houses face the internal roads. That's what I'm talking about.

VOTE ON MOTION #3B (No access to Corral Creek Rd. 3 yes (Haug/Lewis/Sherwood), 3 no (Dallas/Halstead/Soppe). Motion failed.

Commissioner Soppe states that what we've approved as C stays in the SE area and does not connect to Corral Creek Road anywhere else with the exception of the connection to the north

VOTE ON MOTION #3 (Accept west NS alignment C as amended #3A, safe alignment). 6 yes, 0 no. Motion passes.

Discussion was held regarding whether we should postpone this hearing now and go onto the next hearing.

MOTION #4: Soppe/Dallas Motion to return to this hearing on the SE Transportation Plan after the hearing on the URA expansion, which may be at the next public meeting. – voice vote passed unanimously.

APPLICANT:	City of Newberg
REQUEST:	Recommend approval of 2007 URA Expansion
LOCATION:	Various
FILE:	URA-05-010

Chair Haug opened the hearing for this item at 9:05 pm and turned it over to staff for the staff report.

Declare ex parte contact, abstentions, etc.
None declared.

Staff Report

Elaine Taylor gave a presentation regarding the URA expansion. She reiterated that this is a continuation of the May 31, 2007 meeting and tonight's staff report will especially focus on issues raised at that meeting as well as being an overview of the issues. Priorities are to add exception lands to the URA.

The staff report for tonight is composed of the previous report as well as a new memorandum based on issues raised at the last meeting. Elaine reviewed the decisions to date that NUAMC has made on the various URA issues and areas. She also presented new information to NUAMC based on their requests at the last meeting (Putnam & Benjamin Rd info and statistics; South St Paul Highway area and the Jensen property inclusion; Southwest area analysis)

Questions for staff

Commissioner Lewis asked for clarification on the tax lot of the property that we added in the South St Paul Hwy area because we received a letter from a Kilgore and she wanted to determine where she is located.

Commissioner Haug – what is definition of improved land? **Elaine Taylor** – how much of the value of the property is in the buildings vs. in the land itself.

Commissioner Soppe wanted a rough idea of what land is worth inside the city. **Barton Brierley** – developed land in the city is around $400,000 an acre (improved land with utilities, streets, etc.), as a guess.

Public Testimony

David Jensen, 14791 David Ct, Newberg, OR 97132 – has concerns about the way the boundary change is being improved. The polling of the residents is incomplete because it doesn't take into account the rest of the community besides just those people that live on Benjamin Rd. The NE community has strongly demonstrated that they don't want the city to grow in their direction. I want my representatives to respect our desire to not have the city grow into our part of the county.

Commissioner Soppe wanted clarification on why the polling of the residents was incomplete. David Jensen said that the impacts of the growth impact the people that are a couple rings outside of the immediate properties and he wants those people to be considered.

Vicki Shepherd, 30230 NE Benjamin Rd, Newberg, OR 97132 – Concerned that the original paper she got didn't have the polling of neighbors that she did. She clarified that the people that weren't able to be contacted by the city's polling were the ones that we already said couldn't be served by utilities. Said that the 30 acres of Benjamin Rd won't make a big difference in land area, and wanted the commission to take into account the will of the neighbors/owners.

Commissioner Soppe thanked her for her research and then questioned the statement that because it's only 30 acres, it's not important. He reiterated that we need to make a legal argument for why we don't include certain lands. As he understands it, consent of the owners is not a criterion for non-inclusion.

John C. Jensen, Jr., 8630 NE St Paul Hwy, Newberg, OR 97132 – wrote a letter and wanted it added to the minutes. Is willing to answer any questions the Commissioners had on his written testimony.

Commissioner Soppe wanted clarification on the location and use of the Jensen property. John Jensen – not currently doing much with crops, some cattle and things like that. **Commissioner Soppe** clarified his (Jensen's) fear about development constraining his ability to farm. John Jensen – it's just the facts that people don't like the noise and smells of farming and cattle and things like that.

Dorothy Roholt, 31150 NE Schaad Rd, Newberg, OR 97132 – Has concerns about bringing in the SE corner because it extends down further than she would think of as a possibility. It extends into areas being used for agricultural uses and seems unnecessary. Would like to see agriculture land used for agriculture as long as possible. **Commissioner Soppe** clarified that she's mainly concerned about the properties south of Wilsonville Rd and not north. Dorothy Roholt said that she is more concerned about the properties south of Wilsonville Rd because it starts extending so far.

Jon Mangis, 920 Sahalee Ct SE, Salem, OR 97306 – Is here only to answer any questions the Commissioners might have regarding bringing the Mangis property into the URA. (No questions – the Commissioners already approved bringing the property in at the May 31, 2007 meeting).

Late Correspondence
Barton Brierley read aloud a letter from Warren Parrish regarding bringing his property into the URA.

Elaine Taylor read aloud a letter from Dave Halsey to consider extending the URA boundary to at least the length of the future high school site so that the area would be considered for future transportation planning.

Elaine Taylor read aloud a letter from Ruth Kilgore regarding her property on St Paul Hwy.

Commissioner Lewis said that she spoke with a woman that lives on Roedel Rd who would like to be in the URA and wanted clarification on where that was located. **Barton Brierley** showed the area on the map. (it was located outside the study area)

Deliberation -- Barton Brierley showed each area individually with issues and recommendations and the commissioners deliberated on each one:

Benjamin Rd area

Commissioner Lewis said that she drove out to the area and wanted to discuss her observations. Didn't realize that the five properties west of Lakeshore Dr weren't part of Oxberg Rd (clarified that with Dick Patrone). If we only bring in the east side of Lakeshore Dr, we'd have a strange configuration of parcels in the URA. She would not like to bring in any parcels west of Benjamin Rd. Everything west of Benjamin should just stay with Oxberg and not come in.

Commissioner Halstead – The properties to the west of Benjamin all the way through Oxberg are already committed to development and they should all be brought into the city.

Commissioner Lewis – I understand **Commissioner Halstead's** point that it's already developed property, but it's not buildable land and it's not supposed to just increase the city's tax base. Why else bring property in unless you have a redevelopment potential?

Commissioner Sherwood agrees with **Commissioner Halstead** and wanted to address Mr. Jensen's comments about the neighbors. He wanted to clarify that the Commission takes the neighbor's wishes into account but makes their own decisions. He is in favor of bringing in the properties because he saw a lot of manufactured homes and a big opportunity for redevelopment.

Commissioner Soppe – I'm confused by **Commissioner Lewis**' statement about having city on one side of the road and county on the other side. He likes her idea from an earlier meeting of moving the boundaries to property lines. He doesn't have a problem with bringing in one side of Lakeshore. Seems like a lot of redevelopable property in this area. We have a legal authority to annex, but I've never heard of somebody being annexed that didn't want to. On the other hand, I have a hard time pushing people into the URA that don't want to come in. How much of an obstacle is it to justify not including these properties?

Commissioner Haug – this is URA that goes out 30+ years. Assuming the McClure property gets developed with city services, there will be utilities in this area. According to the criteria, this is prime property to bring in. The only problem is bringing people in that don't want to come in. He disagrees with **Commissioner Lewis**' earlier statements that these big parcels with big houses aren't appropriate for the city. There are different options to develop the properties that don't have to mean 10 houses per acre. There are ways to solve development along two sides of the same road (brick walls, etc.) to deal with the Lakeshore Rd problem. The property owners don't have to ever develop, but if we follow the rules we should bring this in.

Commissioner Dallas – Still somewhat mixed on this area. She has mixed feelings because of its proximity to Oxberg. Her main objection is because the owners don't want to come in.

Commissioner Lewis wanted to clarify her position on the Lakeshore Rd issue. She said that the area feels like a neighborhood and the two sides of the road go together.

Commissioner Soppe started a discussion about the McClure development and its ramifications for development without city services.

Commissioner Soppe – if we're just talking about bringing the parcels west of Lakeshore into the URA, what's the damage with that? **Commissioner Lewis** and **Ken Friday** – being in the URA puts restrictions on their uses and adds more process per the city/county agreement. Discussion was held regarding county development and zoning rules (i.e. Goal 14 restrictions, M37, etc.).

Commissioner Lewis discussed possible annexations of the properties in the future, and wondered if the city would let a property become an island. **Commissioner Soppe** said he didn't know of the city forcing

someone to annex, it's very unusual for that to happen. **Commissioner Halstead** recalled the city annexing various islands in the city several years ago.

Commissioner Soppe – at what point do taxation rates change? **Commissioner Lewis** – the rates only change upon annexation because property in the UGB/URA is county land. **Barton Brierley** – if the zoning changes the county assessor can reassess the tax rate.

Commissioner Soppe – what kind of a difficulty does it create to include these properties with relation to others? **Barton Brierley** – you have to take properties in order, you can't stop and leapfrog. You have to include all the exception land within a quarter mile unless you can show that it can't be reasonably served with utilities. **Commissioner Soppe** wanted to know what the justification was for excluding Oxberg. **Barton Brierley** – topographic and practical difficulties with extending utilities because it's already developed, lines would have to be extended throughout the development.

Commissioner Soppe likes **Commissioner Haug's** argument that properties in the URA don't have to develop anytime soon.

MOTION #5 Sherwood/Soppe Motion to include all six properties in the Benjamin Rd area (west of Benjamin Road) into the URA — 5 yes, 1 no (Lewis). Motion passed

Putnam Rd Area

Commissioner Soppe wanted clarification on where utilities would be in relation to these properties. **Barton Brierley** – the property to the west of Putnam is in the city limits. We anticipate a sewer line crossing the creek to serve the property and it would most likely be extended in Putnam to serve the area, same as the water line. We can't serve the property at the very south because of topography.

Commissioner Lewis – Definitely opposed to bringing this area in. It's an area of very nice homes on large lots. **Commissioner Haug** discussed the idea of doing a zone with large lots in the city, maybe R-0, to maintain large minimum lot sizes. **Commissioner Lewis** – Is disturbed by the idea that you shouldn't have rural residential because we do have a lot of it. **Commissioner Haug** is for large lots but against the lots adding to the traffic, noise, etc while benefiting from the city. **Commissioner Lewis** discussed the rural infrastructure and maintained that rural residents pay dearly for their own infrastructure.

Commissioner Soppe – We aren't requiring the properties to come into the city, only the URA, so what's the damage to bring them in? **Commissioner Lewis** – there are restrictions, even though they really aren't that onerous. The main thing is that they don't want to come into the city and don't want their property to be redeveloped. The point of this exercise is to bring in buildable land and if these people are never going to develop, what's the point of bringing them in? **Commissioner Halstead** – we don't know what people will want in 10-15 years. Maybe they will want to develop at that point.

Commissioner Soppe – Can you really say what you see happening with your property in 20-25 years from now? We're just giving the people options by bringing them in. **Commissioner Lewis** voiced fears that at some point a future city council might force the people to annex. **Commissioner Soppe** said that although forced annexations can happen, it's unlikely.

MOTION #6: Lewis/Halstead Motion to not bring in the Putnam Rd area. — 2 yes(Halstead/Lewis) -4 no. Motion failed.

MOTION #7: Soppe/Dallas: Motion to include all of the properties except the two at the bottom that are unserviceable. 5 yes -1 no (Lewis). Motion passed

Wilsonville Rd SE

Barton Brierley reiterated that there was testimony regarding this area, and went through the options available.

Commissioner Haug said he spoke with Warren Parrish and said that Parrish feels that he's being forced to develop because of the development planned for the area. It's an unfair market position to put him in because it would be hard to sell if he weren't brought in. He said that his land is no different from the land across the street that is being included.

Commissioner Dallas – Discussed the fact that Parrish said that 10-15 acres isn't a viable area to farm. Thinks that if we bring it in, we bring it in complete.

Commissioner Haug – I also agree that we bring the whole thing in.

Commissioner Soppe – big concerns with bringing the property in its entirety. He had questions about the property's current use. **Commissioner Haug** said there are llamas and sheep, some crops, used to be plum trees. **Commissioner Soppe** – if we don't bring this in, how will the development of the adjacent areas impact his ability to farm/raise animals and wheat? **Commissioner Haug** said the argument that the other people were making were that farms don't go well next to residential areas. **Commissioner Lewis** clarified that people don't like the noise, dust, sprays, etc. **Commissioner Soppe** – So if we brought this property in, we'd be pushing that exact problem off on the neighboring properties.

Commissioner Sherwood is in favor of bringing in the property in its entirety.

Commissioner Halstead – The property to the west of Parrish Rd is relatively committed farms and won't be impacted by farming practices. There's a barrier of Wilsonville Rd between this property and development and he doesn't see the use of bringing it in.

Commissioner Lewis – agrees with Warren Parrish that the golf course is going on an old filbert orchard and the land is really not different than his. However, she agrees with **Commissioner Soppe** that it would just push the issue onto neighboring properties and then they'd want to come in also.

Commissioner Soppe – Discussed the argument that CPRD made when they annexed the land to the north, that it's still preserving agriculture for the future – could still be planted with crops if need be.

Commissioner Haug – what is the exception for bringing this in? If he wants in and we need the land, I'll vote to bring it in.

MOTION #8 Sherwood/Dallas Motion to bring in the Wilsonville Rd SE/Parrish property into the URA – 6 yes, 0 no. Motion passed.

Jensen Property

MOTION #9 Lewis/Sherwood Motion to bring in the Jensen property and Kriger property to the north.

Commissioner Soppe – If residential is inappropriate between agricultural and industrial, what is appropriate? **Elaine Taylor** – agricultural next to industrial is a better fit. **Barton Brierley** – we recommend that the entire area be industrial, and his property remain agricultural and outside of URA. **Commissioner Soppe** – could we bring this property in as industrial? **Barton Brierley** – yes. **Commissioner Soppe** – Can we make the argument for this one to come in as industrial with the 10% slope? **Barton Brierley** – That's why we recommended denial. To make the argument for inclusion, you'd have to say that it was close enough to 10% to be useful for industrial. **Commissioner Soppe** – will the legal system challenge this one and then what would happen? **Barton Brierley** – they usually either accept it or re-

mand it. **Commissioner Soppe** – I'm concerned that they'd throw out or remand the whole industrial area because of this one property.

Commissioner Haug – It upsets me that we have to bring in agricultural land for any reason but to accommodate expansion of the city it's necessary. This property is unused now for row crops so I say we should bring it in.

VOTE ON MOTION #9 (Jensen, Krieger properties) Yes 5, no 1 (Soppe). Motion passed.

SW Area Analysis
Barton Brierley recommends that NUAMC have staff go out and poll these people to see if they want in.

Commissioner Soppe – this is the six pieces that I was thinking of so I like how you split it up.

MOTION #10 Commissioner Soppe/Commissioner Sherwood Motion to ask staff to poll the property owners in the southwest area as shown on staff's map.

Commissioner Lewis – the Home Acres area doesn't look like it has much possibility so I would have left out area 2.

VOTE ON MOTION #10 (SW poll) Yes 6, no 0. Motion passed.

Commissioner Haug reminded everyone that the next meeting would be on July 11, 2007. **Commissioner Lewis** wanted to know why they would possibly be hearing another quasi-judicial URA hearing at the same time as they are having these legislative hearings. **Commissioner Lewis** wanted to know whether staff counseled the applicants to not follow up based on the history of the past few applications.

Commissioner Soppe raised concerns that the URA hearing not be heard at the next meeting due to having to continue these two hearings. Discussion was held on appropriate scheduling of the hearings. The Commission does not want to hear the Maerz on the same night as other deliberations.

V. ITEMS FROM STAFF:
No items.

VI. ITEMS FROM COMMISSIONERS
No items.

VII. ADJOURN
Chair Haug adjourned the meeting at 11:13 PM.

Passed by the Newberg Urban Area Management Commission this 11th day of July, 2007.

AYES: NO: ABSTAIN: (list names) ABSENT:

ATTEST:

Dawn Karen Bevill
Recording Secretary Signature

Matson Haug 7-12-07
Print Name Date

MEETING MINUTES

CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION
Newberg Public Safety Building - 401 E. Third Street - Newberg, OR
Wednesday, July 11, 2007
7:00 PM

I. ROLL CALL

Leslie Lewis (arrived 7:04 p.m.)	Robert Soppe	Matson Haug (Chair)
Alan Halstead	Michael Sherwood	
Sally Dallas	Warren Parrish	

Absent:

Staff Present:
Barton Brierley, Newberg Planning and Building Director
Ken Friday, Yamhill County Planning Division

II. OPEN MEETING Chair Haug called the meeting to order at 7:01 p.m.

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

MOTION #1:Commissioner Sherwood/Commissioner Soppe to approve the NUAMC minutes from June 11, 2007.

Commissioner Soppe - noted Motion #8, page 14. Stated he does not believe he voted in favor of the motion, but couldn't say with certainty.

VOTE ON MOTION #1: (Unanimous voice vote) Motion carried.

IV. COMMUNICATIONS FROM THE FLOOR (5 minute maximum per person)
Ten to twelve citizens were present at the beginning of the meeting, and they were offered a chance to speak on issues not on the agenda. No additional items were brought forth.

IV. LEGISLATIVE PUBLIC HEARINGS (A continuation from June 11, 2007)

1. APPLICANT: City of Newberg
REQUEST: Recommend Approval of Newberg Southeast Land Use and Transportation Plan
LOCATION: Area south of 99W, west of Corral Creek Road and Renne Rd., North of

Wilsonville Rd. east of Newberg UGB/URA
FILE: UGB 05-015

Chair Haug discussed how this meeting is a continuation of the June 11, 2007 meeting. The public testimony both written and oral have been concluded. We will pick up with the staff summary and will continue deliberations.

Barton Brierley reviewed the decisions that have been made to date, the location of north/south road and the general configuration recommended. Decisions that still need to be made are how to access Highway 99W both before and after the bypass is constructed, accesses on Schaad Rd., phasing the project, funding and financing, and an overall recommendation.

There are 4 options (A - D) on how to access 99W before the bypass is constructed.

1(a) Allow that connection at Corral Creek Rd. with management to the intersection. Management would be limiting turn movements and ultimately closing the intersection as volumes increase.

2(b) Construct that part of the interchange. This is an expensive option. Technically doable but financially, probably not.

3(c) Connecting it to Providence Drive and having a road connect east/west that would connect either Corral Creek or to the north/south road directly to connect over to Providence Dr. so access could be made through the current signal at Providence Dr. There are some challenges, such as the creek would need to be crossed and the bypass would need to be crossed. There is some topography issues there.

Commissioner Lewis - the bypass would have to be crossed and at one point we were going to ask ODOT whether or not, because of where the ramps will be in that location, could this actually be under the bypass. Did we get the answer to that question? **Barton Brierley** - We've got a preliminary answer and ODOT will be working on a study to give us a more definitive answer. Looking at the map and the topography, it would go under the bypass at that location. There would have to be some structure built to go under the bypass.

Barton Brierley reviewed option **4(d)**. To simply wait and not allow development in this area until the bypass is constructed.

Chair Haug asked each member to comment on the options and asked Ken Friday for his opinion.

Ken Friday - appreciates having the opportunity to comment but doesn't have a strong opinion on any of the options.

Commissioner Soppe - From the county's point of view on the Corral Creek intersection, does the county see any need to change that without the area being developed? **Ken Friday** - The county Public Works Dept. in the past has voiced concern about that intersection. It has safety problems and with added traffic would not be the best option. In the long term, the county would be supportive with closing that off or limiting it to some degree.

Commissioner Dallas - would rather pass at this moment.

Commissioner Soppe - option (b) is a possibility but can't see having the money to do that. Just doing option (a) is a concern since that is a long distance to get from the north end of the northeast

property and can see a lot of pressure occurring directly to the east. There are concerns about extending Trails End Rd. west, but something of that general nature is in the city's TSP. I can certainly lean towards restricting the amendments until after the bypass. My order of preference is (d) first and (c) second.

Commissioner Haug - asked to see the maps for (a) and (c) and pointed out his thoughts on each with his preference of building an additional ramp to exit towards Sherwood.

Commissioner Sherwood - Fernwood/Brutscher is going to cause a traffic mess down there and is my last choice. Corral Creek is third and I can't see that happening without the bypass. Using an east/west road on Trails End over to Providence Dr. is my first choice and option (d) to do nothing is my second choice. I'm inclined to lean towards Trails End and if the bypass does happen, won't have to go under the bypass when it's built. **Commissioner Lewis** - if you do the Trails End into Providence you wouldn't in the future have to do the Corral Creek underpass and going onto the frontage road and connecting up with Crestview. **Commissioner Sherwood** - That's correct. It gives you Newberg and Sherwood options.

Commissioner Lewis - asked to see the options on the screen once again. I agree with what's been said about option (b). The question has been asked if the county was going to do something about Corral Creek Rd. anyway. It is in our TSP, but we don't have any funding source and it is something the county has recognized for a long time. There is a whole list of intersection improvements all around the county that need to be done with no way to fund. Having said that, if we're looking at it as something that would get done as part of a UGB annexation and a new development, it would certainly be one to consider doing, but it will not be enough to deal with the transportation issues of all of the potential development in the southeast area. There are difficulties if you rely only on option (a) if you only fix the Corral Creek intersection. I could go with (d) being first, and then (c) and (a) together and (b) off the table.

Commissioner Halstead - option (b) is a no go. If you institute (d) and restrict UGB amendments until after the bypass is in you're going to penalize not just the people in the northern part but everyone down to Wilsonville Rd. Providence has concerns about extending Trails End Rd. I would like to change the wording in option (a), regulating turning movements from Corral Creek to 99W, close it off as necessary and redirecting traffic to the Trails End. Traffic would not go down to Fernwood/ Brutscher but on an extension of Trails End Rd. I can see Corral Creek or the immediate 2 - 3 years being a viable option for access into that area, but after that the Trails End crossover with a light at Brutscher St. is the most viable option in the long run.

Commissioner Parrish - there is no money for option (a). We need to realize all the implications and public safety is very important. Option (b) is a nice idea but there is not definitive funding for it. There's an option that ODOT's staff has not presented. If you look down from Old Parrett Mountain Rd. and went from Corral Creek Rd. and go over towards 99W there is a road right now that goes over to the golf course. If you draw a straight line from that area past the north end of the first nine that is now constructed you can have your east/west road. I understand that Providence doesn't like that idea either. **Commissioner Soppe** - It sounds like the original east/west road. Commissioner Parrish explained in detail where the location of the road is and Commissioner Sherwood pointed it out on the map. **Commissioner Parrish** - there has been talk that it hasn't been presented as an option and one problem is the word "bridge" comes into play and no one wants to pay for it and the other is that Providence doesn't want it going into Providence. I'm in favor of Option (d).

Commissioner Dallas - Corral Creek will be a challenge no matter what we do. The bypass crossing early would be nice, but not feasible. Trails End and Providence Road is tough, although I'm inclined towards option (d) because there are so many complications in this area. I'm mixed between (c) and (d) but (d) would be my first choice but (c) should be explored.

Commissioner Haug - asked for everyone to speak one more time and summarize where each individual is with the 4 options.

Commissioner Soppe - leans toward (d) with some modifications.

Commissioner Haug - pointed out that (a) is needed once the bypass is new and the need to keep that option open. I'm going with (d) because it's clear that (a) is really not adequate.

Commissioner Sherwood - is having a problem with (d). We heard testimony at the last meeting about a lady who was injured at her mailbox due to traffic. I live on Parrett Mountain and have been nearly killed coming off of Schaad Road many times because of the curve. You're forgetting the Renne Road testimony we had and I saw an automobile in the ditch just the other day. There needs to be improvement now on Corral Creek and putting it off isn't going to solve the problem. Traffic is coming through there at unbelievable speeds now going to 99W. We need to go forward and fix Corral Creek. My option is still (c).

Commissioner Lewis - earlier I chose option(d) based on the fact we don't have that much UGB to bring in and we have a 16 - 17 year supply now so we're not as desperate as I though we were to get our 20 year supply. I'm like Robert in that I'm torn between (d) and (c) but I like the potential modification of (c). I don't remember in any of the plans any significant improvements to Corral Creek. It envisions closing it off at some point but not improving it. I would go with the modified (d) as suggested by Commissioner Soppe and Commissioner Haug.

Commissioner Halstead - option (b) is out and I cannot buy the modified (d) that only allows development below Fernwood. I can see modifying (a) with restricting access to 99W with right in right out situation. The possibility that Commissioner Parrish came up with has not been explored enough. I choose option (c).

Commissioner Parrish - agrees with Mr. Halstead. Option (b) is unrealistic. When the second nine of the golf course opens, the metropolitan area is going to be coming out here much stronger than now. We've been told that option (c) is not feasible and don't understand why it's still in there. **Commissioner Lewis** - staff said that's a viable option. **Commissioner Parrish** - will go with (d) with a modification if (c) remains in there.

Commissioner Haug - suggested a question and answer time at this point.

Commissioner Parrish - if I correctly understand your opinion of Schaad Road and all the areas you were discussing and the curve, Corral Creek needs to be fixed now? **Commissioner Sherwood** - yes. **Commissioner Parrish** - you're correct on that, and you can't see development below Fernwood either because of that? **Commissioner Sherwood** - cannot see a development happening with the existing Corral Creek Road. I can see it with the proposed road going through it to the north to 99W to Trails End cutoff.

Commissioner Haug - options (a) and (c) are both needed.

Commissioner Soppe - is concerned about the traffic on Corral Creek that is taking place now and asked Commissioner Sherwood where he believes the traffic is beginning and ending within the city. **Commissioner Sherwood** - doesn't know about ending, but is originating from the new development at the golf course. **Commissioner Soppe** - previously asked the developer since their transportation plan said there wouldn't be much traffic east of there, asked if there would be an objection to traffic being prohibited and was told no, raising the question again at the City Council and was told no again with the qualifier of an adequate road system to the east the developer was willing to have it cut off. It got built without that and staff's view expressed to me was, when we can demonstrate there is a traffic problem from that area to the east, we'll cut it off. It was designed to keep traffic from the east coming in or out of there. If we can come up with data that says there's a traffic problem on Corral Creek from The Greens, the word I got from staff is we'll keep The Greens from going that direction. There are options to say city traffic needs to stay within the city until it gets out to the major roads and we need to pursue that. The other side of the argument is, if this is a county problem on Corral Creek it's not a city problem and isn't to be taken up in a City Transportation Plan. It's very unfortunate to have any accident but we have to look at whose responsibility it is to deal with it. **Commissioner Haug** - in other words, would you be willing to make a decision regarding the city that would cause a murderous situation? **Commissioner Soppe** - the cause has to do with traffic related to the city and no, I'm not pleased about it. For example, I don't want the city to solve the county's traffic problem, but if we're generating traffic that goes out into the county, yes it's our responsibility and we need to deal with it.

Commissioner Soppe - Providence does not want that traffic going through their complex. What Warren was describing, if I'm correct, is to move it further south, which I'm less excited about because the traffic that goes there and goes south would be diverted out of the Providence area. The bigger amount of traffic we've seen, based on the traffic study, is going to go up to 99W or from 99W which means we have now made a section of Providence Drive much busier in the north/south direction because of this traffic. The second issue is that Providence and CPRD are working on a swap. Is there any reason to believe that's less likely now? **Barton Brierley** - no. **Commissioner Soppe** - so this route will go right through the Providence property that would become CPRD property with the swap? **Barton Brierley** - yes. **Commissioner Soppe** - if we're going to have an east/west road up in that area, that seems to me the route for it, although it does have shortcomings.

Commissioner Soppe - you mentioned (a) not being adequate if there was development. There are four movements, leaving two and cutting off two. Is your concern the two we're cutting it off or is your concern the two we leave are still not adequate? **Commissioner Lewis** - both.
Commissioner Soppe - option (a) I see happening one way or another but the question is whether it's adequate enough to handle the movements.

Commissioner Soppe - I'm not clear on the commitment Mat thought there was with the hospital. The hospital pushed for not having Providence a through road originally. Is that correct? **Barton Brierley** - yes. **Commissioner Soppe** - that was part of the agreement of the development having a through road. **Barton Brierley** - at the time of the UGB amendment, the transportation plan that was approved showed Providence going through to the south and showed a road extending east. **Commissioner Soppe** - I thought you said as an agreement with annexation was that Providence would go down and connect with Hayes. **Barton Brierley** - yes. **Commissioner Soppe** - we could go with option (a)with funding in place, which needs to be done anyway. We could slow down on the UGB amendments and wouldn't have the large amounts of traffic. When the bypass goes in, the option that goes over and across has some nice advantages and solves a lot of problems. The question is, how fast is the bypass going to be built.

Commissioner Parrish asked for clarification on the east/west road. Commissioner Soppe and Commissioner Lewis explained in detail as well as referring to the map. If the potential land swap goes through, the road Commissioner Parrish is proposing will go through the golf course.

Commissioner Haug - the only thing left to discuss is the idea of (d) and allowing development south of Fernwood and a severe problem currently exists on Corral Creek Rd. Even at this point, something has to be done to prevent Corral Creek from being used by what has already been developed and if the use of Corral Creek could be cut off from Fernwood up, that would make development south of Fernwood a little more feasible. We already have a concept on Renne Road that runs into Wilsonville. Are there any other comments on the feasibility of excepting just the south?

Commissioner Lewis - I'm rethinking what I said and have taken into consideration the points that have been made concerning traffic. After researching I found there are plans in here to improve Corral Creek, but north of Fernwood, which is making me think differently. Either we go (c) or straight (d).

Commissioner Parrish - If we're going to allow development south of Fernwood Road, then where is the traffic going to go? Are they going to take Wilsonville Road back to town and Springbrook Road to get back to Fred Meyer? I don't think Mr. Soppe's idea is realistic at all. Is it feasible to cut off Corral Creek Road? **Commissioner Lewis** - there are people who live out there who have to use Corral Creek. **Commissioner Haug** - we've already developed enough out there to cause a problem and there needs to be a way to cut it off to prevent the outflow from the Green's so they wouldn't take that route. **Commissioner Lewis** - understood when it came before the County Commissioners that the traffic was going to be routed from the Green's to Brutscher. **Commissioner Soppe** - that was not part of the decision. I must agree that my idea of allowing development up to Fernwood isn't one of the best I've had so I will retract that suggestion. I would consider restricting UGB amendments until the bypass is in place or some other transportation facility, but I have a hard time with cutting the whole thing off. Suppose we decide we like (d), should we be restricting it in the properties that are on the north side of Wilsonville Road? If Renne is cut off and this road hasn't yet connected to Fernwood, people will have no choice of getting out except to go down to Wilsonville. The plan is to improve it.

Commissioner Halstead - the southeast corner in the general vicinity is the school district property? **Barton Brierley** - yes. **Commissioner Halstead** - I can't see them developing unless that north/south connection is in, and once it is, the pressure to go north is going to be huge.

Commissioner Lewis - asked staff about when the school district needs to build the new high school. **Barton Brierley** - they're projecting somewhere around 2020, give or take 2 -3 years either way. **Commissioner Haug** - the problem I have with (c) is if we allow all of this to come in and assume it gets developed, what you're doing with Providence is making a major street. **Commissioner Sherwood** - it enters in about a half a block from the light. **Commissioner Haug** - Would the hospital property be on both sides of that road? **Commissioner Sherwood** - yes. **Commissioner Haug** - if you put a major road that cuts through the hospital, you're cutting down the quality of the complex as a campus. **Commissioner Sherwood** - the left side is a parking lot and the right side is the proposed medical facility, but it's only a half a block. **Commissioner Haug** - but it cuts it off like 99W going through the middle of town. It's too much of a thoroughfare going through what I think should be a campus setting. I would go for (d) rather than (c) for that reason. **Commissioner Sherwood** - you're talking about putting traffic on Fernwood and Brutscher and endangering lives. **Commissioner Haug** - the bottom line is there is no solution. **Commissioner**

Sherwood - then you table it and have no development at all.

Commissioner Parrish - I hear what you're saying about the campus and I respect that and I've heard what council has said and I respect that. Where is the feeling that the traffic's going to go north/south more than east/west? **Commissioner Dallas** - if that area develops they're going to use that road through the campus. **Commissioner Parrish** - would you be open to do it on the southern part of your Providence property? **Commissioner Haug** - if it didn't cut through the property. **Commissioner Lewis** - Mat, we're only talking about that triangle. Commissioner Lewis pointed out the section on the map.
Barton Brierley explained in detail where the hospital owns property and where the facilities and bypass will be located.

Commissioner Parrish - Where would Hayes Street end? **Barton Brierley** - Hayes Street will connect with Providence Dr. Right now it stops at the signal at Springbrook Road and is anticipated it will go through the property so that the stop light will be a four way and connect with what is now the Hayes Street by the Texaco Station and the Urgent Care Center. **Commissioner Parrish** - I'm concerned about the east end of that.

Commissioner Sherwood- with all due respect, aren't we here tonight to adopt a concept? **Barton Brierley** - yes. **Commissioner Sherwood** - we're getting into a battle over the options when all we need to do is adopt a concept and work on it later. Is that correct? **Barton Brierley** - yes. Exact locations are a future project. **Commissioner Sherwood** - why can't a motion be made to adopt the concept and move on? **Commissioner Soppe** - you're saying the total of the four options is a concept and you want to leave all four in? **Commissioner Sherwood** - correct. **Commissioner Lewis** - we were asked to do a preference. Option (d) says don't do any UGB amendments until the bypass has been built. If you pick (d) none of the other options matter.

Commissioner Parrish - understands what Michael is saying, but where we run into trouble with that is we're a recommendation body and if we do this in the way your suggesting we have not resolved having a transportation plan if we allow the development. **Commissioner Sherwood** - would vote for (d) a month or a year from now if we still cannot come to an accord on a decision, but I would not vote for it tonight. This land sitting at the base of the mountain and there's only way to go and that's north to south. The road is there, the concept works and it's a matter of figuring out how to access 99W, Brutscher and Fernwood. Adopt the concept and then let the bypass happen or not happen and move forward later. Commissioner Lewis - this is pre-bypass.

Commissioner Haug - will vote for (d).

Commissioner Sherwood - it's either (c) or (d).

Commissioner Soppe - when this part of the question gets to the council and to the county, both have an obligation to resolve it. If we discuss this and are deadlocked, it's not unreasonable to make a recommendation that clearly states the issues we can't resolve. Also, this body will spend more time on this question than the council will and it's very important to have information to pass on to them. Option (b) is off the table, option (a) by itself is not a solution.

Commissioner Dallas - Option (d) makes sense, but until it's built bothers me because it technically means we can't touch it until it's a done deal. It should say until it's funded.

Commissioner Soppe - what's the language ODOT used? **Barton Bierley** - until it's reasonably

likely within the planning period. **Commissioner Haug** - would you change (d) to restrict the UGB amendment until after the bypass is reasonably expected? **Barton Brierley** - until it's reasonably likely to be built within the planning period.

MOTION #2: Commissioner Dallas/Commissioner Lewis to approve the amending of the wording on option (d), "restrict the UGB amendments until after the bypass is reasonably likely to be funded within the planning period." 6 yes - 1 no (Sherwood). Motion passed.

Commissioner Soppe- do we want to say funding or construction in the planning period? We need to be able to have these roads constructed when the development occurs. **Commissioner Dallas** - if we word it, " restrict amendments until the bypass is being built." **Commissioner Sherwood** - you still a problem if it's reworded. The concept should be adopted. Going over to Crestview is a mistake. The Providence option is the right option.

Terry Cole/ODOT - The term reasonably likely is part of the Administrative Rule that we have to implement. ODOT has to make the determination that a facility is reasonably likely to be constructed within the planning horizon in order for you to rely on it for the purpose of making zone changes, plan amendments, and annexations.

Commissioner Soppe - if the second will agree, I would like to retract my amendments to Sally's motion and reword it the way Terry said it. **Barton Brierley** - change (d) to restrict UGB amendments until ODOT has determined it's reasonably likely that bypass will be constructed within the planning horizon.

MOTION #2A: Commissioner Soppe/Commissioner Dallas to amend the rewording of option (d). 6 yes - 1 no (Sherwood). Motion passed.

MOTION #3: Commissioner Soppe/Commissioner Haug to accept option (d) as the recommendation. 2 yes - 5 no (Parris, Dallas, Halstead, Lewis, Sherwood) Motion failed.

Commissioner Halstead - doesn't like the motion.

Commissioner Lewis - senses the concern that Michael is having. For the transportation system in Newberg, I personally believe that you're going to need both and also that there will be a pre-bypass time. I have long felt that taking all of this development under the bypass and over to Crestview is going to be too much with the other development that's coming down. If I vote for the motion, I don't want it to be interpreted that I don't think that (c) shouldn't get done.

Commissioner Soppe - the general rule when you bring property into the URA is to say that there is some way to deal with the traffic In this area there's an even higher standard.

Commissioner Dallas - if we build the Trails End, ODOT may not feel obligated to do the underpass to the frontage road.

Terry Cole/ODOT - what Commissioner Soppe says is correct in that if the option (c) is built ahead of the bypass and it is determined that the facility can handle the traffic circulation in that area, then there wouldn't be a necessary cure that ODOT would have to participate in at a Corral Creek under crossing as we've talked about before. That wouldn't mean it wouldn't necessarily be done. You could also do the same in reverse. There is also a cost responsibility. In the instance where you wait for ODOT to build it, clearly there would be a shared cost responsibility. In the instance if you move ahead with (c) there may not be a shared cost responsibility and the city may in fact take on the cost of both improvements. Specifically to Mr. Sherwood's question, the access to Newberg is directly from the bypass to 99W. The frontage road from Crestview over to Corral Creek is a separate facility that actually happens in the existing west bound highway lanes. The west bound lanes are abandoned and rerouted up to Crestview which is totally disconnected with the bypass. The frontage road, itself continues to be a necessity for the project. It's cut off and we have to replace that and the terrain differential that would allow a culvert that would accommodate that crossing is still going to exist with the bypass construction. Much of the cost components of the under crossing will already be born by the project.

MOTION #4: Commissioner Halstead/Commissioner Sherwood moved to regulate turning movements from Corral Creek Road to 99W and also redirect traffic to a Trails End Road extension of Providence Drive with Trails End Road. Options (a) & (c). 5 yes - 2 no (Haug, Soppe) Motion passed.

*** **7 Minute Break** ***

Barton Brierley - the second decision to be made is what to do with this after the bypass is built. One option is to go under Corral Creek, connect up with the new frontage road on the north side of 99W ultimately to Crestview Drive. The second option was post-bypass to continue to use the Trails End/Providence Drive connection, and the third option was to do both. Based on the previous decision you want (c) which is to do both. I would suggest a motion to approve 2(c).

MOTION #5: Commissioner Halstead/Commissioner Lewis moved to adopt 2(c).

Commissioner Halstead - this is the best option, giving the city the most alternatives.

Commissioner Soppe asked staff if the inclusion is both of these we can get them in our TSP and we can come up with additional funding. **Barton Brierley** - yes. **Commissioner Soppe** - do you see us jeopardizing anything by doing that? **Barton Brierley** - I don't think ODOT will change their analysis.

VOTE ON MOTION #5: Motion passed 7-0.

Barton Brierley - there was a phasing schedule in the plan and one of the challenges is until this road gets built if there's development that occurs, it would have to use the existing Corral Creek Road to get up to 99W. We came up with a couple different phasing schedules to do this and actually heard a another one tonight that we can talk about too.

1) North to south option

3) Wait for the bypass

2) Middle out option **4)** South to North option

1) In the north to south option one of the challenges is if development occurs in the area without constructing the road. You start by building the northern part first. If the traffic is not directed to Corral Creek, the only place to use is The Green's Avenue. Then you can continue building from the north down to the south until you hit Fernwood Road. A Renne Road cutoff will need to be done. You then continue going south and build the north/south road until you hit Wilsonville Road and then you have to build backwards to fix the Wilsonville Road creek crossing, improving the road and the S curve. Frontage improvements will follow as well as improvements on Renne and Corral Creek which will be safety improvements.

2) The middle out option is when you start developing in the middle, which is Fernwood Road in this case, improve Fernwood, and extend utilities. One option as you start extending out is to do a restriction on Renne Road and on the south side of Corral Creek Road/Schaad Road intersection. Corral Creek would become a local access road. At that point, development can occur around the Fernwood Road area, both north and south.

Commissioner Parrish - asked staff for clarification on the property owners developing the roads and not the City of Newberg. **Barton Brierley** - depending on the phasing. Barton referred to the map about what the city would finance and what the developer would do.

Commissioner Halstead - 3 to 4 meetings ago there was a preliminary plan for the top of Corral Creek. Is that still in the works? **Barton Brierley** - yes, those property owners and developers would like that to happen.

Commissioner Soppe - the middle-out option has enormous problems.

Barton Brierley - an argument for the middle-out option includes financing. The early projects are mostly developer funded projects and the big city funded projects are near the end. You collect your SDC and then you build your project rather than building your project and then collect the SDC. There are some considerations such as developing a good sequence of utilities. As far as limiting access, if you do that kind of restriction you've really eliminated those problems of having a lot of traffic on the rural roads and intersections. Barton pointed out the various routes on the map.

Commissioner Parrish - asked how to enforce those restrictions. **Barton Brierley** - put a barricade across the road or a gate.

Commissioner Haug - asked how to prevent people from making left hand turns from Sherwood onto Corral Creek Rd. **Barton Brierley** - can do it with a channelization that makes it difficult to come that way. Channelization is made up of a combination of curbs, raised concrete, etc.

Commissioner Haug - asked staff to present the positive and negative aspects to the North to South option.

Barton Brierley - before there's any development in this area you've provided some better access to Corral Creek Rd., and then develop from that point out, addressing the issue of 99W first. The con is that the city will probably have to front the money for this, and the other is the traffic at the Green's.

Commissioner Sherwood - asked staff about the timetable for either one of these phases. **Barton Brierley** - no. Sequencing, not time.

Commissioner Soppe - I understand the statement of the third option, but not necessarily what it translates into for the bypass. **Barton Brierley** - what that says is, we've built this with the bypass and then take the whole issue of Corral Creek Rd./99W intersection off the table but not the rest of Corral Creek.

Commissioner Haug - asked staff which of the two options is less stressful for Corral Creek.

Barton Brierley - both avoid it and are both comparable.

Commissioner Sherwood - my wife's mother is completely terrified to go out Parrett Mountain Rd. and get on 99W. She comes down Schaad to get to Newberg. Would Schaad Rd. be blocked on either option? **Barton Brierley** - on the north/south it would not and in the middle-out it would.

Commissioner Soppe - now that Barton has explained it, waiting for the bypass has some attraction.

MOTION #6: Commissioner Soppe/Commissioner Halstead moved to recommend the North to South option. 6 yes - 1 no (Soppe) Motion passed.

Barton Brierley - Schaad Rd. has been resolved with the option you've selected.

Barton Brierley - County Funding Options are:
1) None
2) Maintenance Money
3)Local SDC
4)Pedestrian Bike Improvement Money

Barton Brierley - asked for time to resolve the plan for considerations.

Commissioner Soppe - there is a requirement in one of our standards that the bodies that are going to be responsible need to have approved financing plans if you amend the TSP.

Ken Friday - strongly recommends against the adoption of any funds when we have comments from our public works director that say Yamhill County cannot commit to participate financially on the projects listed on this level at this time. It doesn't make sense to float it along and try to figure out the county's contributions later when we're saying up front that we're not going to contribute and be part of the funding for the city's roads. I recommend that you take the county's portion out.

MOTION #7: Commissioner Parrish/Commissioner Lewis - moved for the county's funding option be none.

Commissioner Soppe - we should expect something out of the county. The maintenance money is the one thing we should be able to negotiate with the county on. **Ken Friday** - it doesn't mean that you can't come back later and ask the county for the maintenance money. **Commissioner Soppe** - doesn't want the county in the future to come back and say it was agreed the county wouldn't pay

but I agree that the sum listed is completely unrealistic to expect from you. By the same token, I don't want to agree that the number is zero. Can we write something in there that says that we put zero in but expect the county to be negotiating with us for maintenance money? **Ken Friday** - I don't mind having something that says the county will negotiate in the future, but I do mind having it in a document, in a chart where we have to budget with dollars that the county is adopting. I want a numberof zero as far as the budget.

Commissioner Lewis - can we have a footnote?

MOTION #7A: Commissioner Lewis/Commissioner Soppe - moved to amend and add a footnote that would indicate that although County funding is shown as $0, that some County contribution could be negotiated when facilities are constructed. Motion passed 7 - 0.

VOTE ON MOTION #7: (as amended): Motion 7-0

Commissioner Soppe - a question on build it first. The city has been doing something with the advanced financing and there has been some legal questions have been raised on whether we have the authority to do that. Are you comfortable that we have the legal authority? **Barton Brierley** - yes. There are different avenues depending on what the project is. **Commissioner Soppe** - has the city done anything like this before, building major roads, etc., and getting reimbursed from the developers?

Barton Brierley - yes, that's true. The most equivalent is what we're doing with the S curve, since we are doing that in advance of development. It clearly has a wide range of benefits.

Ken Friday - our recommendation was to have this looked at by the Road Advisory Committee. The resolution does say that it's going to the City Council and Board of Commissioners. Barton, do you see this being adopted and then it going to Road Advisory Committee? **Commissioner Lewis** - I think Bill Gille is being a little optimistic. This is not a shy group. **Commissioner Haug** - wouldn't it be up to the county then to bring in the advisory committee? **Ken Friday** - I'm fine with that I just didn't want a misunderstanding. **Commissioner Lewis** - we'll send it to the Road Advisory Committee. **Barton Brierley** - I have no problem doing that.

MOTION #8: Commissioner Halstead/Commissioner Soppe moved to adopt 207-19. Motion passed 7 - 0.

Commissioner Lewis - Kathy, who was in attendance at the meeting tonight was bothered by calling it a plan when she thinks of it as being more conceptual then a plan. Barton tried to explain to her that once this comes into the URA it is then a Transportation System Plan. **Barton Brierley**- one of the things was calling it a Land Use and Transportation Plan as opposed to Transportation and I think we're agreeing to take the Land Use Plan part out of it. That addresses part of the concern. It is a plan, but plans can be changed. It's our best estimation of what the future should be based on where we are today. It is a concept and it can be amended as facts and figures change.

Commissioner Soppe - asked staff if there is a distinction between a Transportation System Plan and a Transportation Plan. **Barton Brierley** - there is in state law. In a TSP there are many requirements as opposed to a Transportation Plan. You have to have a TSP in place for when you develop property in the UGB.

MOTION #9: Commissioner Soppe/Commissioner Halstead moved to take out the word "system" out of the title of the resolution on pg. 21. Unanimous voice vote.

***** 5 Minute Break *****

VII. ITEMS FROM STAFF: Barton Brierley - Next meeting is August 21, 2007 to deal with Urban Reserve. Barton asked for some direction from the commission if they want a hearing on the different items and suggested a motion be made. The Commission agreed that they would like a hearing on the URA as suggested in the staff report. There will also be a meeting September 20, 2007.

VIII. ADJOURNMENT

The meeting was adjourned at approximately 10: 52 p.m.

Passed by the Newberg Urban Area Management Commission this 15th day of August, 2007.

AYES: 7 NO: Ø ABSTAIN: Ø (list names) ABSENT: Ø

ATTEST:

Dawn Bevill
Recording Secretary Date

Michael A Ellenwood 8/21/07
NUAMC Chair Date

Attachment 3

Staff Reports

Yamhill County Public Works Department Memorandum, March 22, 2007
City of Newberg Staff Reports
- **April 11, 2007**
- **May 14, 2007**
- **May 24, 2007 (memo)**
- **May 30, 2007 (memo)**
- **June 7, 2007 (memo)**
- **July 11, 2007**
- **August 1, 2007 (memo to Yamhill County Road Advisory Committee**

Yamhill County
Public Works Department
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Ph. 503.434.7515 Fax 503.472.4068 E-mail pubwork@co.yamhill.or.us

William A. Gille, P.E. Director | **Susan Mundy** Road Master | **Russ Heath** Fleet Supervisor

MEMORANDUM

March 22, 2007

To: Newberg Planning & Building Dept. – Planning Division

From: William A. Gille P.E., Yamhill County Director of Public Works

Re: draft Newberg Southeast Land Use and Transportation Plan
PL05-00126 UGB 05-015

I have received the subject referral. Several projects in the draft plan involve significant improvements to county roads in this area. Table 2. Southeast Area Transportation Plan Estimates for Transportation Improvements, shows financial contributors to the projects listed. Yamhill County is listed as a financial contributor on eleven different projects on this table.

Many of these projects listed in this report are valid, important projects in this area. Some of the projects listed have been reviewed and potentially rejected by the IAMP process. Yamhill County can not commit to participate financially on the projects listed at this or any level at this time. None of the subject projects are currently on the County's TSP capital projects list. A review of these projects along with a lengthy list of other county road improvement projects would be required prior to the amendment of the county TSP. At a minimum, any recommendation from the Newberg Urban Area Management Commission would need to be reviewed by the Yamhill County Road Advisory Committee and possibly the Yamhill County Planning Commission prior to amending the County TSP.

The City's initiative in proposing these projects is noted and will be addressed in future review(s) of our TSP.

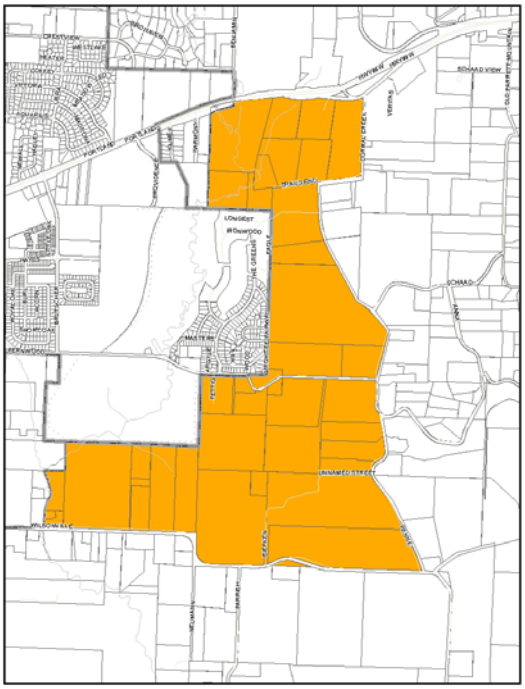
CITY OF NEWBERG
SOUTHEAST LAND USE AND TRANSPORTATION PLAN
NEWBERG URBAN AREA MANAGEMENT COMMISSION
STAFF REPORT

FILE NO:	UGB 05-015
REQUEST:	Recommend a Newberg Southeast Land Use and Transportation Plan for adoption by the Newberg City Council and Yamhill County Board of Commissioners after considering the draft plan as proposed, as well as various alternatives and options.
LOCATION:	South of Hwy 99W, West of Corral Creek Road, North of Wilsonville Road, and East of the Newberg Urban Growth Boundary.
TAX LOT:	Various
APPLICANT:	City of Newberg
OWNERS:	Various
COMPREHENSIVE PLAN/ZONING:	AF-10, EF-20, EF-40
PREPARED BY:	City of Newberg Planning Staff, April 11, 2007

ATTACHMENTS

NUAMC Reso. 2007-19 with
- Exhibit A: List of Tax Lots
- Exhibit B: DRAFT Newberg Southeast Land Use and Transportation Plan, Rev. 2/14/07

1. Correspondence received – attached
2. Newberg Comprehensive Plan - by reference
3. Newberg Development Code - by reference
4. Ad Hoc Committee on Newberg's Future, Report to City Council – by reference



A. REQUEST: Recommend a Newberg Southeast Land Use and Transportation Plan for adoption by the Newberg City Council and Yamhill County Board of Commissioners after considering the draft plan as proposed, as well as various alternatives and options.

B. PROCESS: The applicant's request is being processed through the provisions of the Newberg Urban Area Management Agreement as follows:

February 14, 2007	The Director determined the application was complete.
March 15, 2007	Public notice was mailed to property owners within 500 feet of the site for comment.
March 14, 2007	Notices were posted at four public places.
March 14, 2007	A legal notice ran in the *Newberg Graphic*.

All substantive comments received prior to date of mailing to the Newberg Urban Area Management Commission hearing are attached to this report (Attachment 1).

C. CRITERIA: The Planning staff has determined that the following criteria apply to the subject proposal. NUAMC or other interested parties should direct their comments to the criteria listed or state why they feel other criteria may apply.

Statewide LCDC Goals: Goal 1, Citizen Involvement; Goal 2, Land Use Planning; Goal 8, Recreation Needs; Goal 12, Transportation. Goal 4, Forest Land, does not apply because no forest land is included. Goals 15, 16, 17, 18 and 19 do not apply in this area. Other Goals will be addressed when the land is considered for inclusion within the Urban Reserve and/or Urban Growth Boundary.

Statewide Goal 1: Citizen Participation. *To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.*

Statewide Goal 2: Land Use Planning. *To establish a land use planning process and framework as a basic for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.*

Statewide Goal 8: Recreational Needs. *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Statewide Goal 12: Transportation. *To provide and encourage a safe, convenient and economic transportation system.*

OAR Standards:

OAR-660-012
Transportation Planning Rule. The Transportation Planning Rule implements Statewide LCDC Goal 12. It states the requirements for preparation, adoption, and amendment of Transportation System Plans (TSPs). As an amendment to the TSP, the Southeast Land Use and Transportation Plan is subject to those requirements.

A city is required to determine its transportation needs and establish a system of transportation facilities and services to meet them. It must coordinate with other agencies and governments and be consistent with their TSPs. The city's TSP must be adopted as part of its comprehensive plan. A TSP must include plans for roads, public transportation, bicycles and pedestrians, air, rail, water and pipelines, and must have policies and land use regulations for its implementation. Finally, it must have a financing program that identifies the provider of each facility or service.

The following standards must be used to evaluate and select those system alternatives that can reasonably be expected to meet the identified needs at reasonable cost:

(a) Support urban and rural development by providing types and levels of facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;
(b) Be consistent with state and federal standards for the protection of air, land and water quality;
(c) Minimize adverse economic, social, environmental, and energy (ESEE) consequences;
(d) Minimize conflicts and facilitate connections between modes of transportation.
(e) Avoid principal reliance of any one mode of transportation and reduce principal reliance on the automobile.

When an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government must put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would: (a) change the functional classification of an existing or planned transportation facility; (b) change standards implementing a functional classification system; or (c) as measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or development levels that would result in travel or access types or levels that are inconsistent with the facility's existing or planned functional classification;
(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or
(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

If there would be a significant effect, the local government must do one or more of the following:

(a) Adopt measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
(b) Amend the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses, including a funding plan or mechanism so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Alter land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.
(d) Amend the TSP to modify the planned function, capacity or performance standards of the transportation facility.
(e) Provide other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. As part of the TSP or comprehensive plan amendment, local governments must specify when the measures or improvements will be provided.

Newberg Comprehensive Plan Amendment - Newberg Development Code, Section § 151.122: The applicant must demonstrate compliance with the following criteria:

(a) The proposed change is consistent with and promotes the goals and policies of the Newberg Comprehensive Plan and this Code;
(b) Public facilities and services are or can be reasonably made available to support the uses allowed by the proposed change.
(c) Compliance with the State Transportation Planning Rule (OAR 660-012-0060) for proposals that significantly affect transportation facilities.

Newberg Comprehensive Plan Transportation Policies

GOAL 2: Establish consistent policies which require concurrent consideration of transportation/land use system impacts.

2.a. Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.

2b. The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.

2c. As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.

4k. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB expansions is premature.

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing

plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Lands designated as Urban Reserve Areas as of August 1, 2004, and identified in Appendix A may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025 Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model. The trip generation assumptions for each Urban Reserve Area and a map illustrating these areas are provided in Appendix A and Table A-1. Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060. (Ordinance 2004-2602, September 20, 2004).

To protect the function of the Bypass to serve primarily longer-distance through trips, the City of Newberg will apply an Interchange Overlay District to lands that are within the Newberg city limits and within approximately ¼ mile of the East Newberg and Oregon 219 interchange ramps. (Ordinance 2004-2602, September 20, 2004)

4n. To enable the City and ODOT to adequately plan land uses and local circulation for the interchange areas, the City of Newberg will retain existing base zoning within the Interchange Overlay District in the interim period before IAMPs are prepared and adopted. Annexations will be allowed if the associated zone change is consistent with the acknowledged Newberg Comprehensive Plan designation for the property in effect at the date of adoption of the Interchange Overlay. Permitted and conditional uses that are authorized under existing base city zones will generally be allowed within the Interchange Overlay, with certain limitations on commercial uses in the industrial zones.

4p. The City of Newberg will coordinate with ODOT on any development proposal within the Bypass location corridor and interchange management areas through the City's established Site Design Review process. Development planning should consider and complement the intended function of the bypass. Land use decisions should consider the planned corridor location and avoid conflicts where feasible.

4q. The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an Interchange Area Management Plan to protect interchange operation or access management for segments along the highways. [OHP Action 1B.4]. Thus, the City will work with ODOT, property owners, and citizens to create IAMPs as soon as possible.

4r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive Extension in the general location shown on the City of Newberg acknowledged Transportation System Plan.

4t. 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.

5d. Public sidewalks shall be provided along all public street frontages. Pedestrian traffic shall be separated from automobile traffic whenever possible.

(1) Sidewalks should be provided whenever there is development of abutting properties.
(2) Sidewalks should be constructed when any new road is constructed
(3) When existing roads are widened or improved, sidewalks should be provided.

5h. On-street bike lanes or parallel bikeways will be provided on all designated major collector and arterial roadways, and on certain neighborhood collectors if warranted from a bicycle system connectivity standpoint.

5i. A bicycle path shall be provided along or near the bypass.

7f. Future public rights-of-way should be identified in undeveloped areas through a Future Street Plan or a specific area plan, to facilitate right-of-way acquisition and dedication with minimal disruption and cost. A Future Street Plan is usually prepared by a private party to show street and bike/pedestrian connectivity for development projects when transportation connectivity is needed through adjoining private properties and neighborhoods. A Specific Area Plan is usually prepared by the City in collaboration

with affected property owners to show street and bike/pedestrian connectivity for planned land uses in undeveloped or partially developed areas. .Corridor plans are a type of specific area plan.

7g. The City may require preparation of a Future Streets Plan for all commercial and industrial developments and residential development projects greater than 1 acre to serve as a guide in the decision-making process on new development requests.

7h. Transportation facilities will be designed to minimize impacts on:

- Present and Planned Land Use patterns;
- Natural and Scenic Resources;
- Air Resource Quality, including noise;
- Water and Land Resource Quality; and
- Existing and Planned Transportation Facilities.

7i. New development and existing development undergoing expansion or modification shall be designed to accommodate planned long-term transportation improvement projects in the vicinity of the development.

GOAL 11: Establish fair and equitable distribution of transportation improvement costs.

11a. Define appropriate phasing and funding which relates to the benefits received.

11b. The City shall utilize the Transportation Improvement Funding policies outlined in the Transportation System Plan for determining responsibilities and costs for funding improvements.

Yamhill County Comprehensive Plan Transportation Policies

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

APPLICABLE POLICIES

E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS

The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g.. McMinnville. Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity. visibility, accessibility and faster travel times associated with the interchanges to the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Yamhill County Zoning Ordinance § 908.01
Purpose

The purpose of the Interchange Overlay District is to:

A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.

B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.

C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review. building permit review and access management within the Interchange Overlay District.

E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as

agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR 731-051-0200.

Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton, Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

D. STAFF RESPONSE TO NUAMC DATA REQUESTS

At the workshop that NUAMC held on January 31, 2007 to review the draft plan, Commissioners asked staff to provide additional information in several areas, as follows.

1. CP-1. Staff was asked for several pieces of information regarding this proposed route connecting Corral Creek Road with Old Parrett Mountain Road.

- **a. Location alternatives**
- **b. Review/revise cost estimate**
- **c. Identify alternative funding sources**
- **d. Conduct traffic analysis**

a. Location alternatives. It is not the objective of this study to determine the exact route of the CP-1 connector if that is chosen. NUAMC did express concerns about the actual routing. City staff did some basic "feasibility" level research to give NUAMC information on which to base its decision. However, actual design and locations would have to be determined at a later time.

One concern raised was the steepness of the grade for the road. To give the reader perspective, Yamhill County Road standards allow a 10% sustained grade with stretches up to 200 feet of 15% grade. Yamhill County road standards do allow waivers based upon sufficient cause. Washington County allows a 15% maximum grade, Clackamas and Marion County a 12% maximum grade, all with some exceptions allowed. Schaad Road from Corral Creek Road to Old Parrett Mountain Road has an average grade of 9%, with stretches exceeding 15%, so it exceeds Yamhill County road standards.

Alternative CP-1A is the route shown by ODOT in the Newberg-Dundee Bypass EIS alternative drawings. Alternative CP-1A would have roughly a 10% average grade with a sustained grades of approximately 11% and stretches of approximately 14% grade. Thus, if CP-1A were to be built, it would slightly exceed County Road standards, and would require a waiver or need to be designed with additional cuts, fills, or road lengths to make grade. One objection to CP-1A is that it cuts through an existing vineyard and would cause difficulties in farming.

City staff examined topographic maps to search for alternative alignments for the connection. Alternative CP-1B would be the least steep alternative other than CP-1A. This roughly follows a natural draw from Old Parrett Mountain Rd. to Corral Creek Rd. CP-1B would have the advantage of being on the edge of the existing vineyard instead bisecting it. It would, however, cut through several properties. There also may be environmental issues of closeness to the draw. Alternative CP-1B would have roughly a 9% average grade with sustained grades of approximately 12% and stretches of approximately 15% grade. Thus, if CP-1B were to be built, it also would slightly exceed County Road standards, and would require a waiver or need to be designed with additional cuts, fills, or road lengths to make grade.

Any route further south than CP-1B would be in even steeper terrain, so no other routing alternative was considered.

b. Review/revise cost estimate. Based on discussions with Terry Cole of the Oregon Department of Transportation, the estimate appears low. The total amount, including right-of-way acquisition, was revised to $2,703,000.

c. Identify alternative funding sources. ODOT has indicated that it would not assume the cost of CP-1. The revised Table 2 shows this funded through SDCs. This item would need to be a special SDC on development in the area of approximately $1,000 per dwelling unit.

d. Conduct traffic analysis. Traffic analysis for CP-1 was included in the City's request to ODOT to re-run the traffic model. See discussion under data request #3, below.

2. Find a better way out to 99W. NUAMC asked for the following.

- **a. Provide a map that includes the top of Parrett Mountain**
- **b. Meet with ODOT to explore access and funding options**
- **c. Assess the feasibility of going straight north through the northern part of the area (west of existing Corral Creek Road)**
- **d. Ask a traffic engineer for help in finding a way out to 99W eastbound**

a. Provide a map that includes the top of Parrett Mountain. See Figure 3.

b. Meet with ODOT to explore access and funding options. On March 6, 2007, staff met with Terry Cole, ODOT Region 2 lead planner, and ODOT's consultants for the bypass project. At that time and in ODOT's letter of March 28, 2007, ODOT's

position was that the state was definitely unwilling to pay for construction of CP-1. The letter also addressed access options, as follows:

> Our initial assessment of this situation is much like yours in that the intersection of Corral Creek and Oregon 99W would be unable to safely and efficiently handle much, if any increase in traffic volume due to its existing design and location. While this problem would be addressed by a Corral Creek undercrossing and new frontage road back to the Crestview/Providence intersection as is proposed in conjunction with the construction of the bypass, it is more difficult to address prior to the completion of the bypass and associated improvements.
>
> In your report, you noted four possible remedies to this problem. Of these options, the first listed, a new collector from Corral Creek to Providence, seems to be the most feasible and logical. ODOT would have no objection to this approach, although it would need to be coordinated with the bypass design. The second, a direct connection to the East Newberg interchange, does not work from an operational standpoint and is not technically feasible. This would not be supported by ODOT under any circumstance. It is also dependent on the construction of the bypass and would not be available as a short-term or interim measure, even if it was feasible. The third option, improvements at Corral Creek and Oregon 99W, may hold some limited, short-term, benefit as noted in your report, but it is more likely that ODOT would simply seek to close this connection if traffic increased at this location. The fourth option is the Corral Creek undercrossing that is being proposed with construction of the bypass. Unfortunately, this improvement would not be available until the bypass is constructed and thus is not a short-term or interim measure. ODOT will continue to work with the City to identify possible short-term or interim measures with the expectation that an acceptable funding plan will be developed and such measures will be needed to deal with the impacts that occur prior to bypass construction.

c. Assess the feasibility of going straight north through the northern part of the area (west of existing Corral Creek Road). Staff explored this possibility in discussions with ODOT. While a road could go straight north, it would not be allowed to connect with the bypass ramps (see ODOT letter, as cited above).

d. Ask a traffic engineer for help in finding a way out to 99W eastbound. At the meeting on March 6, 2007, staff discussed alternatives for accessing 99W with ODOT Region 2 transportation planners and consultants**.** The ODOT letter of March 28, 2007 provided an evaluation of the alternatives. See E.1. and E.2., next page.

3. Review inputs to traffic model and ask ODOT to re-run model. On February 16, 2007, Barton Brierley asked ODOT to re-run the transportation models for the southeast Newberg area for two new alternatives, reflecting changes in the existing road system, more recent and more detailed planning by ODOT and Newberg, and a correction in residential population assumptions. After receiving the raw data from ODOT, the City asked Lancaster Engineering to develop schematics to display the new Alternative #6 and Alternative #7, as shown on Figures 1 and 2, respectively. Alternative #6 includes the "Future Frontage Road" that would carry traffic from the New N/S Roadway from the point where it would pass under the Bypass to Crestview Dr., and from there to the Providence Drive traffic light to access Hwy 99W.

4. Identify Southeast population to be added. Based on the land uses shown in Figures 4 and 5, this area would provide 220 acres of low density residential land, 94 acres of medium

density residential, and 19 acres of high density residential. At Newberg's adopted target densities, the total area would contain over 2100 households. At Newberg's average household size of 2.76 persons per household, based on the 2000 Census, this would be a population of nearly 5,900 persons.

5. Indicate park acreage on maps. See Figures 4 and 5.

6. Evaluate additional options for City financing (e.g., bonds). Barton Brierley discussed alternative financing and funding sources with Elizabeth Comfort, Finance Director for the City of Newberg.

- **Existing funding sources.** At this point, existing funding sources include gas tax revenue and federal shared revenues. These sources are seriously short of meeting existing needs in the City, and cannot be used to fund improvements in developing areas.
- **Revenue bonds** are a financing option, not a funding option. They require a consistent, reliable source of repayment. System development charges would not meet that requirement. Thus, the City would need to impmlement some other revenue source to pay for the improvements, such as a gas tax, property tax, or transportation fee.
- **General obligation bonds** are also a financing option. They are backed by the "full faith and credit" of the city, which include its taxing powers. Because they require a vote of the people, using them to provide infrastructure to support new growth would be unlikely.
- **Tax increment financing** is a financing and funding technique sometimes used to revitalize deteriorated neighborhoods and downtown business districts. A special taxing district is created, the city finances improvements within that district, and the cost of the improvements is repaid by the increased tax revenue that results from the increase in property values within that district. The city can then benefit from the increase in tax revenue. A previous attempt to create such a district for downtown Newberg met with resistance, and district was deactivated after six months. Using tax increment financing to benefit private developers in a newly annexed area could be a hard sell, politically.

In conclusion, there is no viable way to finance all the transportation improvements prior to building in the area.

E. OPTIONS TO CONSIDER:

The workshop on January 31, 2007 identified a number of options to consider and choices to make. These choices are summarized below:

1. Access to Hwy 99W: Post Bypass Configuration. ODOT representatives have stated that when the Bypass is built, direct connection to 99W will not be feasible at any point between the Bypass corridor and somewhere considerably east of Corral Creek Road, even for right-in, right-out turning movements.

If that is the case, Alternatives #6 and #7 appear to be the two most viable alternatives for accessing Hwy 99W. Alternative #6 would send all traffic from either a New North-South Road or Corral Creek Road north under the Bypass, then west on a frontage road to Crestview

Drive, coming out to Hwy 99W at the Providence Drive traffic light. No direct access would be available to or from Hwy 99W. Alternative #7 would be similar, but would also allow traffic from the North-South Road or Corral Creek Road to turn northeast onto a road (CP-1) that would to up to Old Parrett Mountain Road and access Hwy 99W at an improved connection.

Each of these alternatives comes with several options. Choices include where the new North-South Road follows the existing route of Corral Creek Road, and where it takes a new course; the location of the underpass under Hwy 99W; and the specific location of the Future East Access Road (CP-1). In addition, the March 28, 2007 letter from ODOT expressed a preference for a new East-West roadway to be formed by extending Trails End Road west to Providence Drive to access Hwy 99W at the traffic light. This roadway had been shown in Alternatives #1 and #5, but was rejected when it appeared that ODOT would not allow a road to go under the proposed bypass in that location. The East-West Roadway could continue west to connect with Hayes Street, allowing additional access to 99W via Brutscher. This might obviate the need for the Corral Creek Road Crossing (99W-2) long-term.

2. Access to 99W: Pre-Bypass Interim Configuration. In the short term, the existing right-in, right-out connection at Corral Creek Road can remain or be improved. Alternate locations may also be possible for right-in, right-out traffic only. In either case, ODOT representatives have indicated that those connections must be abandoned before construction starts on that part of the Bypass.

In the letter of March 28, 2007, ODOT indicated that it would have "no objection" to a new collector from Corral Creek to Providence Drive. As previously stated, that is a change from ODOT's previous position, which was to allow a bicycle and pedestrian underpass, but not a road crossing, in this location.

Staff identified five possible options for accessing 99W before construction of the bypass:

(1) Regulate turning movements at Corral Creek Road, and ultimately close it off completely, if necessary. This is the option that is presented in the draft plan. This will work for a limited increase in traffic. It is the lowest cost alternative.. As traffic volumes increase, however, closing the Corral Creek Road/99W intersection altogether will be necessary. This will redirect traffic onto other roads, such as Fernwood Road and Brutscher Street.

(2) Construct 99W-1 (New frontage road on north side of 99W going from Benjamin Road to Corral Creek Road) and 99W-2 (New Corral Creek Road/99W Crossing) In speaking with ODOT, it may be possible to construct a portion of the east Newberg interchange early so that the Corral Creek Road crossing could be constructed. Option 2 would be the most expensive option: possibly in the $50 to $60 million dollar range. This would only be an option if outside funding for the bypass becomes available soon.

(3) Construct CP-1 (new country rural road from Corral Creek Road to Old Parrett Mountain Road) along with improvements to the Old Parrett Mountain Road/99W intersection. Option 3 would also be expensive: in the nature of $10 to $20 million. It has constructability issues, and puts more traffic out on 99W in a high speed area where they need to accelerate while going uphill.

(4) Construct Providence Drive/Trails End Road Extension. This option would be the second lowest cost option: likely in the $7-$10 million dollar range. It would have to

cross a canyon and creek, which could have environmental challenge. It also would have to cross the bypass if it were to remain after its construction. It would connect to Providence Drive, and would provide connections to Brutscher Street and the Fred Meyer area. Providence Hospital has strongly objected to this option.

(5) Restrict UGB amendments until after the bypass is built. While this would solve many of the traffic issues in this area, it would not be consistent with the recommendation of the Ad Hoc Committee. Growth in the interim period would need to be directed elsewhere.

Staff Analysis and Recommendation:
Options 2 and 3 are not feasible from a funding standpoint. Options 1, 4, and 5 are feasible from both a transportation and funding standpoint, though they have some tradeoffs. Option 1 is included in the draft transportation plan. Option 4 would be a good option from a transportation standpoint. It would be an expensive option, but the expenses possibly could be funded through a special local SDC. It would have impacts to other properties west of the bypass, which would have to be accepted. Option 5 would redirect growth to other parts of the City for a number of years.

3. Land Use. The draft plan dated February 14, 2007 provides two alternate land use patterns: Figure 4, "Land Use Option #1, Southern Emphasis" and Figure 5, "Land Use Option #3, Northern Emphasis." In Option #1, most of the southern portion of the area would go into the UGB to develop first. It includes a small commercial and institutional area south of Fernwood Road. In Option #2, the northern area would go into the UGB to develop first. It includes a small commercial area located north of Trails End Road. A third, "hybrid" option was suggested by Mimi Doukas at the January 31, 2007 workshop. It would put all of the future golf course and school district properties, plus everything north and east of those properties, into the UGB, leaving the land south of the second nine holes and west of the third nine holes in the URA. This option would bring 38 acres more residential land into the UGB than either Option #1 or #2, reducing the amount that could be brought in from other areas.

Staff Analysis and Recommendation: At this point, no single option is being selected for consideration. The land use alternative ultimately selected will depend on the pre-bypass access options selected. If no major alternatives to the Corral Creek Road/99W intersection are made prior to bypass construction, then Land Use Option #1 (Southern Emphasis) is better suited. If major changes are to be made, such as the Trails End-Providence Drive connection, then the Land Use Option #2 (Northern Emphasis) is better suited.

4. Location of the Future East Access Road (CP-1)
Any routing between Old Parrett Mountain Rd. and Corral Creek Rd. would be through steep terrain. Grades would be roughly comparable to the existing Schaad Rd. grade. A roadway likely could be designed to meet engineering standards, but may require a waiver of standards or addition of cuts, fills, and road length. ODOT's letter of March 28, 2007 stated that the collector to Parrett Mountain would "present numerous constructability problems due to the steep grade of the hillside that it would need to traverse and the rural residential neighborhood that it would go through," and that if built, it would not only impact rural neighborhoods, but would allow high traffic volumes to access Hwy 99W in a higher speed area than at the

Providence/Crestview intersection, a safety concern for ODOT. In addition, ODOT has stated that it would not provide funding for this road.

This road would go through a rural exception area. While it appears that a goal exception would not be required because of this, it still would be a facility in a rural area that serves urban uses.

Staff Analysis and Recommendation: When the technical, legal and political difficulties with this route are added to the funding challenges, this road becomes less attractive than a connection with Providence Drive.

5. Route of New North-South Road (NS-1). The new North-South Road north of Fernwood Road is proposed as a major collector. The need for it would be triggered by development either north or south of Fernwood Road in the "Corral Creek Road South" and "Fernwood Road South" study areas (see *Plan*, February 14, 2007 DRAFT, Figure 12). Three alternate routes were suggested for this road, as described below and mapped in Figure 7:

NS-1A. This route follows Corral Creek Road from its intersection with Hwy 99W south to a point about 300 feet north of Schaad Road, then heads south and jogs slightly west to meet Fernwood Road in a roundabout. It requires improving the existing Corral Creek Road, but is the most direct and has the least cost.

NS-1B. This makes two changes to the NS-1A alignment. First, the connection to Corral Creek Road is moved further north (approximately 1000 feet north of Schaad Road). This is would increase the out-of-direction travel needed to travel on Schaad Road in an attempt to limit travel there. It also would extend Corral Creek Road north at Trails End Lane to 99W. This would reduce traffic on Corral Creek Road north of Trails End Lane. It is a more expensive option than NS-1A (approximately $1 million more expensive).

NS-1C. This route parallels Corral Creek Road, and avoid connection to it altogether. It goes through steep terrain, and would be the most expensive of the three options (approximately $3 million more expensive than NS-1A).

Staff Analysis and Recommendation: While NS-1B has greater cost, it also allows costs to be shared by development on both sides of the road. The area's developer would be able to plan around the new roadway to access local streets and allow for bicycle and pedestrian traffic. Meanwhile, the old route of Corral Creek Road could revert to a scenic, low traffic rural road.

6. Renne Road and Schaad Road alternatives

At the workshop, the possibility of disconnecting Renne Road after construction of NS-3 was discussed. This option is included in the preferred alternative. This could occur at several locations to be determined at a later time. Some connection from Renne Road to NS-3 would be desirable. One option would be to disconnect the road at Wilsonville Road. This would completely eliminate a difficult intersection (WL-6). Another option would be to disconnect to Corral Creek Road. This would make Renne a local access Road. A third option would be to disconnect the road somewhere in the middle, eliminating through traffic but allowing local

access back to either Wilsonville Road or Corral Creek Road (or NS-3). In all cases, emergency access would need to be retained.

The road configuration and alternatives are designed to discourage large volumes of traffic on Schaad Road. The topography and circuitous routing of this road will likely discourage large volumes. Traffic estimates are that less than 100 trips in the p.m. peak hour will use this route. If actual traffic volumes grow to exceed these estimates, then there are options available to reduce traffic flows. For example if traffic grows to exceed these numbers, then one leg of the Schaad Road/Corral Creek Road intersection could be gated, making the Schaad Road route less direct and less attractive for through traffic.

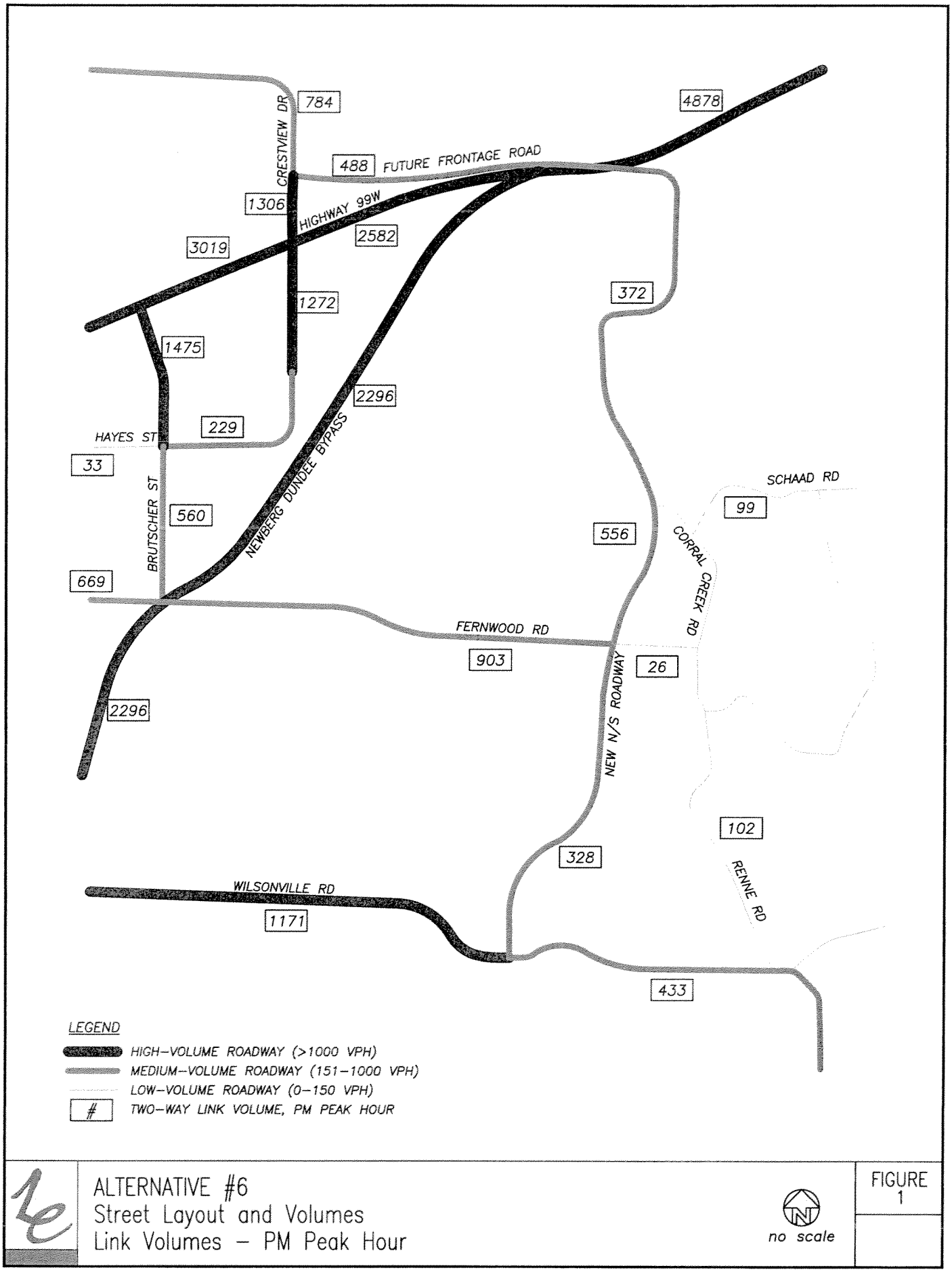
F. AGENCY COMMENTS: The proposal was referred to the following public agencies: City Manager, Planning and Building Director, Public Works Director, Building Official, Police, Fire, Maintenance, Legal (info only), NW Natural Gas, Newberg School District, PGE, Comcast, Verizon, Newberg Garbage Service, Newberg Rural Fire District, Chehalem Park and Recreation, Yamhill County Planning, Yamhill County Roads, Yamhill County Sheriff, Oregon Department of Transportation, and Division of State Lands.

The following agency comments were received:

Oregon Department of Transportation, Region 2 – see letter of 3/28/07
Newberg Building Division Manager – Reviewed; no conflict.
Newberg Finance – Reviewed; no conflict.
Newberg Garbage – Reviewed; no conflict.
Newberg City Engineer – Reviewed; no conflict.
Newberg Fire Department – Reviewed; no conflict.
Newberg Police Department – Reviewed; no conflict.
Newberg Public Works – Comments deferred to Public Works Engineer

G. PRELIMINARY STAFF RECOMMENDATION: The preliminary staff recommendation is made in the absence of public hearing testimony, and may be modified subsequent to the close of the public hearing. At this writing, the staff recommends the following motion:

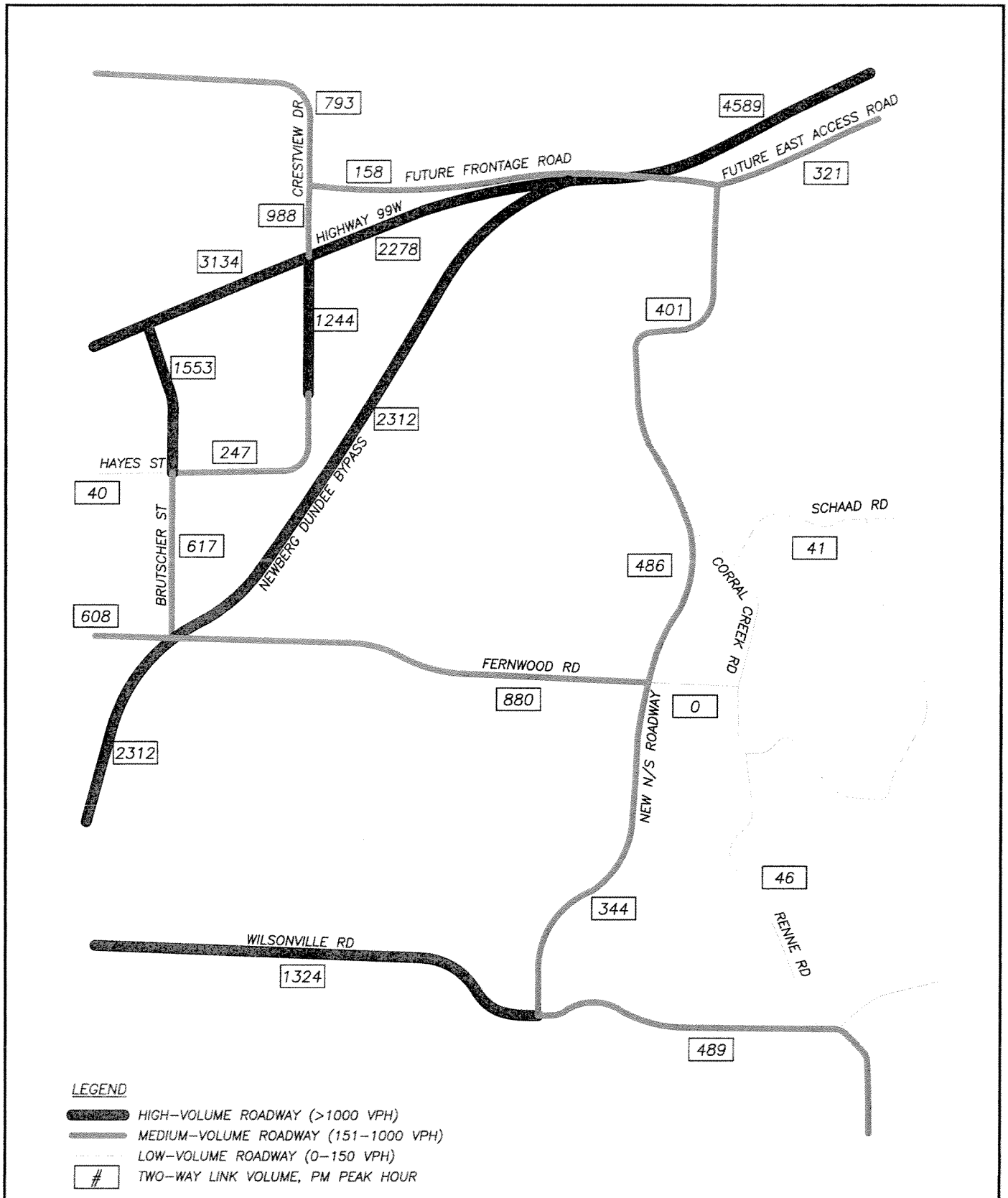
- Move to adopt NUAMC Resolution 2007-19, which recommends:
  That the Newberg City Council and Yamhill County Board of Commissioners approve the proposed Newberg Southeast Land Use and Transportation Plan, as revised.



ALTERNATIVE #6
Street Layout and Volumes
Link Volumes – PM Peak Hour

no scale

FIGURE 1



ALTERNATIVE #7
Street Layout and Volumes
Link Volumes – PM Peak Hour

no scale

FIGURE 2

Figure 3

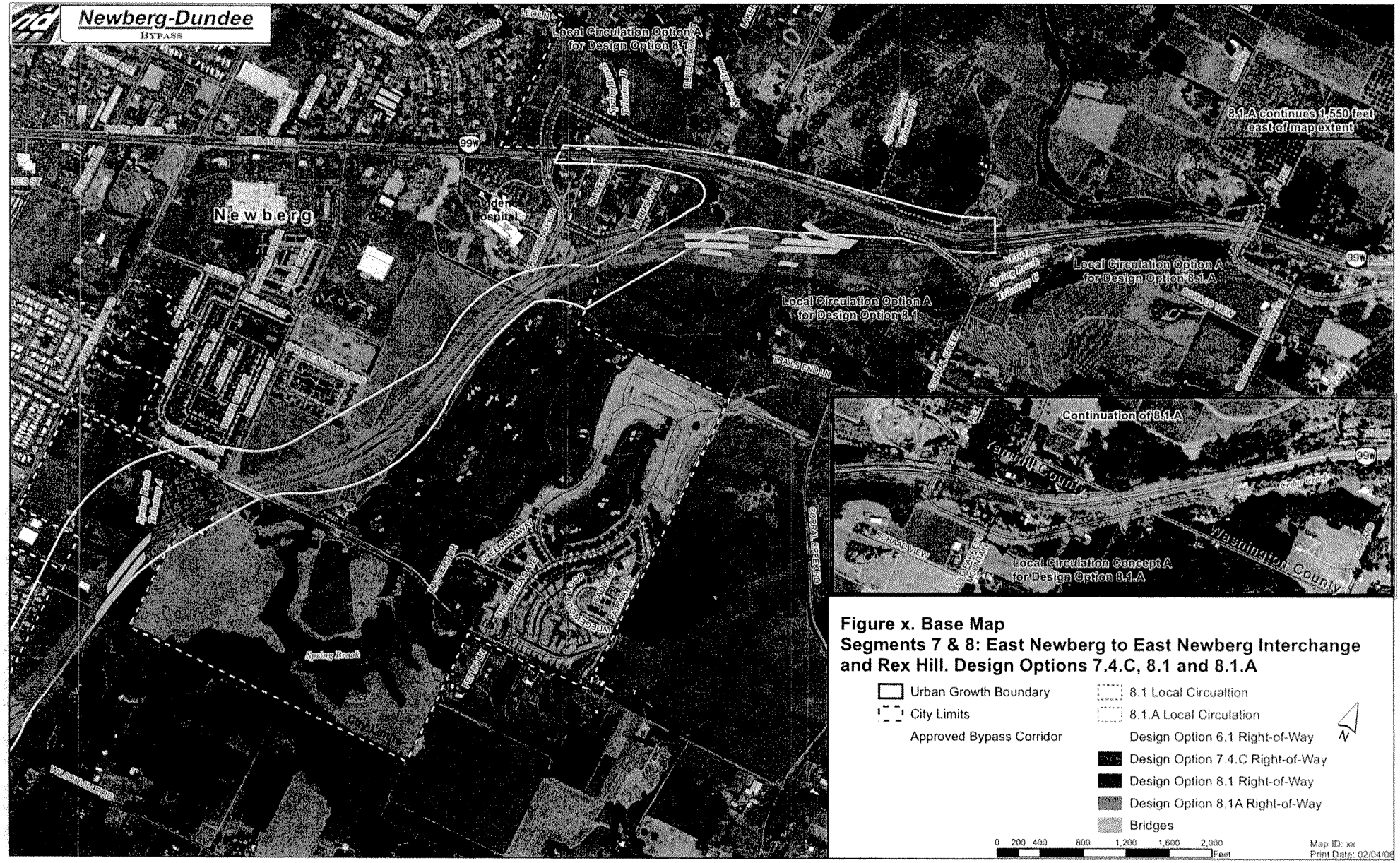

Newberg-Dundee
Bypass
Local Circulation Option A for Design Option 8.1
8.1.A continues 1,550 feet east of map extent
Newberg
Providence Hospital
Local Circulation Option A for Design Option 8.1.A
Local Circulation Option A for Design Option 8.1
Continuation of 8.1.A
Yamhill County
Washington County
Local Circulation Concept A for Design Option 8.1.A
Spring Brook
99W
Figure x. Base Map
Segments 7 & 8: East Newberg to East Newberg Interchange and Rex Hill. Design Options 7.4.C, 8.1 and 8.1.A
Urban Growth Boundary
City Limits
Approved Bypass Corridor
8.1 Local Circualtion
8.1.A Local Circulation
Design Option 6.1 Right-of-Way
Design Option 7.4.C Right-of-Way
Design Option 8.1 Right-of-Way
Design Option 8.1A Right-of-Way
Bridges
0 200 400 800 1,200 1,600 2,000
Feet
Map ID: xx
Print Date: 02/04/06

Figure 4. Land Use Option #1, Southern Emphasis

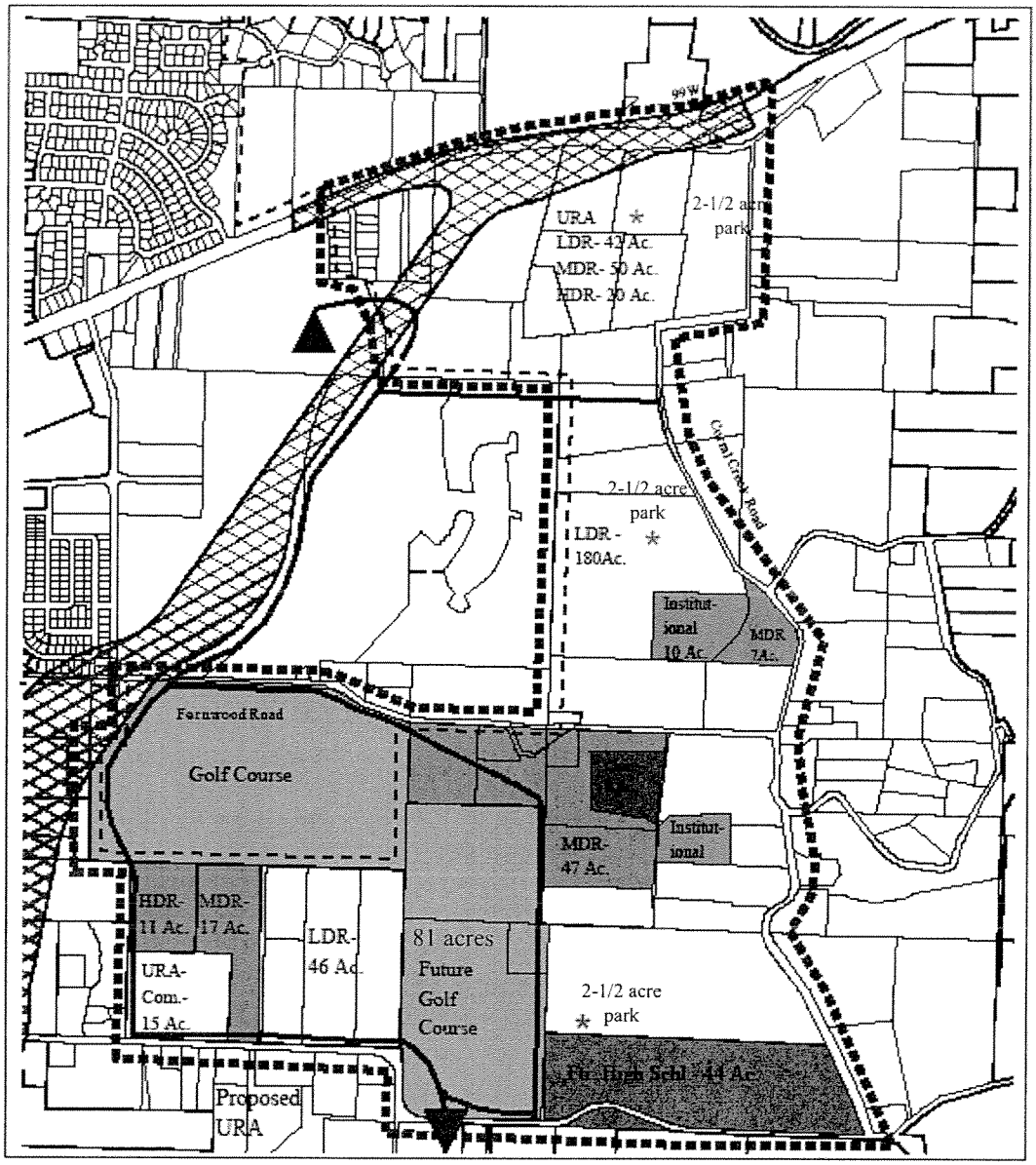
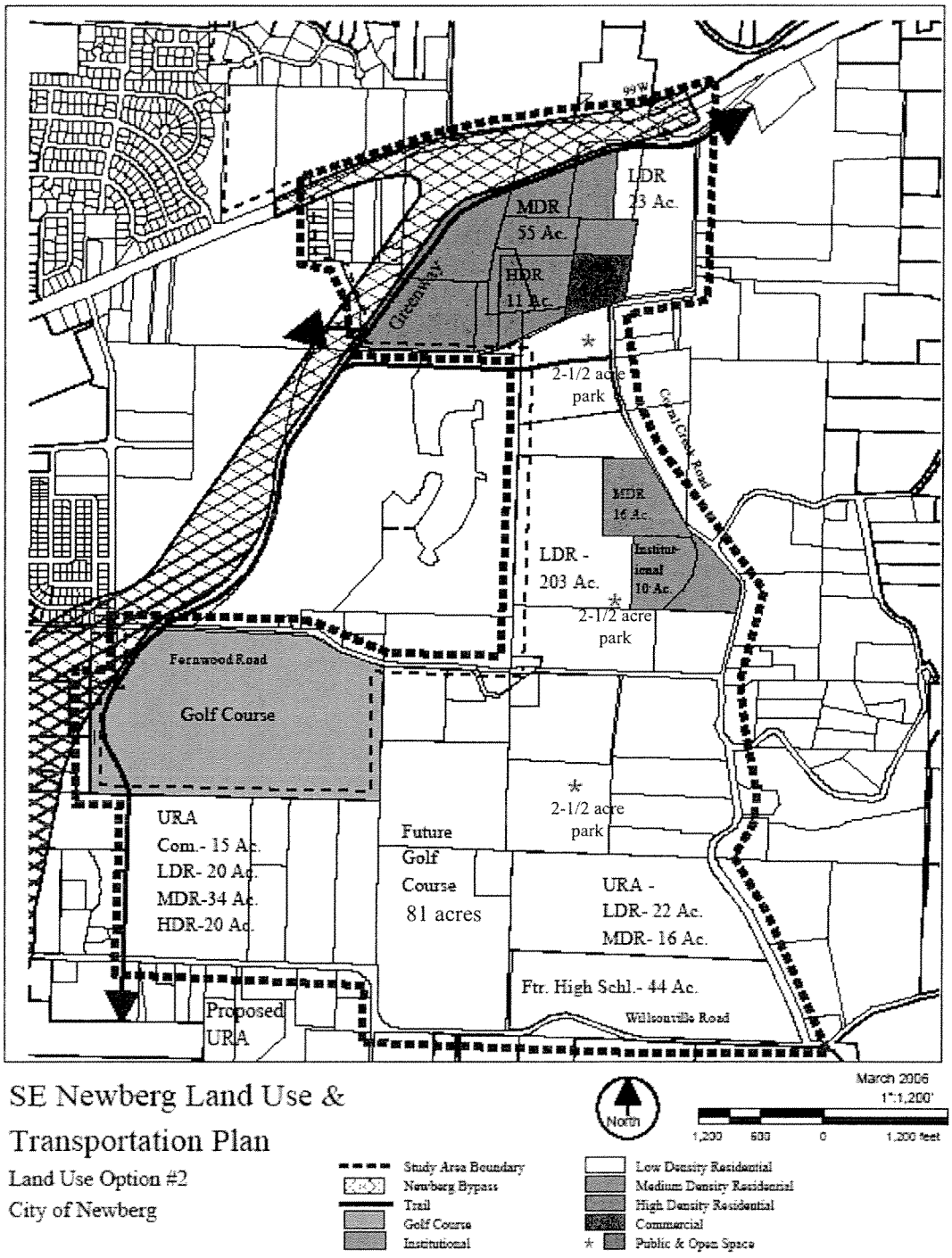
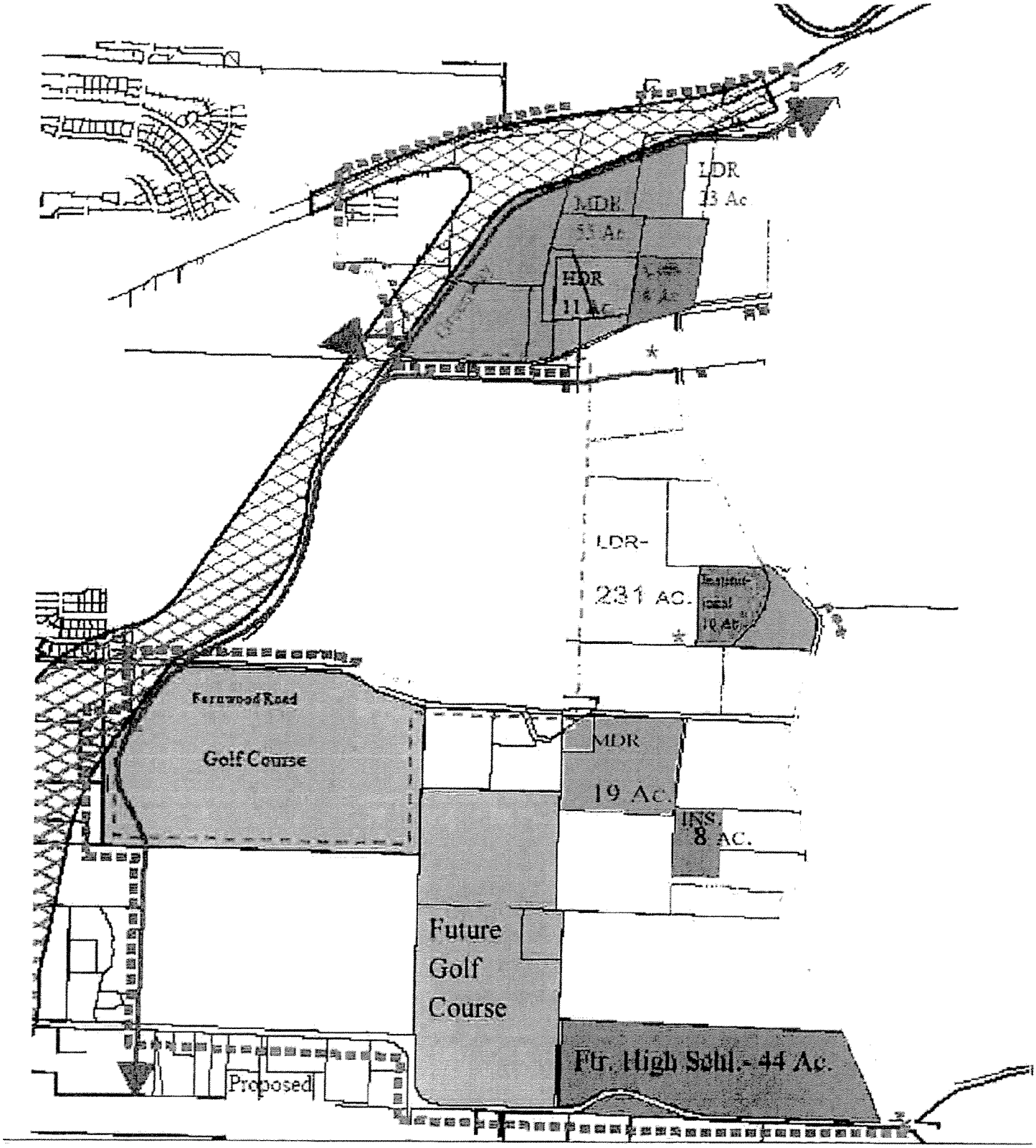
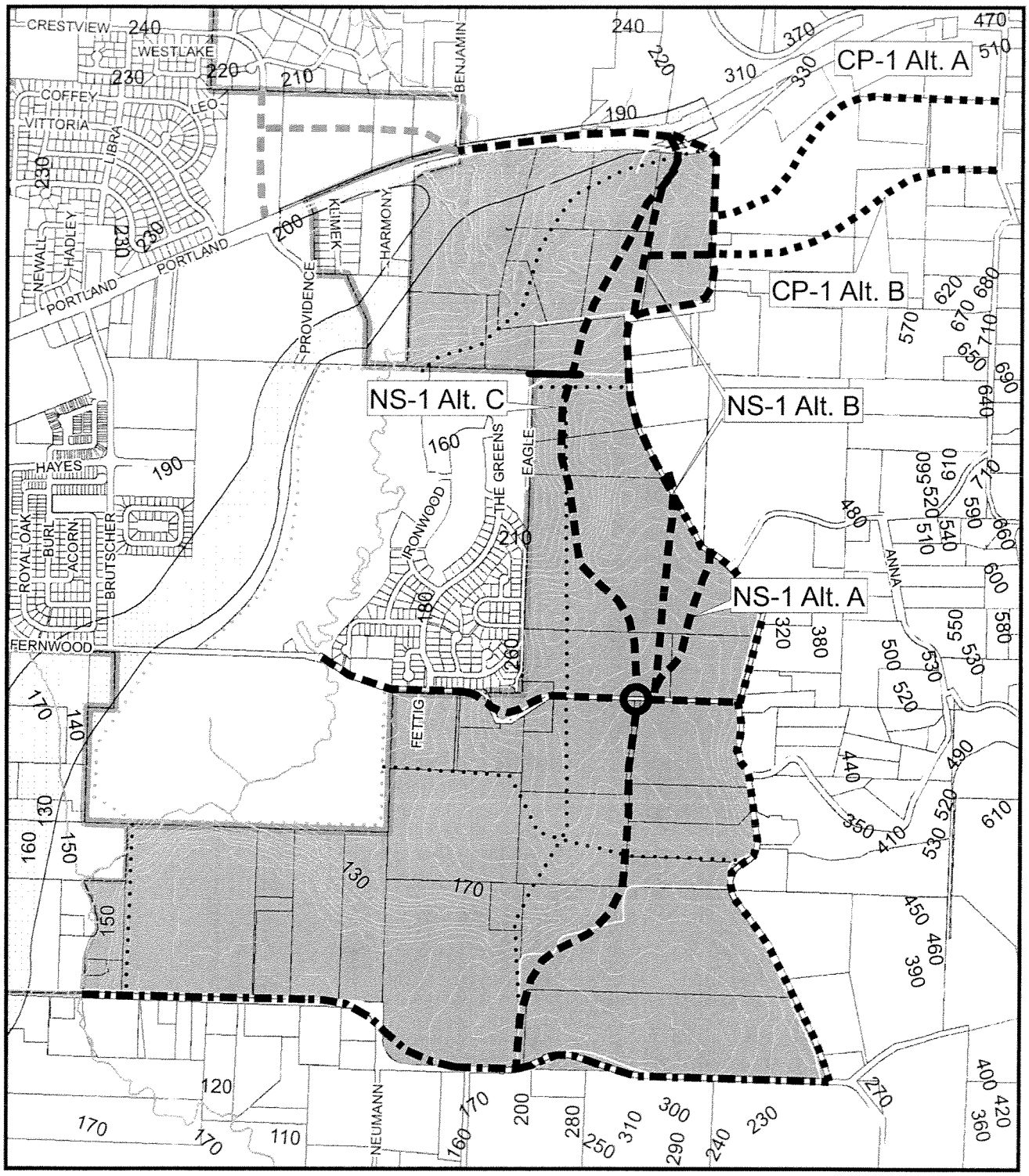


Figure 5. Land Use Option #2, Northern Emphasis




LDR
13 Ac
MDR
HDR
11 Ac
LDR-
231 AC.
Institutional
10 Ac
Farrawood Road
Golf Course
MDR
19 AC.
INS.
8 AC.
Future
Golf
Course
Ftr. High Schl.- 44 Ac.
Proposed



N/S Roadway and Old Parrett Mtn. Rd Connection Alternatives

Draft 2/14/2007

City of Newberg

- Major Arterial
- Major Collector
- County Rural Collector
- Path
- Study Area
- UGB
- Urban Reserve
- Bypass Study Corridor

N, W, E, S

0 500 1,000 Feet

K:\ARC\BARTON\SE Trans Plan Class Alt1.mxd

Table 2. Southeast Area Transportation Plan Estimates for Transportation Improvements

Project ID	Improvement Description	Units		Unit Cost		Total Cost	New Development	SDC	City	Yamhill County	ODOT	Estimated Timing	Trigger
99W-1	New frontage road on north side of 99W - Benjamin Rd. to Corral Creek Rd.	2400	lf	$436	per lf	$ 1,046,000	$ -	$ -	$ -	$ -	$ 1,046,000	**2010-2025**	Bypass
99W-2	New Corral Creek Road/99W Crossing	1	LS	$1,000,000	ea.	$ 1,000,000	$ -	$ -	$ -	$ -	$ 1,000,000	**2010-2025**	Bypass
99W-3	Interim 99W/Corral Creek Rd./Veritas improvements	1	LS	$250,000	ea.	$ 250,000	$ -	$ 242,500	$-	$ 7,500	$ -	**2008-2010**	Any development in Corral Creek Rd. N or S or Fernwood Rd. S
CC-1	Improve Corral Creek Rd. from 99W to North-South Collector (major collector)	4600	lf	$396	per lf	$ 1,819,000	$ 188,600	$ 1,594,400	$ -	$ 36,000	$ -	**2008-2011**	Must be improved at least to pavement width prior to 5% development in Corral Creek Rd N, Corral Creek Rd S, or Fernwood Rd S. Curbs and sidewalks upon development of abutting property
CC-2	Improve Corral Creek Rd. from North-South Collector to Fernwood (major collector)	2200	lf	$355	per lf	$ 781,000	$ 706,000	$ 59,000	$ -	$ 16,000	$ -	**2008-2015**	Development of abutting properties
CP-1	Construct new street from Corral Creek Rd. to Old Parrett Mountain Rd. (county rural)	3100	lf	$872	per lf	$ 2,703,000		$ 2,703,000		$ -	$ -	**2010-2025**	Bypass
RN-1	Improve Renne Rd. from Fernwood Rd. to Wilsonville Rd. (county rural without curb, gutter or sidewalk)	4000	lf	$355	per lf	$ 1,420,000	$ 1,284,000	$ 108,000	$ -	$ 28,000	$ -	**2008-2025**	Development of abutting properties
NS-1	Construct new North-South Collector street from Corral Creek Rd. to Fernwood Rd. (major collector)	550	lf	$436	per lf	$ 240,000	$ 221,000	$ 19,000	$ -	$ -	$ -	**2008-2011**	Development in Corral Creek Rd. S or Fernwood Rd S
NS-2	Construct roundabout at Fernwood Rd./North-South Collector intersection	1	LS	$150,000	ea.	$ 150,000	$ -	$ 150,000	$ -	$ -	$ -	**2008-2011**	Construction of North-South Collector
NS-3	Construct new North-South Collector street from Fernwood Rd. to Wilsonville Rd. (major collector)	4100	lf	$436	per lf	$ 1,788,000	$ 1,649,000	$ 139,000	$ -	$ -	$ -	**2008-2011**	Construct before 10% of Fernwood Rd. S is developed
FW-1	Improve Fernwood Rd. from east fork of Springbrook Creek to steep grade (FW-2) (major collector)	1400	lf	$436	per lf	$ 610,000	$ 550,000	$ 48,000	$ -	$ 12,000	$ -	**2008-2012**	Development of abutting properties
FW-2	Reconstruct tight curve on grade on Fernwood Rd.	1000	lf	$1,000	per lf	$ 1,000,000	$ 394,000	$ 586,000	$ -	$ 20,000	$ -	**2008-2011**	Construct before 25% of Corral Creek Rd. S or Fernwood Rd. S in developed
FW-3	Improve Fernwood Rd. (major collector) from steep grade (FW-2) to new North-South Collector	700	lf	$436	per lf	$ 305,000	$ 275,000	$ 24,000	$ -	$ 6,000	$ -	**2008-2015**	Development of abutting properties
FW-4	Improve Fernwood Rd. from new North-South Collector to Corral Creek Rd. (major collector)	900	lf	$436	per lf	$ 392,000	$ 353,000	$ 31,000	$ -	$ 8,000	$ -	**2008-2015**	Development of abutting properties
WL-1	Improve Wilsonville Rd./Springbrook Creek crossing	1	LS	$1,000,000	ea.	$ 1,000,000	$ 50,000	$ 930,000	$ -	$ 20,000	$ -	**2015-2025**	Construct before 10% of Wilsonville Rd. NW/Wilsonville Rd. NE is developed
WL-2	Improve Wilsonville Rd. from Springbrook Creek to double curve (major arterial)	2100	lf	$685	per lf	$ 1,439,000	$ 1,108,000	$ 302,000	$ -	$ 29,000	$ -	**2015-2025**	Development in Wilsonville Rd. NW
WL-3	Improve double curve on Wilsonville Road	1600	lf	$900	per lf	$ 1,440,000	$ 844,000	$ 567,200	$ -	$ 29,000	$ -	**2015-2025**	Development in Wilsonville Rd. NE
WL-4	Imrpove Wilsonville Rd. from double curve to new North-South Collector (major arterial)	500	lf	$685	per lf	$ 343,000	$ 264,000	$ 72,000	$ -	$ 7,000	$ -	**2015-2025**	Development of abutting property
WL-5	Improve Wilsonville Rd. from new North-South Collector to Renne Road (major arterial)	3000	lf	$685	per lf	$ 2,055,000	$ 1,582,000	$ 432,000	$ -	$ 41,000	$ -	**2015-2025**	Development of abutting property
WL-6	Improve Wilsonville Rd./Renne Rd. intersection	1	LS	$150,000	per lf	$ 150,000	$ 116,000	$ 32,000	$ -	$ 3,000	$ -	**2015-2025**	Development of abutting property
PED-1	Multi-use path from future bypass to Corral Creek Rd./99W intersection	4000	lf	$150	per lf	$ 600,000	$ 600,000					**2020-2040**	Development of properties containing path
PED-2	Pedestrian paths in area north of Fernwood Rd.	3800	lf	$100	per lf	$ 380,000	$ 380,000					**2008-2025**	Development of properties containing path
PED-3	Pedestrian path connecting Wilsonville Rd. and golf course	1600	lf	$100	per lf	$ 160,000	$ 160,000					**2015-2025**	Development of properties containing path
PED-4	Pedestrian paths in area between Fernwood Rd. and Wilsonville Rd.	6600	lf	$100	per lf	$ 660,000	$ 660,000					**2008-2025**	Development of properties containing path
	TOTAL					**$ 21,731,000**	**$ 11,384,600**	**$ 8,039,100**	**$ -**	**$ 262,500**	**$ 2,046,000**		

NUAMC RESOLUTION NO. 2007-19

A RESOLUTION OF THE NEWBERG URBAN AREA MANAGEMENT COMMISSION RECOMMENDING APPROVAL OF FILE UGB 05-015, A TRANSPORTATION SYSTEM PLAN AMENDMENT FOR AN AREA LOCATED EAST OF THE CITY OF NEWBERG.

RECITALS:

1. On July 21, 2005, the Newberg City Council adopted Resolution 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as described in the recommendations of the Ad Hoc Committee on Newberg's Future, and directed City staff to undertake the activities needed to initiate and support a number of actions for the City to consider these amendments.

2. The Committee recommended inclusion of an area east of the City, between Hwy 99W and Wilsonville Road, in the Newberg Urban Growth Boundary or Urban Reserve, noting that a master plan will be needed for this area in conjunction with including it in the UGB; that the master plan should specify what street improvements and new streets should be constructed to serve this area; and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

3. Consistent with Paragraphs 2.c. and 2.d. of Resolution 2005-2590, City staff held neighborhood meetings in each general area that the Committee had recommended for addition to the Urban Growth Boundary or Urban Reserve Area to define specific boundaries, and is proceeding with the hearings process to create a new Urban Growth Boundary and a new Urban Reserve Area.

4. Three neighborhood meetings were held for the Southeast area to determine local preferences for specific boundaries, transportation routes, and financing/funding options.

5. On March 15, 2007 notice of the proposed action was mailed to owners of record as identified in Yamhill County Assessor's Office of all properties within the proposed amendment area and all adjoining property owners within a distance of 500 feet.

6. Notice was published in the Graphic Newspaper on March 14, 2007, which is at least ten days prior to the public hearing before the Newberg Urban Area Management Commission on April 11, 2007, and on March 14, 2007, notice of the Newberg Urban Area Management Commission meeting was posted at four public places to comply with Oregon Revised Statute requirements.

7. On April 11, 2007, a hearing was held by the Newberg Urban Area Management Commission.

NOW THEREFORE, BE IT RESOLVED by the Newberg Urban Area Management Commission that it recommends that the City Council and Yamhill County Board of Commissioners approve the Newberg Southeast Land Use and Transportation Plan, as revised.

This recommendation is based on review of the plan itself, the staff report, findings and testimony.

DATED this ___ day of _____, 2007.

AYES: NAYS: ABSTAIN: ABSENT:

ATTEST:

_____ _____

Recording Secretary NUAMC Chair

Exhibits to be forwarded to City Council and Yamhill County Board of Commissioners as part of an adoption ordinance:

Exhibit A, List of Tax Lots

Exhibit B, "Newberg Southeast Land Use and Transportation Plan."

EXHIBIT "A"

LIST OF TAX LOTS
UGB-05-015

T#: 3221 04700
T#: 3221 04900
T#: 3215 00900
T#: 3215 01100
T#: 3215 01000
T#: 3215 00800
T#: 3221 04901
T#: 3221 05100
T#: 3215 01101
T#: 3215 01400
T#: 3222 02500
T#: 3222 03600
T#: 3222 03800
T#: 3222 03700
T#: 3222 03000
T#: 3222 03100
T#: 3222 03200
T#: 3222 02300
T#: 3222 02200
T#: 3222 02800
T#: 3222 02700
T#: 3215 01003
T#: 3222 02100
T#: 3215 00600
T#: 3215 00700
T#: 3222 02400
T#: 3222 02900
T#: 3216 01908
T#: 3221 04600
T#: 3222 03500
T#: 3221 04500
T#: 3222 03300
T#: 3216 01903
T#: 3222 02000
T#: 3222 03400
T#: 3221 04601
T#: 3221 04701
T#: 3222 01900
T#: 3221 04800

Note: Some parcels may be only partially in the amendment area. See plan maps.

Exhibit "B"

Please see [DRAFT] "Newberg Southeast Land Use and Transportation Plan"
City of Newberg, Oregon, April 11, 2007
(provided as a separately bound document)

Attachment 1: Correspondence Received

Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Region 2
455 Airport Rd. SE, Bldg. B
Salem, Oregon 97301-5395
503-986-2600
FAX 503-986-2630

FILE CODE:

March 28, 2007

Mr. Barton Brierley
Planning and Building Director
City of Newberg
414 E. First Street
Newberg, OR 97132

Dear Mr. Brierley,

Thank you for the opportunity to comment on the Newberg Southeast Land Use and Transportation Plan (file #UGB 05-015, scheduled for NUMAC hearing on 4/11/07) and the Urban Reserve Area (URA) Justification report (file #URA 05-010, scheduled for NUMAC hearing on 4/25/07). As you are aware, the Oregon Department of Transportation (ODOT) has a significant interest in these Plans as we continue to coordinate Newberg Dundee Bypass development issues and the operation and maintenance of the existing state highway system with Newberg's land use planning processes. While we are committed to continue to coordinate with you and support your efforts to craft the foundation for Newberg's future growth, we do have several comments that we would like to get on the record for the hearings referenced above.

1. **Bypass Funding and Compliance with the TPR**- As noted in your existing Comprehensive Plan Policy K (Transportation), Goal 2, the City of Newberg intends to "Establish policies which require concurrent consideration of transportation/land use system impacts." The subsections of this Goal also state that transportation improvements shall be used to guide urban development (sub a.), that zoning and development overlays shall be adopted by manage land uses and access in the vicinity of the bypass interchanges consistent with the function of the bypass to serve through traffic and consistent with the Oregon Highway Plan (sub b.), and that Interchange Area Management Plans (IAMPs) shall be developed to establish a framework for managing land use along major transportation facilities such as the bypass (sub c.).

   More specifically, Policy K.4.k. under Goal 4 ("Minimize the impact of regional traffic on the local transportation system") states that the Newberg Dundee Bypass cannot yet be relied upon as a planned facility for purposes of Urban Growth Boundary (UGB) expansion, comprehensive plan amendments, or zone changes.

Until the Design (Tier 2) EIS is granted a build Record of Decision (ROD) by the Federal Highway Administration (FHWA) and a funding plan that is mutually accepted by ODOT, Yamhill County, Newberg, Dundee, and Dayton is developed, ODOT cannot state that it is reasonably likely that the Bypass will be funded and constructed within or beyond the Comprehensive Plan planning horizon.

Implementation of land uses within the new URAs identified in these documents is dependent upon construction of the Bypass in order to meet state highway mobility standards and comply with the Transportation Planning Rule (TPR), Oregon Administrative Rule (OAR) 660-12-0060. We do expect that with the bypass in place, the rest of the current state highway system will be able to acceptably serve the development implied by your URA and, ultimately, UGB expansions by the end of the current planning horizon. We are currently updating our analysis to affirm this expectation. However, there is no doubt that the total sum of this additional growth cannot be adequately served without the bypass.

The TPR requires that the transportation improvements needed to mitigate the impacts associated with plan amendments and zone changes be deemed reasonably likely to be funded and in place at the end of the associated (generally 20 year) planning horizon when the facilities in question currently meet mobility standards. When the facilities in question do not currently meet the standards, the test is to ensure that mitigation sufficient to cause no further degradation of performance is provided when needed. It is the agency that has jurisdictional responsibility for the facilities in question that makes the determination of what is reasonably likely to be funded and, therefore, what projects on its system may be considered as planned facilities.

As stated in the findings of the URA Justification Report, we entered into intergovernmental agreements in 2004 and the City subsequently adopted policies to defer any URA, UGB, plan, or zone changes until IAMPs are completed and adopted for both proposed bypass interchanges. The expectation at that time was that both a funding plan and the IAMPs would be completed by the end of 2007. The current expectation for the IAMPs is that they will be ready for adoption by the Spring of 2008.

Although we are fully committed to continue working to find an acceptable means to fund and construct the bypass, the time frame for completing a funding plan and proceeding to construct is uncertain. None of the tolling strategies developed thus far are capable of providing enough revenue to fund the bypass project and still meet the project purpose and need and gain public acceptance. While we are continuing to investigate this funding potential, there is no time certain when or if this approach will be capable of enabling bypass construction. There is also no certainty that other adequate public funding will become available. Even if we do find an acceptable

funding strategy via tolling or some mix of public funding or some mix of both, completing an acceptable funding strategy will still require that other issues be addressed and resolved before ODOT will be able to regard the bypass as a planned facility for the purpose supporting UGB, comprehensive plan, or zone changes. Chief among these issues are agreement about the timing and responsibility for needed interim improvements, local funding contributions and jurisdictional transfer of bypass facilities. It is reasonable to expect that these issues will take some time to resolve, but ODOT is committed to working through them with you as quickly as possible.

None of these issues would necessarily prevent you from adopting new URAs. However it would trigger Policy K.4.r. under Goal 4 of your Comprehensive Plan which states that the City will not approve URA or UGB expansions until the IAMPs are prepared and adopted by ODOT, Newberg, and Yamhill County. If the City were to adopt the URAs with a provision that their implementation is contingent upon adoption of the IAMPs (one remedy mentioned in your report), ODOT would support this action as a means to move your process forward. Nonetheless, we also need you to be aware that subsequent ODOT support for annexing, planning, zoning and, developing these URAs must be contingent upon development of an adequate and acceptable funding plan and adoption of mutually acceptable IAMPs for both proposed interchanges.

2. **Transportation Impact in Advance of Bypass Completion**- The changes in the location of the URAs and the expected growth in each creates additional safety and operational concerns related to the timing of the bypass construction and safety concerns in advance of the bypass construction. Specifically, the new growth envisioned in the Corral Creek and Wilsonville Northeast areas poses significant interim safety and operational problems that were not of nearly as much concern when the bulk of your future residential growth was targeted for the North Hill URA.

When future growth was primarily assigned to the North Hills URA, the primary access to the existing state highway system for that future growth would have been via the signalized Crestview/Providence intersection with Oregon 99W. Implementation of growth in that area would have caused interim operational degradation at this intersection. However, because it is an established signalized intersection within the City Limits ODOT could implement interim traffic operations measures to mitigate for safety and operational concerns.

The new proposed scenario shifts the growth previously shown in the North Hills URA to the Corral Creek and Wilsonville Road Northeast URA. The resulting shift of residential growth to this area and the extension of the planning horizon from 2025 to 2030 creates a new set of concerns. Our initial assessment of this situation is much like yours in that the intersection of Corral Creek and Oregon 99W would be unable to safely and efficiently handle much, if any increase in traffic volume due to its

existing design and location. While this problem would be addressed by a Corral Creek undercrossing and new frontage road back to the Crestview/Providence intersection as is proposed in conjunction with the construction of the bypass, it is more difficult to address prior to the completion of the bypass and associated improvements.

In your report, you noted four possible remedies to this problem. Of these options, the first listed, a new collector from Corral Creek to Providence, seems to be the most feasible and logical. ODOT would have no objection to this approach, although it would need to be coordinated with the bypass design. The second, a direct connection to the East Newberg interchange, does not work from an operational standpoint and is not technically feasible. This would not be supported by ODOT under any circumstance. It is also dependent on the construction of the bypass and would not be available as a short-term or interim measure, even if it was feasible. The third option, improvements at Corral Creek and Oregon 99W, may hold some limited, short-term, benefit as noted in your report, but it is more likely that ODOT would simply seek to close this connection if traffic increased at this location. The fourth option is the Corral Creek undercrossing that is being proposed with construction of the bypass. Unfortunately, this improvement would not be available until the bypass is constructed and thus is not a short-term or interim measure. ODOT will continue to work with the City to identify possible short-term or interim measures with the expectation that an acceptable funding plan will be developed and such measures will be needed to deal with the impacts that occur prior to bypass construction.

3. **Parrett Mountain Collector Road Issues**- In the Southeast Land Use and Transportation Report, in Table 2, Project CP-1, a proposed rural collector between Corral Creek Road and Parrett Mountain Road is shown with funding responsibility attributed to ODOT. This is incorrect. ODOT has made it clear that it does not consider such a facility as necessary to address impacts created by the bypass. While not necessarily opposed to such a project, we also do not advocate its construction and believe that if it were to be constructed, the responsibility for gaining necessary land use approvals and funding would be that of the initiating local jurisdiction and not ODOT. With respect to land use approvals, it should be noted that as a new transportation facility outside of an UGB it is likely that a goal exception from Yamhill County would be needed to enable construction. Because such a road would primarily be serving urban land uses inside an UGB, it would be necessary to demonstrate that its function could not be served by some other improvements inside the UGB. Given that the Corral Creek to Providence collector would provide similar access to Oregon 99W, it would likely be hard to make that case. The collector to Parrett Mountain would also present numerous constructability problems due to the steep grade of the hillside that it would need to traverse and the rural residential neighborhood that it would go through. If built, in addition to the traffic related impacts to the rural neighborhoods, it would also allow high volumes of traffic to

of 6access Oregon 99W in a higher speed area (compared to the location of the Providence/Crestview intersection with Oregon 99W where speeds are reduced on the approaches to that signalized intersection). This would be a significant safety concern for ODOT.

4. **IAMP Implications**- With substantial new development potential in the East Newberg interchange area, it will be necessary to consider developing a trip budget similar to that already identified as a management tool for the 219 interchange area as part of the IAMP process. The management overlay boundaries for both interchanges will also need to be adjusted to encompass the expanded URAs and mechanisms will need to be developed to address timing issues associated with eventual annexation of the URAs into the UGB and rezoning. This trip budgeting will be a useful management tool to help correlate new development with the pre-bypass transportation improvement needs.

Summary

ODOT has concerns about the implications of expanding the Newberg URAs, and eventually the UGB, as recommended in the Urban Reserve Area (URA) Justification report and the Newberg Southeast Land Use and Transportation Plan. While we are committed to continue working with you as you plan for your City's future, the transportation system impacts associated with the growth implied by these proposed land use changes is dependent upon construction of the Newberg Dundee Bypass to avoid significant impacts to the state highway system. At this time, we are not able to identify the Newberg Dundee Bypass as a planned facility that is reasonably likely to be funded and constructed within the 20 year planning horizon. If or when we can identify the bypass as a planned and funded transportation facility upon which you could rely to support your proposed comprehensive plan changes, we still have transportation system safety concerns associated with the reassignment of future growth to the URAs adjacent to Corral Creek Road and development of these areas in advance of bypass construction.

We also want to be clear that the potential new collector road between Corral Creek Road and Parrett Mountain Road (Project CP-1) should not be shown as an ODOT funding responsibility. We do not advocate making such a connection (even if it were possible to construct—a point that is also unclear) and do have significant safety-related concerns when the likely result would be to divert substantial urban area traffic through a rural area to connect with a point on Oregon 99W where providing a safe intersection for that high level of traffic would be problematic. Finally, in response to your URA proposal, we will need to rethink our IAMP strategy, particularly for the East Newberg Interchange, to ensure that the proper tools are developed to monitor and manage the growth that would eventually be expected in this area if or when the bypass is funded and constructed.

ODOT does appreciate the opportunity to comment on these two documents. We appreciate your need to continue to plan for Newberg's future land needs based on your adopted population and employment forecasts. We also appreciate all of the work that

has gone into this effort thus far and would like to support advancement of this process in coordination with the development of the bypass and the ongoing maintenance of safe operations on Oregon 99W. We look forward to continuing to work with you on these issues over the coming months and would appreciate receiving copies of any decisions made by your City Council regarding these proposed URA or UGB expansions. Please contact me at 503-986-2632 or Terry Cole at 503-986-2674 with any questions that you may have about ODOT's position on this matter.

Sincerely,

Erik M. Havig

Erik M. Havig, P.E.
ODOT Region 2 Planning Manager

CC: Doug Tindall, ODOT Deputy Director
Jerri Bohard, ODOT Transportation Development Division Director
Jeff Scheick, ODOT Region 2 Manager
Tim Potter, ODOT Area 3 Manager
Terry Cole, ODOT Region 2 Lead Planner
Leslie Lewis, Yamhill County Commissioner
Mike Brandt, Yamhill County Planning Director

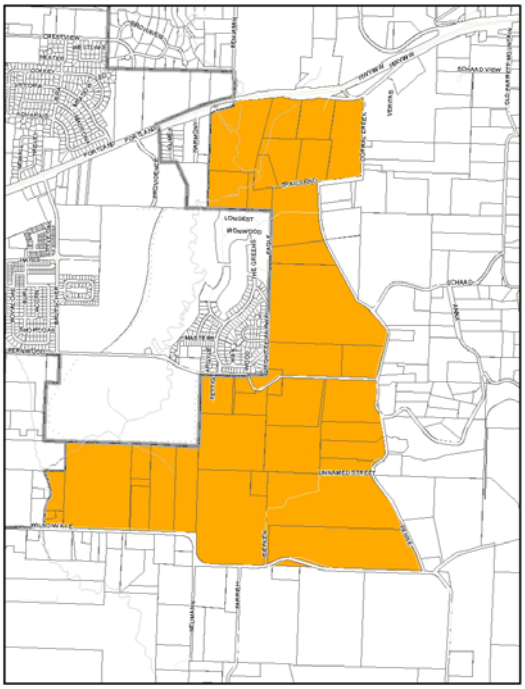
CITY OF NEWBERG
SOUTHEAST LAND USE AND TRANSPORTATION PLAN
NEWBERG URBAN AREA MANAGEMENT COMMISSION
STAFF REPORT

FILE NO:	UGB 05-015
REQUEST:	Recommend a Newberg Southeast Land Use and Transportation Plan for adoption by the Newberg City Council and Yamhill County Board of Commissioners after considering the draft plan as proposed, as well as various alternatives and options.
LOCATION:	South of Hwy 99W, West of Corral Creek Road, North of Wilsonville Road, and East of the Newberg Urban Growth Boundary.
TAX LOT:	Various
APPLICANT:	City of Newberg
OWNERS:	Various
COMPREHENSIVE PLAN/ZONING:	AF-10, EF-20, EF-40
PREPARED BY:	City of Newberg Planning Staff, May 14, 2007

ATTACHMENTS

NUAMC Reso. 2007-19 with
- Exhibit A: List of Tax Lots
- Exhibit B: Findings
- Exhibit C: DRAFT Newberg Southeast Land Use and Transportation Plan, Rev. 2/14/07
- Exhibit D: Modifications to Southeast Land Use and Transportation Plan

1. Proposed Time Line
2. Correspondence received – attached
3. Newberg Comprehensive Plan - by reference
4. Newberg Development Code - by reference
5. Ad Hoc Committee on Newberg's Future, Report to City Council – by reference



BACKGROUND

In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, they expressed concern about the area's lack of adequate roads, and felt that development should only be allowed concurrently with needed improvements, and that a master plan was needed in conjunction with including the area in the UGB. The Southeast Land Use and Transportation Plan was developed in response to the Committee's recommendation.

Initial planning included three "neighborhood meetings" for owners of land in and around the Southeast area to review proposed and alternative land use patterns, identify transportation issues, suggest or review alternate transportation system proposals, and provide input on funding and financing options. With assistance from ODOT, Lancaster Engineering, and Benkendorf Associates, City staff assembled a first draft of the Plan for review at a public workshop before the Newberg Urban Area Management Commission (NUAMC) on January 31, 2007. As directed by NUAMC, staff subsequently made corrections to the draft plan and conducted additional research to answer questions raised and explored options suggested at the workshop. That work is reflected in the revised plan dated February 14, 2007 and the staff report for the April 11, 2007 public hearing.

Much of the testimony at the public hearing was in opposition to the proposed east-west route between Corral Creek Road and Old Parrett Mountain Road ("CP-1"). Concerns regarding the lack of notice the owners of land affected by that route, as well as persons who participated in the 2005-2006 southeast neighborhood meetings and the January 31, 2007 public workshop, led NUAMC to continue the hearing on May 14, 2007 for additional public testimony and deliberations. On April 11, 2007, deliberations were opened briefly only to consider whether to continue to include CP-1 as an option. After a brief discussion, NUAMC unanimously voted to take the CP-1 option off the table, and deliberations were continued to May 14, 2007.

PROCESS

The applicant's request is being processed through the provisions of the Newberg Urban Area Management Agreement as follows:

February 14, 2007	The Director determined the application was complete.
March 15, 2007	Public notice of the April 11, 2007 hearing was mailed to property owners within 500 feet of the southeast area for comment.
March 14, 2007	Notices for the April 11, 2007 hearing were posted at four public places.
March 14, 2007	A legal notice for the April 11, 2007 hearing ran in the *Newberg Graphic*.
April 30, 2007	Notices were posted at four public places.
April 30, 2007	Public notice was mailed to property owners within 500 feet of the Southeast Area and proposed routes (more in resource areas), as well as those persons who had testified at the January 31, 2007 workshop.

May 2, 2007 A legal notice for the May 14, 2007 hearing ran in the *Newberg Graphic*.

All substantive comments received between the first hearing and the date of mailing to the Newberg Urban Area Management Commission hearing are attached (Attachment 1).

CRITERIA

The staff report for the April 11, 2007 hearing addressed the decision criteria, as determined by the Planning staff. Those criteria also appear and are addressed in the draft "Findings" document attached to this report.

OPTIONS AND RECOMMENDATIONS

The workshop on January 31, 2007 identified a number of options to consider and choices to make. After removing the "CP-1" routes, the following choices remain:

1. Access to Hwy 99W: Post Bypass Configuration. ODOT representatives have stated that when the Bypass is built, direct connection to 99W will not be feasible at any point between the Bypass corridor and somewhere considerably east of Corral Creek Road, even for right-in, right-out turning movements. After removing CP-1 from consideration, only Alternatives #1 and #6 remained. At the April 11 hearing, staff was asked to consider additional alternatives to the north-south intersection with Hwy 99W.

Staff Analysis and Recommendation:
Given ODOT's position regarding direct connection to 99W between the Bypass corridor and somewhere east of Corral Creek Road, Alternative #6 appears to be the most viable alternative for accessing Hwy 99W. Alternative #6 would send all traffic from either a New North-South Road or Corral Creek Road north under the Bypass, then west on a frontage road to Crestview Drive, coming out to Hwy 99W at the Providence Drive traffic light. No direct access would be available to or from Hwy 99W. Options under this alternative include 1) where the new North-South Road follows the existing route of Corral Creek Road, and where it takes a new course, and 2) the location of the underpass under Hwy 99W.

In addition, the March 28, 2007 letter from ODOT expressed a preference for a new East-West roadway to be formed by extending Trails End Road west to Providence Drive to access Hwy 99W at the traffic light. This roadway had been shown in Alternatives #1 and #5, but was rejected when it appeared that ODOT would not allow a road to go under the proposed bypass in that location. The East-West Roadway could continue west to connect with Hayes Street, allowing additional access to 99W via Brutscher. This might obviate the need for the Corral Creek Road Crossing (99W-2) long-term.

One suggestion on April 11 was to add a lane on the southern side of Hwy 99W, going up Rex Hill. While this proposal might help congestion on Hwy 99W, it would not address safety issues at the the Corral Creek/99W intersection. Another suggestion was to explore creative uses for the median barrier on Hwy 99W. The difficulty with this proposal is that ODOT would not allow a median on Hwy 99W, and flyover ramps are extremely expensive.

2. Access to 99W: Pre-Bypass Interim Configuration. In the short term, the existing right-in, right-out connection at Corral Creek Road can remain or be improved. Alternate locations may also be possible for right-in, right-out traffic only. In either case, ODOT representatives have indicated that those connections must be abandoned before construction starts on that part of the Bypass.

In the letter of March 28, 2007, ODOT indicated that it would have "no objection" to a new collector from Corral Creek to Providence Drive. As previously stated, that is a change from ODOT's previous position, which was to allow a bicycle and pedestrian underpass, but not a road crossing, in this location.

Staff identified four possible options for accessing 99W before construction of the bypass:

(a) Regulate turning movements at Corral Creek Road, and ultimately close it off completely, if necessary. This is the option that is presented in the draft plan. This will work for a limited increase in traffic. It is the lowest cost alternative.. As traffic volumes increase, however, closing the Corral Creek Road/99W intersection altogether will be necessary. This will redirect traffic onto other roads, such as Fernwood Road and Brutscher Street.

(b) Construct 99W-1 (New frontage road on north side of 99W going from Benjamin Road to Corral Creek Road) and 99W-2 (New Corral Creek Road/99W Crossing) In speaking with ODOT, it may be possible to construct a portion of the east Newberg interchange early so that the Corral Creek Road crossing could be constructed. Option 2 would be the most expensive option: possibly in the $50 to $60 million dollar range. This would only be an option if outside funding for the bypass becomes available soon.

(c) Construct Providence Drive/Trails End Road Extension. This option would be the second lowest cost option: likely in the $7-$10 million dollar range. It would have to cross a canyon and creek, which could have environmental challenge. It also would have to cross the bypass if it were to remain after its construction. It would connect to Providence Drive, and would provide connections to Brutscher Street and the Fred Meyer area. Providence Hospital has strongly objected to this option.

(d) Restrict UGB amendments until after the bypass is built. While this would solve many of the interim traffic issues in this area, it would not be consistent with the recommendation of the Ad Hoc Committee. Growth in the interim period would need to be directed elsewhere.

Staff Analysis and Recommendation:

Option (b) is not feasible from a funding standpoint. Options (a), (c), and (d) are feasible from both a transportation and funding standpoint, though they have some tradeoffs. Option (a) is included in the draft transportation plan. Option (c) would be a good option from a transportation standpoint. It would be an expensive option, but the expenses possibly could be funded through a special local SDC. It would have impacts to other properties west of the bypass, which would have to be accepted. Option (d) would redirect growth to other parts of the City for a number of years.

3. Land Use. The draft plan dated February 14, 2007 provides two alternate land use patterns: Figure 4, "Land Use Option #1, Southern Emphasis" and Figure 5, "Land Use Option #3, Northern Emphasis." In Option #1, most of the southern portion of the area would go into

the UGB to develop first. It includes a small commercial and institutional area south of Fernwood Road. In Option #2, the northern area would go into the UGB to develop first. It includes a small commercial area located north of Trails End Road. A third, "hybrid" option was suggested by Mimi Doukas at the January 31, 2007 workshop. It would put all of the future golf course and school district properties, plus everything north and east of those properties, into the UGB, leaving the land south of the second nine holes and west of the third nine holes in the URA. This option would bring 38 acres more residential land into the UGB than either Option #1 or #2, reducing the amount that could be brought in from other areas.

Staff Analysis and Recommendation: At this point, no single option is being selected for consideration. The land use alternative ultimately selected will depend on the pre-bypass access options selected. If no major alternatives to the Corral Creek Road/99W intersection are made prior to bypass construction, then Land Use Option #1 (Southern Emphasis) is better suited. If major changes are to be made, such as the Trails End-Providence Drive connection, then the Land Use Option #2 (Northern Emphasis) is better suited. At this time, the plan is really a "transportation plan," rather than a "land use and transportation plan." Staff recommends changing the name to "Newberg Southeast Transportation Plan" to reflect this.

4. Route of New North-South Road (NS-1). The new North-South Road north of Fernwood Road is proposed as a major collector. The need for it would be triggered by development either north or south of Fernwood Road in the "Corral Creek Road South" and "Fernwood Road South" study areas (see *Plan*, February 14, 2007 DRAFT, Figure 12). Three alternate routes were suggested for this road, as described below and mapped in Figure 7:

NS-1A. This route follows Corral Creek Road from its intersection with Hwy 99W south to a point about 300 feet north of Schaad Road, then heads south and jogs slightly west to meet Fernwood Road in a roundabout. It requires improving the existing Corral Creek Road, but is the most direct and has the least cost.

NS-1B. This makes two changes to the NS-1A alignment. First, the connection to Corral Creek Road is moved further north (approximately 1000 feet north of Schaad Road). This is would increase the out-of-direction travel needed to travel on Schaad Road in an attempt to limit travel there. It also would extend Corral Creek Road north at Trails End Lane to 99W. This would reduce traffic on Corral Creek Road north of Trails End Lane. It is a more expensive option than NS-1A (approximately $1 million more expensive).

NS-1C. This route parallels Corral Creek Road, and avoid connection to it altogether. It goes through steep terrain, and would be the most expensive of the three options (approximately $3 million more expensive than NS-1A).

Staff Analysis and Recommendation: While NS-1B has greater cost, it also allows costs to be shared by development on both sides of the road. The area's developer would be able to plan around the new roadway to access local streets and allow for bicycle and pedestrian traffic. Meanwhile, the old route of Corral Creek Road could revert to a scenic, low traffic rural road.

5. Renne Road and Schaad Road alternatives

At the workshop, the possibility of disconnecting Renne Road after construction of NS-3 was discussed. This option is included in the preferred alternative. This could occur at several locations to be determined at a later time. Some connection from Renne Road to NS-3 would be desirable. One option would be to disconnect the road at Wilsonville Road. This would completely eliminate a difficult intersection (WL-6). Another option would be to disconnect to Corral Creek Road. This would make Renne a local access Road. A third option would be to disconnect the road somewhere in the middle, eliminating through traffic but allowing local access back to either Wilsonville Road or Corral Creek Road (or NS-3). In all cases, emergency access would need to be retained.

The road configuration and alternatives are designed to discourage large volumes of traffic on Schaad Road. The topography and circuitous routing of this road will likely discourage large volumes. Traffic estimates are that less than 100 trips in the p.m. peak hour will use this route. If actual traffic volumes grow to exceed these estimates, then there are options available to reduce traffic flows. For example if traffic grows to exceed these numbers, then one leg of the Schaad Road/Corral Creek Road intersection could be gated, making the Schaad Road route less direct and less attractive for through traffic.

Time Line

As suggested at the hearing on April 11, we have provided a proposed time line for the Urban Reserve amendment process.

AGENCY COMMENTS: The proposal was referred to the following public agencies: City Manager, Planning and Building Director, Public Works Director, Building Official, Police, Fire, Maintenance, Legal (info only), NW Natural Gas, Newberg School District, PGE, Comcast, Verizon, Newberg Garbage Service, Newberg Rural Fire District, Chehalem Park and Recreation, Yamhill County Planning, Yamhill County Roads, Yamhill County Sheriff, Oregon Department of Transportation, and Division of State Lands.

The following agency comments were received, and were included with the staff report for the April 11, 2007 hearing:

Oregon Department of Transportation, Region 2 – see letter of 3/28/07
Newberg Building Division Manager – Reviewed; no conflict.
Newberg Finance – Reviewed; no conflict.
Newberg Garbage – Reviewed; no conflict.
Newberg City Engineer – Reviewed; no conflict.
Newberg Fire Department – Reviewed; no conflict.
Newberg Police Department – Reviewed; no conflict.
Newberg Public Works – Comments deferred to Public Works Engineer

Comments from Yamhill County Public Works were received at the April 11, 2007 hearing.

PRELIMINARY STAFF RECOMMENDATION: The preliminary staff recommendation is made prior to the completion of public hearing testimony, and may be modified subsequent to the close of the public hearing. At this writing, the staff recommends the following motion:

- Move to adopt NUAMC Resolution 2007-19, which recommends:
  That the Newberg City Council and Yamhill County Board of Commissioners approve the proposed Newberg Southeast Land Use and Transportation Plan, as revised.

NUAMC RESOLUTION NO. 2007-19

A RESOLUTION OF THE NEWBERG URBAN AREA MANAGEMENT COMMISSION RECOMMENDING APPROVAL OF FILE UGB 05-015, A TRANSPORTATION SYSTEM PLAN AMENDMENT FOR AN AREA LOCATED EAST OF THE CITY OF NEWBERG.

RECITALS:

1. On July 21, 2005, the Newberg City Council adopted Resolution 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as described in the recommendations of the Ad Hoc Committee on Newberg's Future, and directed City staff to undertake the activities needed to initiate and support a number of actions for the City to consider these amendments.

2. The Committee recommended inclusion of an area east of the City, between Hwy 99W and Wilsonville Road, in the Newberg Urban Growth Boundary or Urban Reserve, noting that a master plan will be needed for this area in conjunction with including it in the UGB; that the master plan should specify what street improvements and new streets should be constructed to serve this area; and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

3. Consistent with Paragraphs 2.c. and 2.d. of Resolution 2005-2590, City staff held neighborhood meetings in each general area that the Committee had recommended for addition to the Urban Growth Boundary or Urban Reserve Area to define specific boundaries, and is proceeding with the hearings process to create a new Urban Growth Boundary and a new Urban Reserve Area.

4. Three neighborhood meetings were held for the Southeast area to determine local preferences for specific boundaries, transportation routes, and financing/funding options.

5. On March 15, 2007 notice of the proposed action was mailed to owners of record as identified in Yamhill County Assessor's Office of all properties within the proposed amendment area and all adjoining property owners within a distance of 500 feet.

6. Notice was published in the Graphic Newspaper on March 14, 2007, which is at least ten days prior to the public hearing before the Newberg Urban Area Management Commission on April 11, 2007, and on March 14, 2007, notice of the Newberg Urban Area Management Commission meeting was posted at four public places to comply with Oregon Revised Statute requirements.

7. On April 11, 2007, a hearing was held by the Newberg Urban Area Management Commission, and continued to May 14, 2007 and June 11, 2007 for additional public testimony and deliberations.

NOW THEREFORE, BE IT RESOLVED by the Newberg Urban Area Management Commission that it recommends that the City Council and Yamhill County Board of Commissioners approve the Newberg Southeast Land Use and Transportation Plan, as revised.

This recommendation is based on review of the plan itself, the staff report, findings and testimony.

DATED this ___ day of _____, 2007.

AYES: NAYS: ABSTAIN: ABSENT:

ATTEST:

_____ _____

Recording Secretary NUAMC Chair

Exhibits to be forwarded to City Council and Yamhill County Board of Commissioners as part of an adoption ordinance:

Exhibit A, List of Tax Lots
Exhibit B, Findings
Exhibit C, Draft Newberg Southeast Land Use and Transportation Plan, Rev. 2/14/07
Exhibit D, Modifications to Southeast Land Use and Transportation Plan

EXHIBIT "A"

LIST OF TAX LOTS WITHIN SOUTHEAST PLANNING AREA
UGB-05-015

T#: 3221 04700
T#: 3221 04900
T#: 3215 00900
T#: 3215 01100
T#: 3215 01000
T#: 3215 00800
T#: 3221 04901
T#: 3221 05100
T#: 3215 01101
T#: 3215 01400
T#: 3222 02500
T#: 3222 03600
T#: 3222 03800
T#: 3222 03700
T#: 3222 03000
T#: 3222 03100
T#: 3222 03200
T#: 3222 02300
T#: 3222 02200
T#: 3222 02800
T#: 3222 02700
T#: 3215 01003
T#: 3222 02100
T#: 3215 00600
T#: 3215 00700
T#: 3222 02400
T#: 3222 02900
T#: 3216 01908
T#: 3221 04600
T#: 3222 03500
T#: 3221 04500
T#: 3222 03300
T#: 3216 01903
T#: 3222 02000
T#: 3222 03400
T#: 3221 04601
T#: 3221 04701
T#: 3222 01900
T#: 3221 04800

Note: Some parcels may be only partially in the amendment area. See plan maps.

EXHIBIT B: SOUTHEAST LAND USE AND TRANSPORTATION PLAN FINDINGS
UGB 05-015
Recommend Adoption of Newberg Southeast Land Use and Transportation Plan by Newberg City Council and Yamhill County Board of Commissioners

Statewide LCDC Goals: Goal 1, Citizen Involvement; Goal 2, Land Use Planning; Goal 8, Recreation Needs; Goal 12, Transportation. Goal 4, Forest Land, does not apply because no forest land is included. Goals 15, 16, 17, 18 and 19 do not apply in this area. Other Goals will be addressed when the land is considered for inclusion within the Urban Reserve and/or Urban Growth Boundary.

Statewide Goal 1: Citizen Participation. *To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.*

Finding: The Southeast Land Use and Transportation Plan was created in response to a recommendation from the Ad Hoc Committee on Newberg's Future, a citizen committee appointed by City Council to help the City plan for its future land needs. As part of an extensive and ongoing citizen involvement program, three meetings were held to let residents in and around the plan area help shape the future land uses and road system. These were followed by NUAMC workshops on the results of the neighborhood workshops and the first draft of the Southeast Land Use and Transportation Plan. A public hearing was held on April 11, 2007, with notice to land owners in and immediately surrounding the plan area. Since the noticing did not include all persons who had participated in the neighborhood meetings or the workshop on the draft, nor the property owners who would be affected by each of the various road options under consideration, the public hearing was held open for additional testimony through the hearing continuation on May 14, 2007 to allow time for re-noticing. Due notice was mailed or e-mailed to participating or affected property owners on April 30, 2007. Notices were also posted in four public places on April 30, 2007 and published in the Newberg Graphic on May 2, 2007. The event was also posted on the City's web site calendar. For additional information regarding the City's public involvement efforts regarding the 2007 URA Expansion, see "Public Involvement and County Coordination Process for Newberg 2007 URA Expansion: December 2003 through March 2007," which appears in the March 7, 2007 *Justification and Findings Report* for the 2007 URA Expansion.

Statewide Goal 2: Land Use Planning. *To establish a land use planning process and framework as a basic for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.*

Finding: With the appointment of the Ad Hoc Committee on Newberg's Future, Newberg City Council initiated a land use planning process that would create a sound, factual basis for making land use decisions and actions regarding the City's growth. The Southeast Land Use and Transportation Plan is one component of this effort.

Statewide Goal 8: Recreational Needs. *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Finding: Plan maps identify sites for future schools, parks, golf courses and trails.

Statewide Goal 12: Transportation. *To provide and encourage a safe, convenient and economic transportation system.*

Finding: The plan includes cost-sharing requirements designed to assure that needed facilities will be available for development of the Southeast area concurrent with the onset of related impacts.

OAR Standards:

OAR-660-012

Transportation Planning Rule. The Transportation Planning Rule implements Statewide LCDC Goal 12. It states the requirements for preparation, adoption, and amendment of Transportation System Plans (TSPs).

Finding: As an amendment to the Newberg Transportation System Plan (TSP), the Southeast Land Use and Transportation Plan is subject to the requirements of the Transportation Planning Rule.

A city is required to determine its transportation needs and establish a system of transportation facilities and services to meet them. It must coordinate with other agencies and governments and be consistent with their TSPs. The city's TSP must be adopted as part of its comprehensive plan. A TSP must include plans for roads, public transportation, bicycles and pedestrians, air, rail, water and pipelines, and must have policies and land use regulations for its implementation. Finally, it must have a financing program that identifies the provider of each facility or service.

Finding: The Southeast Land Use and Transportation Plan supplements the City's TSP by determining the transportation needs and transportation facilities and services needed to meet them for an area outside the existing TSP service area. Table 2 of the plan identifies the proposed provider of each facility or service.

The following standards must be used to evaluate and select those system alternatives that can reasonably be expected to meet the identified needs at reasonable cost:

- *(a) Support urban and rural development by providing types and levels of facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;*
- *(b) Be consistent with state and federal standards for the protection of air, land and water quality;*
- *(c) Minimize adverse economic, social, environmental, and energy (ESEE) consequences;*
- *(d) Minimize conflicts and facilitate connections between modes of transportation.*
- *(e) Avoid principal reliance of any one mode of transportation and reduce principal reliance on the automobile.*

When an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government must put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would: (a) change the functional classification of an existing or planned transportation facility; (b) change standards implementing a functional

classification system; or (c) as measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or development levels that would result in travel or access types or levels that are inconsistent with the facility's existing or planned functional classification;

(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

If there would be a significant effect, the local government must do one or more of the following:

(a) Adopt measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amend the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses, including a funding plan or mechanism so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Alter land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

(d) Amend the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(e) Provide other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. As part of the TSP or comprehensive plan amendment, local governments must specify when the measures or improvements will be provided.

Finding: The plan was written for adoption with the 2007 revision of the Newberg Urban Reserve Area (URA). The plan views the addition of land in the Southeast area as contingent upon having an adequate plan for the provision of transportation facilities, in recognition of the complexity and scope of the transportation improvements needed to urbanize this area. Table 2 of the plan lists the projects needed to serve the Southeast area. These projects would be added to those listed in the appropriate tables of the TSP, if the adoption of the southeast area as part of the 2007 URA is made contingent on adoption of the Southeast Land Use and Transportation Plan. The plan includes the funding mechanisms that would support each type of proposed facility, and identifies the time frame during which each would be provided.

Newberg Comprehensive Plan Amendment - Newberg Development Code, Section § 151.122(3): Amendment Criteria: *The applicant must demonstrate compliance with the following criteria:*

(a) The proposed change is consistent with and promotes the goals and policies of the Newberg Comprehensive Plan and this Code;

Finding: See specific goals and policies, below. The City has committed, in Ordinance No. 2004-2602, to not approve expansion of the Newberg UGB or Urban Reserve Areas

around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. Consequently, adoption of the 2007 Urban Reserve Expansion would need to be contingent upon adoption of the IAMPs.

The Newberg City Code deals with responsibilities for transportation improvements related to land development. Section III.E.1 of the Southeast Land Use and Transportation Plan discusses the requirements of Code Sections 151.620, -682, -683, -684, and -705, which address the responsibilities of development with regard to concurrency, funding and financing of transportation facilities. Table 3 summarizes tools available to the City for achieving concurrency. The concurrency requirements for specific types of improvements are summarized in Section III.E.3, and the responsibilities for funding and financing specific projects are listed in Table 2.

(*b) Public facilities and services are or can be reasonably made available to support the uses allowed by the proposed change.*

Finding: The plan addresses transportation facilities. Other facilities and services are addressed in the *2007 URA Expansion: Justification & Findings Report.*

(c) Compliance with the State Transportation Planning Rule (OAR 660-012-0060) for proposals that significantly affect transportation facilities.

Finding: As an amendment to the Newberg Transportation System Plan (TSP), the Southeast Land Use and Transportation Plan is subject to the requirements of the Transportation Planning Rule. Consistent with those requirements, the Plan identifies the area's transportation needs and establishes a system of transportation facilities and services to meet them. Through the NUAMC planning process, the City has received input from Yamhill County and ODOT on the Plan. The City intends to adopt the Southeast Land Use and Transportation Plan as part of its comprehensive plan. A financing program is described, identifying the provider of each needed facility.

Newberg Comprehensive Plan Transportation Goals and Policies

GOAL 2: Establish consistent policies which require concurrent consideration of transportation/land use system impacts.

Finding: The Southeast Land Use and Transportation Plan was written to concurrently consider transportation and land use system impacts.

2a. Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.

Finding: The plan uses the provision of major transportation improvements as a backbone for the long-term development of the whole southeast area.

2b. The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.

2c. As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.

4k. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB expansions is premature.

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Finding: Protection of the bypass corridor and the IAMP overlay areas has been a primary consideration in developing the plan, including proposed land uses and connections to Hwy 99W. Given, however, that the bypass is proposed but unfunded, and that ODOT does not consider it to be a "planned facility" scheduled for construction during the next 20 years, the City is currently unable to depend upon it for solutions to its transportation problems. Consequently, until such time as the status of the bypass has been resolved, the City will proceed to implement only short-term, minimal impact transportation projects to serve those areas where development is likely to cause the least transportation impact.

Lands designated as Urban Reserve Areas as of August 1, 2004… may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025 Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model.… Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060. (Ordinance 2004-2602, September 20, 2004).

To protect the function of the Bypass to serve primarily longer-distance through trips, the City of Newberg will apply an Interchange Overlay District to lands that are within the Newberg city limits and within approximately ¼ mile of the East Newberg and Oregon 219 interchange ramps. (Ordinance 2004-2602, September 20, 2004)

4n. To enable the City and ODOT to adequately plan land uses and local circulation for the interchange areas, the City of Newberg will retain existing base zoning within the Interchange Overlay District in the interim period before IAMPs are prepared and adopted. Annexations will be allowed if the associated zone change is consistent with the acknowledged Newberg Comprehensive Plan designation for the property in effect at the date of adoption of the Interchange Overlay. Permitted and conditional uses that are authorized under existing base city zones will generally be allowed within the Interchange Overlay, with certain limitations on commercial uses in the industrial zones.

4p. The City of Newberg will coordinate with ODOT on any development proposal within the Bypass location corridor and interchange management areas through the City's established Site Design Review process. Development planning should consider and complement the intended function of the bypass. Land use decisions should consider the planned corridor location and avoid conflicts where feasible.

4q. The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an Interchange Area Management Plan to protect interchange operation or access management for segments along the highways. [OHP Action 1B.4]. Thus, the City will work with ODOT, property owners, and citizens to create IAMPs as soon as possible.

4r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive Extension in the general location shown on the City of Newberg acknowledged Transportation System Plan.

4t. 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.

5d. Public sidewalks shall be provided along all public street frontages. Pedestrian traffic shall be separated from automobile traffic whenever possible.

(1) Sidewalks should be provided whenever there is development of abutting properties.
(2) Sidewalks should be constructed when any new road is constructed
(3) When existing roads are widened or improved, sidewalks should be provided.

5h. On-street bike lanes or parallel bikeways will be provided on all designated major collector and arterial roadways, and on certain neighborhood collectors if warranted from a bicycle system connectivity standpoint.

5i. A bicycle path shall be provided along or near the bypass.

7f. Future public rights-of-way should be identified in undeveloped areas through a Future Street Plan or a specific area plan, to facilitate right-of-way acquisition and dedication with minimal disruption and cost. A Future Street Plan is usually prepared by a private party to show street and bike/pedestrian connectivity for development projects when transportation connectivity is needed through adjoining private properties and neighborhoods. A Specific Area Plan is usually prepared by the City in collaboration with affected property owners to show street and bike/pedestrian connectivity for planned land uses in undeveloped or partially developed areas. .Corridor plans are a type of specific area plan.

7g. The City may require preparation of a Future Streets Plan for all commercial and industrial developments and residential development projects greater than 1 acre to serve as a guide in the decision-making process on new development requests.

7h. Transportation facilities will be designed to minimize impacts on:

- *Present and Planned Land Use patterns;*
- *Natural and Scenic Resources;*
- *Air Resource Quality, including noise;*
- *Water and Land Resource Quality; and*
- *Existing and Planned Transportation Facilities.*

7i. New development and existing development undergoing expansion or modification shall be designed to accommodate planned long-term transportation improvement projects in the vicinity of the development.

GOAL 11: Establish fair and equitable distribution of transportation improvement costs.

Finding: The plan spreads transportation improvement funding and financing requirements among those parties who most directly benefit, roughly in proportion to the benefit gained.

11a. Define appropriate phasing and funding which relates to the benefits received.

Finding: Table 2 of the plan identifies the timing, triggers, and costs for facilities identified in the plan.

11b. The City shall utilize the Transportation Improvement Funding policies outlined in the Transportation System Plan for determining responsibilities and costs for funding improvements.

Finding: Appendix "Q" of the June 2005 TSP includes amendments to the Newberg Development Code language and Comprehensive Plan policies for Transportation Improvement Funding, as well as adopted Newberg Development Code language. The Financing Approach outlined in Section 7 of the June 2005 TSP recommendes using direct assessment for improvement costs assessed to adjacent land use, as well as for certain improvements that directly benefit new development. System Development Charges are to be used for transportation improvements attributable to general new development and growth, as opposed to improvements that benefit only specific properties to be developed. The TSP recommends continuing Newberg's policy of financing all costs related to new development through SDCs. When improvements are needed in advance of new development, funds can be borrowed, with SDC revenues dedicated to debt repayment. Improvement projects assessed to the City of Newberg are to be funded by economic development funding and state gasoline tax revenues as much as possible, although the City should consider a Street Maintenance Fee to allow state gas tax monies to be spent on capital projects. These recommendations are reflected in Table 7-2 of the TSP, which assigns the costs for specific improvement projects to abutting properties, new development, SDCs, the City, Yamhill County, and ODOT.

The Newberg Development Code is more specific in defining "appropriate phasing and funding which relates to the benefits received."

Yamhill County Comprehensive Plan Transportation Policies

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

Finding. By providing a master plan showing street improvements and new streets for the Southeast area, and allowing development only concurrently with the provision of the needed transportation facilities, the Southeast Land Use and Transportation Plan supports this goal.

APPLICABLE POLICIES

E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

Finding. Through NUAMC, Yamhill County is working with Newberg to satisfy regional and state transportation requirements while meeting the local need to plan for anticipated growth.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS

The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g.. McMinnville. Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity. visibility, accessibility and faster travel times associated with the interchanges to the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Finding. The proposed land use pattern, as identified on Map ____, is consistent with these guidelines. No changes in the Newberg Urban Reserve or the Urban Growth Boundary will be made until the IAMPs are adopted. By including areas within the Newberg Urban Reserve, the County will be committing itself to not permit rezoning them to more intensive uses until they are no longer in the Urban Reserve.

The proposed transportation system for the Southeast area minimizes impacts to the proposed Newberg-Dundee Bypass and the proposed interchanges by limiting access from Corral Creek Road.

Yamhill County Zoning Ordinance § 908.01
Purpose

The purpose of the Interchange Overlay District is to:

A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.

B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.

C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review. building permit review and access management within the Interchange Overlay District.

E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR 731-051-0200.

Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton, Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

Finding. Yamhill County and the City of Newberg have been working cooperatively with ODOT on plans for land within the Interchange Overlay District. If the IAMPS are not ready by early summer 2007, the City and County will likely need to adopt the 2007 Urban Reserve Area contingent upon the adoption of the IAMPs.

Exhibit "C"

Please see [DRAFT] "Newberg Southeast Land Use and Transportation Plan"
City of Newberg, Oregon, April 11, 2007
(provided as a separately bound document)

Exhibit "D"

Modifications to DRAFT
Southeast Land Use and Transportation Plan of 2/14/07

1. Eliminate CP-1 as an option for further consideration.

Amend Page 42
State-initiated capital improvement projects. Projects initiated by ODOT include 99W-1, 99W-2, and 99W-3~~, and CP-1~~. Project 99W-3 would be needed to provide access to 99W during construction and until the bypass facilities are operational.

Amend Page 16
Major components include:

- Corral Creek Rd/Veritas interim access improvements at 99W;
- Future Corral Creek Rd/99W crossing and north side frontage road for access when Bypass is constructed;
- Improvements to Corral Creek Rd
- Improvements to Renne Rd
- ~~New street from Corral Creek Rd to Old Parrett Mountain Rd~~
- New North-South Collector street from Corral Creek Rd south to Wilsonville Rd, with roundabout at Fernwood Rd
- Improvements to Fernwood Rd
- Improvements to Wilsonville Rd
- Pedestrian and multi-use paths

Amend Page 27, Table 2
Delete entire row for "CP-1" and recalculate TOTALs to show Total Cost for all funding sources as $19,028,000*, the total for Yamhill County as* $262,500*, and the total for ODOT as* $2,046,000.

Amend Page 41
ODOT funding is mostly related to bypass construction. ~~The funding plan calls for ODOT construction of the new street connection between Corral Creek Rd and Old Parrett Mountain Rd. However, ODOT has preliminarily indicated that this project will not be funded with the bypass. Therefore, other funding sources may need to be found if this project is to remain in the plan.~~

2. Change document name from "Newberg Southeast Land Use and Transportation Plan" to "Newberg Southeast Transportation Plan."

Amend Page 1
Newberg Southeast ~~Land Use and~~ Transportation Plan

Amend Page 4
In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, they expressed concern about the area's lack of adequate roads, and felt that development should only be allowed concurrently with needed improvements, and that a master plan was needed in conjunction with including the area in the UGB. The Southeast Land Use ~~and Transportation~~ Plan was developed in response to the Committee's recommendation.

3. Correct typographic and technical errors.

Attachment 1: Proposed Time Line

Date	Agency	Proposed Action
May 14, 2007	NUAMC	Recommend Adoption of Southeast Transportation Plan to City Council and Yamhill County Board
May 31, 2007	NUAMC	Recommend URA to Newberg City Council and Yamhill County Board
July 16, 2007	City Council	Approve New URA
August 2007	County Board	Approve New URA
Sept. 2007	City/County Staff	Send Approval Package to DLCD
Fall 2007	City/County Staff	Begin UGB Process
Jan. or Feb. 2008	DLCD	Decision – Approve, Remand

Attachment 2. Correspondence Received

BROWN, TARLOW, BRIDGES & PALMER, P.C.
Attorneys at Law

'LLYN E. BROWN
)NALD O. TARLOW
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515 EAST FIRST STREET
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RECEIVED
MAY 0 [illegible] 2007
By

May 7, 2007

VIA HAND DELIVERY

Mayor Bob Andrews
City of Newberg
414 East First St
Newberg, OR 97132

Re: Providence Newberg Medical Center

Dear Mayor Andrews:

I was surprised to learn recently that City of Newberg staff have once again proposed a frontage road from Corral Creek Road to Providence Drive. That proposed road has been rejected on at least two past occasions through public processes and we are hopeful that it will be eliminated for a third and final time through this process.

The first time the road was rejected was in the Transportation System Plan (TSP) process two years ago. After numerous public hearings, workshops, and other planning work, the City Council removed the proposed road from the TSP because it was unnecessary and harmed the Providence Newberg Medical Center campus. The road idea popped up again in the Interchange Area Management Planning (IAMP) process. It was discussed as a local circulation option. It again went through public input sessions and was eventually eliminated by the Project Oversight Steering Team (POST).

Between a workshop session on the Southeast Newberg Transportation Plan with the Newberg Urban Area Management Commission (NUAMC) in January and the first public hearing, apparently staff decided to revive the idea. Without seeking any input from Providence, staff forwarded the idea to the Oregon Department of Transportation (ODOT) for their input. We believe the road is a bad idea and we will explain our position through this letter.

Medical Center Success

As you will note from a review of a letter submitted by Dana White, the Providence Newberg Medical Center has been a great success. Providence Health System anticipated that the medical office building attached to the hospital structure on the east side would take approximately 18

months to fill. Instead, it was 100% committed before the structure was even completed. Starting in January 2008 Providence will begin planning a second medical office building. The proposed medical office building will be placed east of the current structures. This also means that future medical office buildings will likely be east of the current structure and be most probably east of Providence Drive.

I have enclosed an aerial photo that shows potential building sites east of Providence Drive. There is also a structure already located east of Providence Drive right at the intersection with Hwy 99W which will at some point be reused as well.

Reworking Golf Course Design

Providence has been concerned about the routing of the Bypass corridor around the golf course. Their concern was based upon the fact that the route around the golf course would eliminate much of the property east of Providence Drive for construction of future buildings. Providence has worked very hard with Chehalem Park and Recreation District (CPRD) and Jeff Smith of J.T. Smith Homes in planning a property sale/swap to address this concern. Attached as an enclosure is a Memorandum of Understanding that the parties have been working under since December 2006 and have recently just completed.

The property east of Providence Drive is very important to Providence as evidenced by Dana White's letter, and the fact that Providence had already placed utilities east of Providence Drive. Based on the City's commitment not to place a frontage road through to Providence Drive, Providence worked hard with their partners to figure out how the Bypass could be rerouted, over a short portion of the current golf course, and in turn a new section of the golf course could be built on Providence property that is east of the Bypass corridor.

This is a classic example of a win-win-win situation. Providence wins because they have the capacity to build several structures east of Providence Drive and can more efficiently utilize their property. CPRD wins because the par three, fifth hole, would be replaced as it historically has been a catch point on the course, and has been criticized by those using the red tees because they have no effective way to avoid the hazard. CPRD also will have a hole that requires a complete carry of the water hazard from all but the red tees. J.T. Smith Homes, developing as The Greens at Springbrook, LLC, had to provide an easement across some of their properties to allow a safe landing zone for the new fairway. They benefit because they will have an increase in the number of lots that will have a view of the golf course.

The City's Estimates are Low

City staff has estimated what this frontage road might cost. Their estimate in our opinion is quite low. As you can see from the topographical map, the frontage road would have to cross Springbrook Creek twice just as the Bypass will. I do not think that you necessarily have to

double the city's estimate, but you probably need to increase it by a margin of about 50% to reasonably anticipate this cost. This cost is unreasonably high for the relatively low traffic improvement especially when considering the risk the through traffic will create for patient safety.

System Function

With this letter we are also submitting materials from Lancaster Engineering regarding the functionality of Fernwood Road at its intersection with Springbrook, Brutscher, a new north/south road, and Corral Creek Road, and the functionality of Corral Creek Road at its intersection with Hwy 99W. We have done this based on a full build out of the southeast area, and on a half build out basis. Fernwood as a road functions appropriately. Fernwood's intersection with Corral Creek Road also functions appropriately over the planning period. Modifying the access at Corral Creek Road at Hwy 99W to a right-in, right-out allows that intersection to function through 2025.

Safety of Patients

This frontage road connecting to Providence Drive as proposed would almost double the traffic traveling along Providence Drive. Providence Newberg Medical Center itself makes up a large portion of the traffic that is planned for this site. The remainder comes from the Hayes Street extension. We are certainly very concerned about people who will use that extension as a cut through to the traffic light at Providence Drive and Hwy 99W. However we are hopeful that we can work with our neighbors to make that less convenient than Brutscher Drive. If that is the case, traffic coming from the south will most likely have a destination of the Providence Newberg Medical Center. Essentially that would mean that all of the trips that use Providence Drive would have an end destination on Providence Drive. This frontage road would completely change the nature of the traffic. Suddenly it would double the traffic and the extra load would only be interested in getting to Hwy 99W. They likely would be thinking ahead about their opportunity to drive on a 55mph road as opposed to those who are patients who are looking to slow down and enter parking lots.

Unfortunately Providence Health System has seen pedestrian/car accidents at other sites. There will be pedestrian walkways between the east Providence Drive buildings and the medical center itself. Some of the pedestrians crossing would be employees, but the vast majority would be patients needing to seek out ancillary services. As you are aware the patient load is generally elderly, infirm or parents with small children. It would make no more sense to turn Providence Drive into a major through collector then it would to plop one down right through the middle of the George Fox University campus. The medical center needs the campus feel not just for aesthetics, but also for safety.

Conclusion

Providence Health System has made a major commitment to our community. That commitment included a $60 million investment in a medical center. They know that in the future they will need to grow, in fact, they are beginning the planning process for a second medical office building east of the current structure this coming year. We as a community should meet their commitment with our own commitment to recognize the unique nature of the medical center campus. Certainly CPRD and J.T. Smith Homes have recognized the importance of the campus and have worked hard on a creative arrangement that allows Providence to maximize their real property. Please also recognize that special need for preserving the safety of the campus. Please once again reject this idea of making Providence Drive a through traffic street and direct staff to stop bringing it back up.

Yours very truly,

BROWN, TARLOW, BRIDGES & PALMER, P.C.

John Bridges

JTB:cml

Enclosures

cc: Dana White

LANCASTER engineering

MEMORANDUM



TO: John Bridges

FROM: Michael Ard, P.E.

DATE: May 7, 2007

SUBJECT: **SE Newberg URA/UGB Expansion: Analysis without E/W Frontage Road**

At your request, we have examined the street system in the vicinity of the proposed SE Newberg URA/UGB expansion in order to determine whether the streets and intersections can operate safely, within capacity and with acceptable delays without the addition of an east/west connector roadway between Corral Creek Road and Providence Drive on the south side of Highway 99W.

The analysis was undertaken using existing traffic counts and lane configurations, planned improvements shown in the City of Newberg's Transportation System Plan, analysis output from scenario #4 of the ODOT Transportation Planning and Analysis Unit's year 2025 planning model and historical crash data from ODOT's Crash Analysis and Reporting Unit. Scenario #4 was selected since it specifically modeled the SE Newberg URA/UGB expansion without an east/west connector roadway. This scenario also included a limited right-in, right-out intersection on Highway 99W serving the Corral Creek Road traffic.

According to the 2000 *HIGHWAY CAPACITY MANUAL*, published by the Transportation Research Board, the capacity of extended two-lane roadways is 3,200 passenger cars per hour. The two primary roads that would provide access to the SE Newberg URA/UGB area, Fernwood Road and Corral Creek Road, are currently operating well within this capacity and will continue to operate well within capacity through the year 2025 even with full development of the SE Newberg URA/UGB area. The maximum year 2025 two-way hourly volume indicated on either roadway is 768 vehicles per hour (see Figure 1 in the appendix.)

The 3,200 passenger car per hour capacity refers to the volume of through vehicles that can be accommodated without the influence of intersections and the resulting vehicular conflicts. This demonstrates that the paved sections of roadway between intersections are not the limiting factor in the future capacity of the area roadways. As vehicular volumes increase, it will become increasingly important to provide sidewalks and/or bike lanes along these facilities in order to ensure that conflicts between vehicles, pedestrians and bicyclists are minimized. Left-

321 SW 4th Avenue, Suite 400 ▪ Portland, OR 97204 ▪ Phone 503.248.0313 ▪ Fax 503.248.9251

turn lanes may also be appropriate for local access intersections with significant turning volumes.

The effective capacity of roadways within and surrounding the SE Newberg area will be principally controlled by the capacity of area intersections, where conflicting vehicular movements limit the number of vehicles that can be safely accommodated. Therefore, the area intersections were examined to determine what improvements will be needed to ensure that the intersections will continue to operate within capacity and with acceptable delays under future traffic conditions without the addition of a new connector road between Corral Creek Road and Providence Drive south of Highway 99W.

The intersection of Fernwood Road at Springbrook Road is projected to meet traffic signal warrants under year 2025 traffic conditions either with or without development of the SE Newberg URA/UGB areas. There are no significant constraints that will prevent capacity improvements at this intersection, and a traffic signal is included in the City of Newberg's Transportation System Plan for this location. The intersection can be designed to accommodate the anticipated traffic volumes with acceptable delays, and the intersection will operate within capacity under future traffic conditions.

The intersection of Fernwood Road at Brutscher Street is not likely to require signalization under future traffic conditions. The projected future traffic volumes at this intersection can be accommodated at level of service C assuming that traffic traveling along Fernwood Road is free-flowing and southbound traffic on Brutscher Street is stop-controlled. Alternatively, a roundabout would also provide acceptable future operation at this intersection.

The intersection of Fernwood Road at the new north/south roadway parallel to Corral Creek Road is proposed to be controlled by a roundabout. This traffic control is adequate to safely accommodate the projected traffic volumes at this intersection. The intersection will operate well within capacity and with minimal delays.

The new north/south roadway will serve the majority of the traffic from the SE Newberg URA/UGB addition and is also expected to serve a portion of the through traffic that currently uses Corral Creek Road and Renne Road. Consequently the intersection of Corral Creek Road at Fernwood Road is projected to operate acceptably through 2025 without improvements. Roadway widening and the addition of sidewalks to match the City of Newberg standard cross-sections will be adequate for this intersection.

The intersections of Corral Creek Road at Highway 99W and Veritas Lane at Highway 99W have been proposed to be consolidated and converted to a right-in, right-out intersection to improve safety and minimize delays. Upon completion of the Newberg-Dundee Bypass, the improved intersection would be eliminated. An analysis was undertaken to determine how the intersection will operate as the SE Newberg URA/UGB area develops. Since the year of bypass completion is currently unknown, the analysis included full build-out of the SE Newberg URA/UGB area at the year 2025 planning horizon. The results of the capacity analysis are shown in the table below.

CAPACITY ANALYSIS SUMMARY

	PM Peak Hour		
	LOS	Delay	v/c
Corral Creek Road at Highway 99W			
Existing Conditions	C	22	0.11
Existing Conditions as Right-in, Right-out	B	14	0.05
Year 2012 Right-in, Right-out w/ 25% Build-out	C	18	0.13
Year 2017 Right-in, Right-out w/ 50% Build-out	C	24	0.26
Year 2021 Right-in, Right-out w/ 75% Build-out	E	38	0.44
Year 2025 Right-in, Right-out w/ 100% Build-out	F	74	0.72

LOS = Level of service
Delay = Average delay per vehicle in seconds
v/c = volume-to-capacity ratio

Since this intersection operates under the jurisdiction of ODOT, acceptable intersection operation is defined in terms of the intersection volume-to-capacity ratio (v/c). ODOT allows stop-controlled side street intersections within an urban growth boundary on State Highways with a speed limit in excess of 45mph to operate with a v/c ratio of up to 0.80. Based on this criterion, the intersection is projected to operate acceptably through the planning horizon even with full development of the SE Newberg URA/UGB area.

Local residents have expressed specific concerns regarding the safety of the Corral Creek Road at Highway 99W intersection. Within the last 10 years, there have been a total of three reported crashes at the intersections of Corral Creek Road at Highway 99W and Veritas Lane at Highway 99W. The calculated crash rates at these intersections are extremely low, and not indicative of a particular safety hazard. However, as was detailed in the August 25, 2006 memo "Crash Analysis for Highway 99W at Corral Creek Road and Veritas Lane", crashes at these intersections may be very severe. One of the reported crashes at the intersection of Veritas Lane and Highway 99W resulted in a fatality.

The August 25, 2006 memo recommended improvements for the intersection, including consolidation of the intersections of Corral Creek Road at Highway 99W and Veritas Lane at Highway 99W into a single intersection and conversion of the intersection to right-in, right-out operation only. These modifications would significantly improve both the safety and the operation of the intersection; however the previous memo did not describe in detail how the recommended improvements will impact the safety of the intersection.

Safety hazards at an intersection can generally be described in terms of conflict points. Conflict points are locations where vehicles could potentially interact in a way that results in a collision. In general, there are three types of conflicts that occur at intersections:

- Diverging conflicts are generally the least severe conflicts, and occur at the point where vehicles begin to turn from a through travel lane. Since vehicles typically must slow to make a turn, diverging conflicts can result in rear-end accidents if a following driver is inattentive.

- Merging conflicts are somewhat more serious, and occur at the point where vehicles merge into a travel lane upon completing a turn. Merging conflicts can result in side-swipe or angle collisions.

- Crossing conflicts are generally the most serious conflicts, and occur at points where vehicle paths intersect as the vehicles pass through the intersection from separate origins to separate destinations. Crossing conflicts can result in right angle collisions, turning movement collisions and angle collisions.

The diverging, merging and crossing conflicts at the intersection of Corral Creek Road and Highway 99W are illustrated in Figure 2 of the attached appendix. Currently the intersection has 11 conflict points, with 3 diverging conflicts, 3 merging conflicts and 5 crossing conflicts.

Upon conversion of the intersection to right-in, right-out operation, the intersection will have only one diverging conflict and one merging conflict.

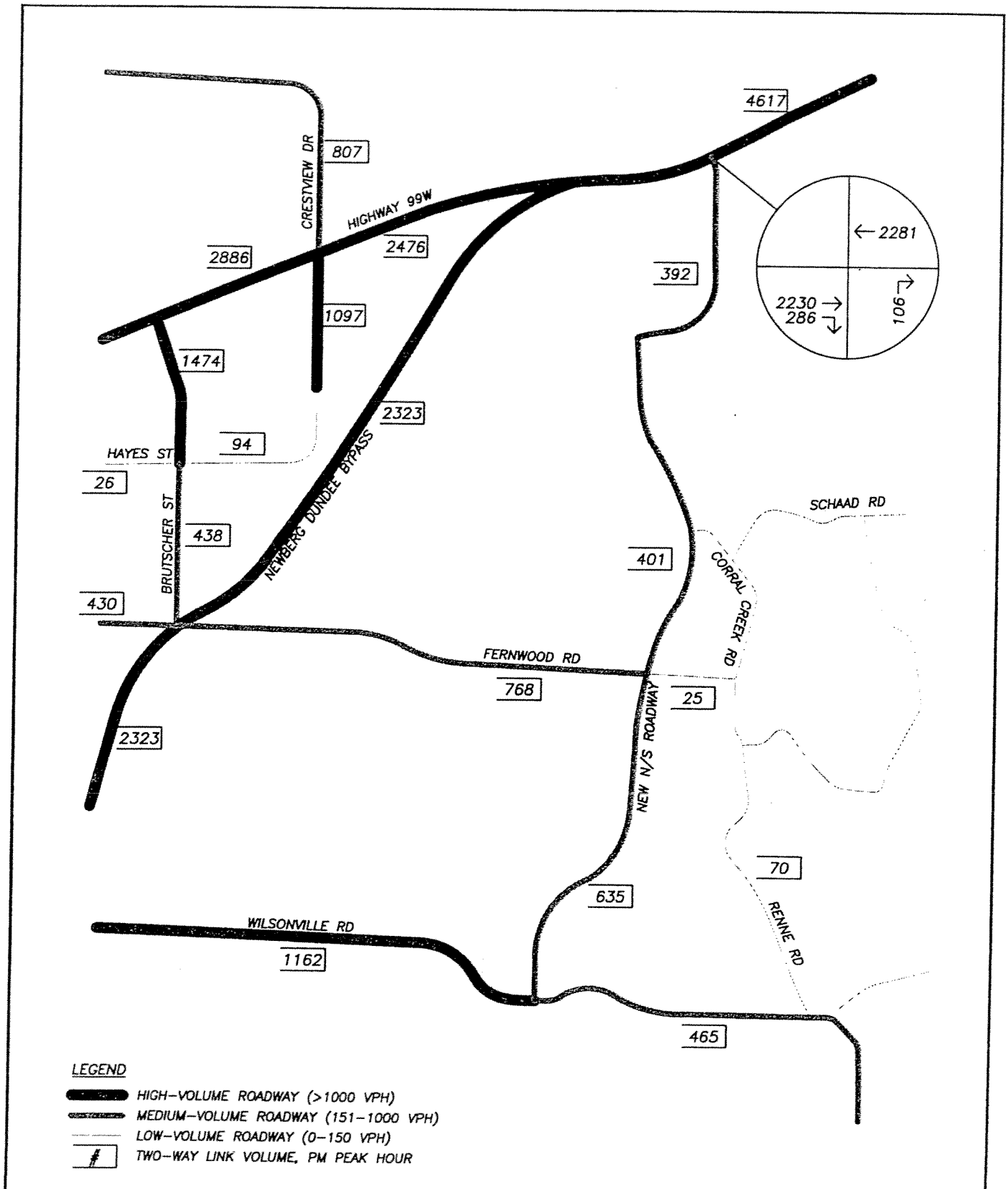
The proposed conversion of the intersection of Corral Creek Road at Highway 99W to right-in, right-out operation will result in elimination of 80 percent of the intersection conflict points including elimination of all of the crossing conflicts at the intersection. It should also be noted that all of the vehicle-to-vehicle collisions in the accident history for Highway 99W at Corral Creek Road and Veritas Lane have occurred at crossing conflict points that would be eliminated by the proposed improvements.

Conclusions:

The roads within the SE Newberg URA/UGB area have sufficient capacity to accommodate the projected build-out traffic demands either with or without the addition of an east/west connector roadway between Providence Drive and Corral Creek Road.

The intersections of Fernwood Road at Springbrook Road, Fernwood Road at Brutscher Street, Fernwood Road at the proposed new north/south roadway and Fernwood Road at Corral Creek Road are projected to operate acceptably, serving the projected build-out traffic demands through the planning horizon either with or without the addition of an east/west connector roadway between Providence Drive and Corral Creek Road.

The proposed operational and safety improvements at the intersection of Corral Creek Road at Highway 99W will have significant operational and safety benefits. The consolidated intersection of Highway 99W at Corral Creek Road is projected to operate acceptably, serving the projected build-out traffic demands through the year 2025 planning horizon either with or without the addition of an east/west connector road between Corral Creek Road and Providence Drive.



PROVIDENCE/CORRAL CREEK CONNECTOR ROAD
Street Layout and Volumes
2025 Link Volumes – PM Peak Hour

no scale

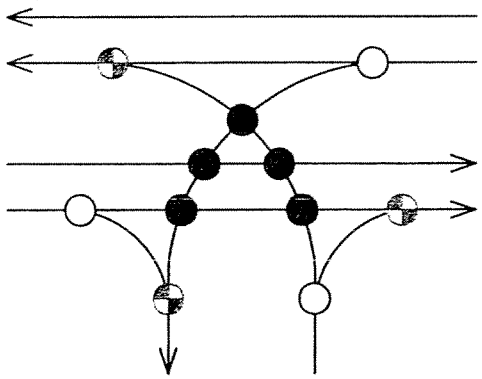
FIGURE 1

APPENDIX

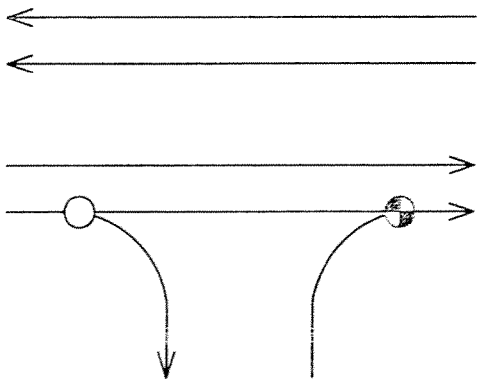
LEGEND

- Crossing Conflict
- Merging Conflict
- Diverging Conflict

T–INTERSECTION W/ ALL MOVEMENTS PERMITTED



T–INTERSECTION LIMITED TO RIGHT–IN, RIGHT–OUT



INTERSECTION CONFLICTS
Possible Intersection Configurations
Corral Creek Road at Highway 99W

no scale

FIGURE 2

APPENDIX

HCS+™ DETAILED REPORT

General Information		Site Information	
Analyst	MTA	Intersection	Springbrook/Fernwood
Agency or Co.	Lancaster	Area Type	All other areas
Date Performed	5/7/2007	Jurisdiction	City of Newberg
Time Period	PM Peak Hour	Analysis Year	2025, Scenario #4
		Project ID	Analysis w/o Providence Road/Corral Creek Road Connector

Volume and Timing Input

	EB			WB			NB			SB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Number of Lanes, N_l	0	1	0	0	1	0	0	1	0	0	1	0
Lane Group		LTR			LTR			LTR			LTR	
Volume, V (vph)	97	17	80	131	66	108	157	313	54	55	265	160
% Heavy Vehicles, %HV	4	4	4	4	4	4	4	4	4	4	4	4
Peak-Hour Factor, PHF	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Pretimed (P) or Actuated (A)	A	A	A	A	A	A	A	A	A	A	A	A
Start-up Lost Time, l_1		2.0			2.0			2.0			2.0	
Extension of Effective Green, e		2.0			2.0			2.0			2.0	
Arrival Type, AT		3			3			3			3	
Unit Extension, UE		3.0			3.0			3.0			3.0	
Filtering/Metering, I		1.000			1.000			1.000			1.000	
Initial Unmet Demand, Q_b		0.0			0.0			0.0			0.0	
Ped / Bike / RTOR Volumes	0	0	0	0	0	0	0	0	0	0	0	0
Lane Width		12.0			12.0			12.0			12.0	
Parking / Grade / Parking	N	0	N	N	0	N	N	0	N	N	0	N
Parking Maneuvers, N_m												
Buses Stopping, N_B		0			0			0			0	
Min. Time for Pedestrians, G_p	3.2			3.2			3.2			3.2		

Phasing	EW Perm	02	03	04	NS Perm	06	07	08
Timing	G = 19.0	G = 0.0	G = 0.0	G = 0.0	G = 35.0	G = 0.0	G = 0.0	G = 0.0
	Y = 3	Y = 0	Y = 0	Y = 0	Y = 3	Y = 0	Y = 0	Y = 0
Duration of Analysis, T = 0.25						Cycle Length, C = 60.0		

Lane Group Capacity, Control Delay, and LOS Determination

	EB			WB			NB			SB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Adjusted Flow Rate, v		216			339			582			533	
Lane Group Capacity, c		391			433			787			919	
v/c Ratio, X		0.55			0.78			0.74			0.58	
Total Green Ratio, g/C		0.32			0.32			0.58			0.58	
Uniform Delay, d_1		17.0			18.6			9.2			7.9	
Progression Factor, PF		1.000			1.000			1.000			1.000	
Delay Calibration, k		0.15			0.33			0.30			0.17	
Incremental Delay, d_2		1.7			9.1			3.7			0.9	
Initial Queue Delay, d_3		0.0			0.0			0.0			0.0	
Control Delay		18.7			27.7			12.9			8.8	
Lane Group LOS		B			C			B			A	
Approach Delay	18.7			27.7			12.9			8.8		
Approach LOS	B			C			B			A		
Intersection Delay	15.3			X_c = 0.75			Intersection LOS			B		

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Fernwood/Brutscher
Agency/Co.	Lancaster	Jurisdiction	City of Newberg
Date Performed	5/7/2007	Analysis Year	2025, Scenario #4
Analysis Time Period	PM Peak Hour		

Project Description	Analysis without Providence/Corral Creek Connector Road
East/West Street:	Fernwood Road
North/South Street:	Brutscher Street
Intersection Orientation:	East-West
Study Period (hrs):	0.25

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)	24	107			265	228
Peak-Hour Factor, PHF	0.91	0.91	0.91	0.91	0.91	0.91
Hourly Flow Rate, HFR (veh/h)	26	117	0	0	291	250
Percent Heavy Vehicles	2	--	--	0	--	--
Median Type	Undivided					
RT Channelized			0			0
Lanes	0	1	0	0	1	0
Configuration	LT					TR
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)				154		40
Peak-Hour Factor, PHF	0.91	0.91	0.91	0.91	0.91	0.91
Hourly Flow Rate, HFR (veh/h)	0	0	0	169	0	43
Percent Heavy Vehicles	0	0	0	2	0	2
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	0	0	0	0
Configuration					LR	

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration	LT						LR	
v (veh/h)	26						212	
C (m) (veh/h)	1028						488	
v/c	0.03						0.43	
95% queue length	0.08						2.17	
Control Delay (s/veh)	8.6						17.9	
LOS	A						C	
Approach Delay (s/veh)	--	--				17.9		
Approach LOS	--	--				C		

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	*MTA*	Intersection	*Highway 99W @ Corral Creek*
Agency/Co.	*Lancaster*	Jurisdiction	*Yamhill County*
Date Performed	*5/4/2007*	Analysis Year	*Existing*
Analysis Time Period	*PM Peak Hour*		

Project Description *Corral Creek Existing & Future Analysis*

East/West Street: *Highway 99W*	North/South Street: *Corral Creek Road*
Intersection Orientation: *East-West*	Study Period (hrs): *0.25*

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		*1260*	*10*	*42*	*1928*	
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*1298*	*10*	*43*	*1987*	*0*
Percent Heavy Vehicles	*0*	--	--	*2*	--	--
Median Type	*Two Way Left Turn Lane*					
RT Channelized			*0*			*0*
Lanes	*0*	*2*	*0*	*1*	*2*	*0*
Configuration		*T*	*TR*	*L*	*T*	
Upstream Signal		*0*			*0*	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)	*8*		*19*			
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*8*	*0*	*19*	*0*	*0*	*0*
Percent Heavy Vehicles	*3*	*0*	*3*	*0*	*0*	*0*
Percent Grade (%)		*0*			*0*	
Flared Approach		*N*			*N*	
Storage		*0*			*0*	
RT Channelized			*0*			*0*
Lanes	*0*	*0*	*0*	*0*	*0*	*0*
Configuration		*LR*				

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration		*L*		*LR*				
v (veh/h)		*43*		*27*				
C (m) (veh/h)		*525*		*238*				
v/c		*0.08*		*0.11*				
95% queue length		*0.27*		*0.38*				
Control Delay (s/veh)		*12.5*		*22.1*				
LOS		*B*		*C*				
Approach Delay (s/veh)	--	--	*22.1*					
Approach LOS	--	--	*C*					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	2007 RIRO
Analysis Time Period	PM Peak Hour		

Project Description	Corral Creek Existing & Future Analysis
East/West Street:	Highway 99W
North/South Street:	Corral Creek Road
Intersection Orientation:	East-West
Study Period (hrs):	0.25

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1260	10		1970	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	1298	10	0	2030	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	0	2	0
Configuration		T	TR		T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			19			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	0	19	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	1	0	0	0
Configuration			R			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					R			
v (veh/h)					19			
C (m) (veh/h)					407			
v/c					0.05			
95% queue length					0.15			
Control Delay (s/veh)					14.3			
LOS					B			
Approach Delay (s/veh)	--	--	14.3					
Approach LOS	--	--	B					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	2012 RIRO
Analysis Time Period	PM Peak Hour		

Project Description: Corral Creek Existing & Future Analysis

East/West Street: Highway 99W	North/South Street: Corral Creek Road
Intersection Orientation: East-West	Study Period (hrs): 0.25

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1503	79		2048	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	1549	81	0	2111	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	0	2	0
Configuration		T	TR		T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			41			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	0	42	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	1	0	0	0
Configuration			R			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					R			
v (veh/h)					42			
C (m) (veh/h)					318			
v/c					0.13			
95% queue length					0.45			
Control Delay (s/veh)					18.0			
LOS					C			
Approach Delay (s/veh)	--	--	18.0					
Approach LOS	--	--	C					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	2017 RIRO
Analysis Time Period	PM Peak Hour		

Project Description	Corral Creek Existing & Future Analysis
East/West Street:	Highway 99W
North/South Street:	Corral Creek Road
Intersection Orientation:	East-West
Study Period (hrs):	0.25

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1745	148		2126	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	1798	152	0	2191	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	0	2	0
Configuration		T	TR		T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			63			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	0	64	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	1	0	0	0
Configuration			R			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					R			
v (veh/h)					64			
C (m) (veh/h)					249			
v/c					0.26			
95% queue length					1.00			
Control Delay (s/veh)					24.4			
LOS					C			
Approach Delay (s/veh)	--	--	24.4					
Approach LOS	--	--	C					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	*MTA*	Intersection	*Highway 99W @ Corral Creek*
Agency/Co.	*Lancaster*	Jurisdiction	*Yamhill County*
Date Performed	*5/4/2007*	Analysis Year	*2021 RIRO*
Analysis Time Period	*PM Peak Hour*		

Project Description *Corral Creek Existing & Future Analysis*

East/West Street: *Highway 99W*	North/South Street: *Corral Creek Road*
Intersection Orientation: *East-West*	Study Period (hrs): *0.25*

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		*1988*	*217*		*2204*	
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*2049*	*223*	*0*	*2272*	*0*
Percent Heavy Vehicles	*0*	–	–	*2*	–	–
Median Type	*Two Way Left Turn Lane*					
RT Channelized			*0*			*0*
Lanes	*0*	*2*	*0*	*0*	*2*	*0*
Configuration		*T*	*TR*		*T*	
Upstream Signal		*0*			*0*	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			*84*			
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*0*	*86*	*0*	*0*	*0*
Percent Heavy Vehicles	*3*	*0*	*3*	*0*	*0*	*0*
Percent Grade (%)		*0*			*0*	
Flared Approach		*N*			*N*	
Storage		*0*			*0*	
RT Channelized			*0*			*0*
Lanes	*0*	*0*	*1*	*0*	*0*	*0*
Configuration			*R*			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					*R*			
v (veh/h)					*86*			
C (m) (veh/h)					*194*			
v/c					*0.44*			
95% queue length					*2.07*			
Control Delay (s/veh)					*37.6*			
LOS					*E*			
Approach Delay (s/veh)	–	–	*37.6*					
Approach LOS	–	–	*E*					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	*MTA*	Intersection	*Highway 99W @ Corral Creek*
Agency/Co.	*Lancaster*	Jurisdiction	*Yamhill County*
Date Performed	*5/4/2007*	Analysis Year	*2025 RIRO*
Analysis Time Period	*PM Peak Hour*		

Project Description *Corral Creek Existing & Future Analysis*

East/West Street: *Highway 99W* | North/South Street: *Corral Creek Road*

Intersection Orientation: *East-West* | Study Period (hrs): *0.25*

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		*2230*	*286*		*2281*	
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*2298*	*294*	*0*	*2351*	*0*
Percent Heavy Vehicles	*0*	--	--	*2*	--	--
Median Type	*Two Way Left Turn Lane*					
RT Channelized			*0*			*0*
Lanes	*0*	*2*	*0*	*0*	*2*	*0*
Configuration		*T*	*TR*		*T*	
Upstream Signal		*0*			*0*	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			*106*			
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*0*	*109*	*0*	*0*	*0*
Percent Heavy Vehicles	*3*	*0*	*3*	*0*	*0*	*0*
Percent Grade (%)		*0*			*0*	
Flared Approach		*N*			*N*	
Storage		*0*			*0*	
RT Channelized			*0*			*0*
Lanes	*0*	*0*	*1*	*0*	*0*	*0*
Configuration			*R*			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					*R*			
v (veh/h)					*109*			
C (m) (veh/h)					*151*			
v/c					*0.72*			
95% queue length					*4.29*			
Control Delay (s/veh)					*74.2*			
LOS					*F*			
Approach Delay (s/veh)	--	--	*74.2*					
Approach LOS	--	--	*F*					

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MEMORANDUM OF UNDERSTANDING
December 15, 2006

This Memorandum of Understanding ("MOU") is entered into between Providence Health System (the "Hospital"), the Chehalem Park and Recreation District (the "Park District"), and the Greens at Springbrook LLC ("Springbrook LLC"), collectively referred to as the Parties.

WHEREAS, the Hospital has considered donating certain land to the Park District in order to facilitate an alignment of the Newberg-Dundee Bypass (the "bypass") that protects more of the developable portion of its medical center campus. This donation would also allow the Park District to amend its master plan and realign holes 2, 5, and 6 of its Springbrook Golf Course, and in doing so remove the so-called "4F" designation on a portion of its property shown in Exhibits 1 and 2. The District believes that the resulting realignment of the course would not reduce its playability. The realignment of hole 6 affects several lots in an adjacent subdivision owned by Springbrook LLC. If easements on portions of these lots owned by Springbrook LLC as shown on Exhibit 3, are purchased by the Hospital and transferred to the Park District, Springbrook LLC believes that this transfer would benefit Springbrook LLC.

WHEREAS, the Parties intend to work together in good faith for their mutual benefit, to transfer land among themselves and to take other action as they deem appropriate, to carry out the purposes of this MOU.

WHEREAS, the Parties intend that the realignment of holes 2, 5, and 6 would be at no cost to the Park District, with all such construction costs paid by the Hospital less condemnation proceeds attributable to the bypass.

WHEREAS, the purpose of this MOU is to set forth the intent of the Parties and to outline actions that the Parties intend to take to facilitate a potential alignment of the bypass that protects more of the developable portion of the Hospital's medical center campus. This MOU is also intended to outline actions that the Parties intend to take to facilitate the potential realignment of holes 2, 5, and 6 of the Park District's golf course.

WHEREAS, this MOU describes the parties overall intent and the initial steps the parties intend to take to carry out the above mentioned purposes, now, the parties therefore acknowledge their intent as follows:

1. The Hospital will give to the Park District certain real property generally shown in Exhibit 1. This gift will allow the Park District to agree to move the alignment of the bypass over part of the golf course so that it protects more of the developable portion of the Hospital's medical center campus. This gift will also allow the Park District to redesign holes 2, 5, and 6. The Hospital and the Park District intend that the resulting reconfiguration of the golf course will not involve any out-of-pocket costs by the District; and the reconfiguration will be designed by Bill Robinson, Golf Course Architect.

2. Springbrook LLC intends to grant an easement to the Park District over several lots in its subdivision in the general location shown on Exhibits 1 and 2. This easement will allow the Park District to realign hole 6 along the back portion of these lots.

3. The Parties intend to cooperate on any land use approvals required to carry out the purposes of this agreement.

4. Initially, the Parties intend to take the following action within a reasonable period of time, as a showing of good faith:

A. On or before January 31, 2007, the Hospital intends to enter into a Purchase and Sale Agreement with Springbrook LLC to purchase the needed 6th fairway easement that Springbrook LLC will grant to the Park District as described in paragraph 2 above, for $12.50 per square foot (approximately $135,000).

B. On or before January 31, 2007, Springbrook LLC intends to grant the Park District an easement over certain land, generally shown on Exhibits 1, 2, and 3 to allow this land to be used for the realignment of the 6th fairway of the golf course.

C. The Hospital intends to grant the Park District an easement over certain land, generally shown on Exhibits 1 and 2, to reserve this land for the gift which will be necessary for the possible realignment of the golf course.

D. The Park District intends to reserve and reasonably encumber to the Hospital's satisfaction the land designated in Exhibits 1 and 2 for the possible realignment of the bypass.

E. The Hospital intends to grant Springbrook LLC a right of first refusal over certain land, generally shown on Exhibits 1 and 2, to allow Springbrook LLC an opportunity to purchase this land for future residential use.

F. The Hospital will demonstrate, to the Park District's satisfaction, that it will have the financing in place necessary to complete the golf course realignment and to reimburse the District for any loss of income due to construction.

5. The Parties intend to immediately negotiate the terms of an agreement implementing items 4 A-F above, and to otherwise carry out the purpose and intent of this MOU.

6. This MOU is only a statement of mutual intent by the Parties and not a binding agreement. This MOU does not obligate the Parties to take any of the above-mentioned actions.

This Memorandum of Understanding is hereby acknowledged by the following Parties on the _____ day of _____, 2006.

Dana White
Providence Health System

Don Clements
Chehalem Park and Recreation District

Jeff Smith
The Greens at Springbrook LLC

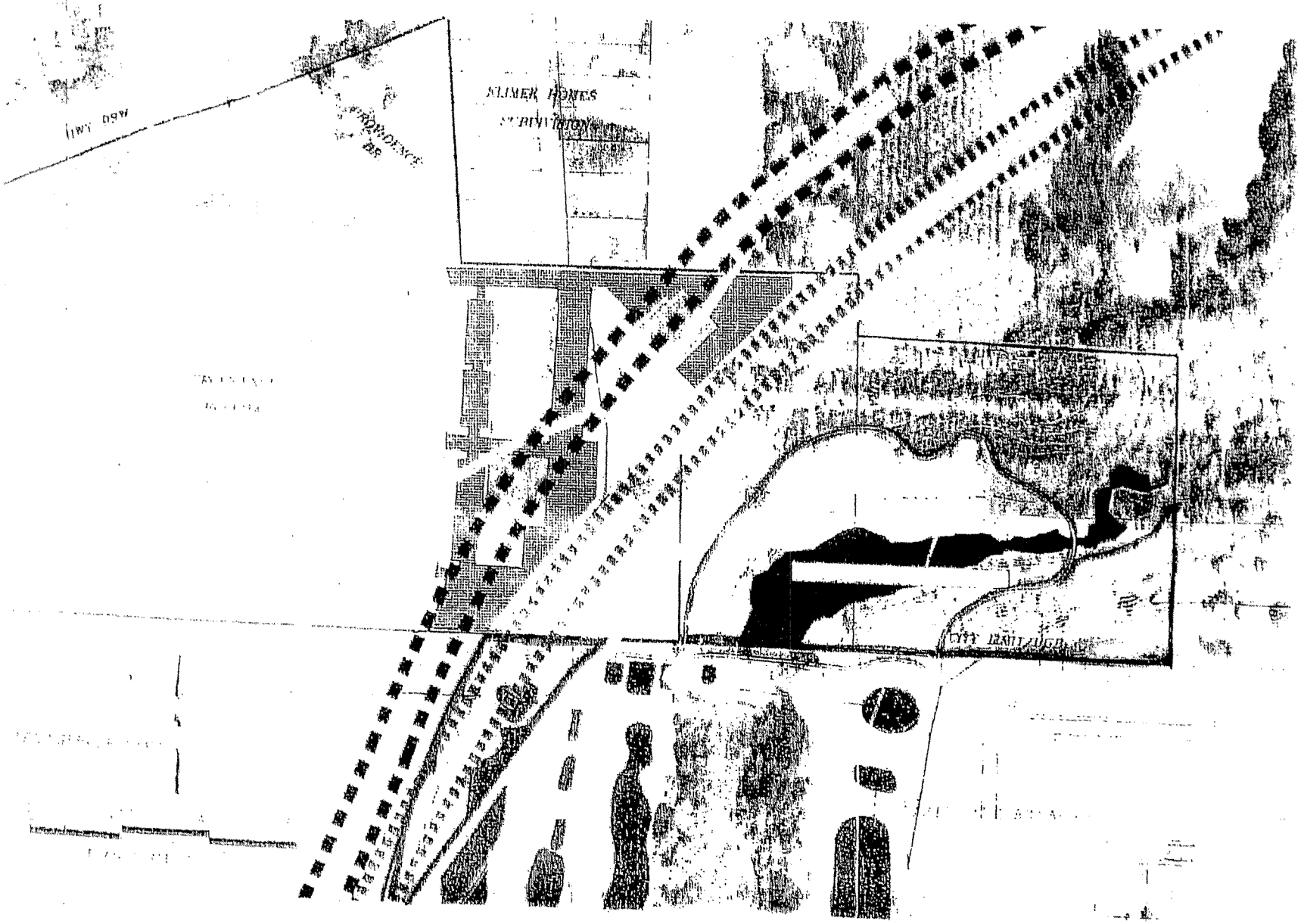


Exhibit 1

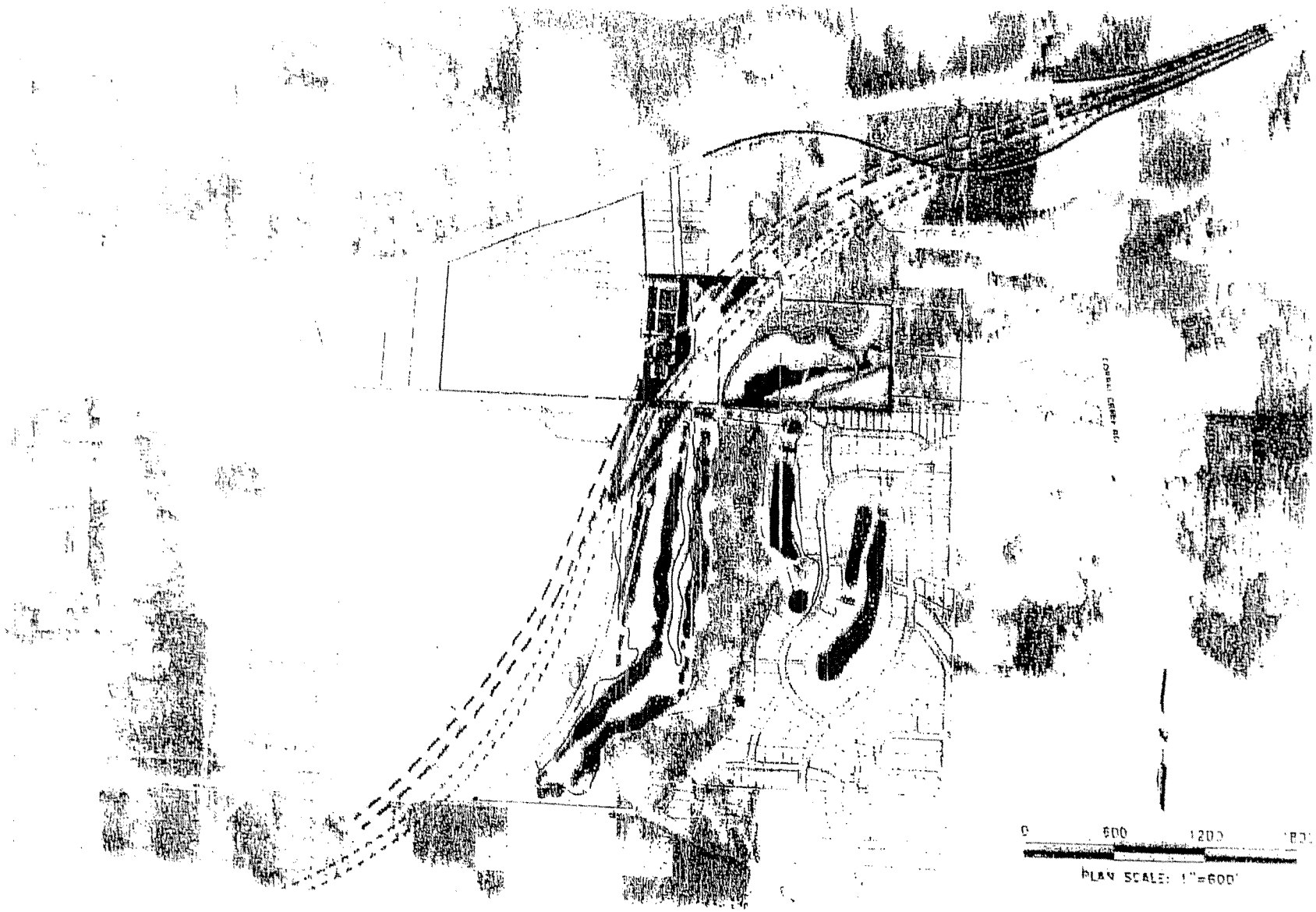


Exhibit 2

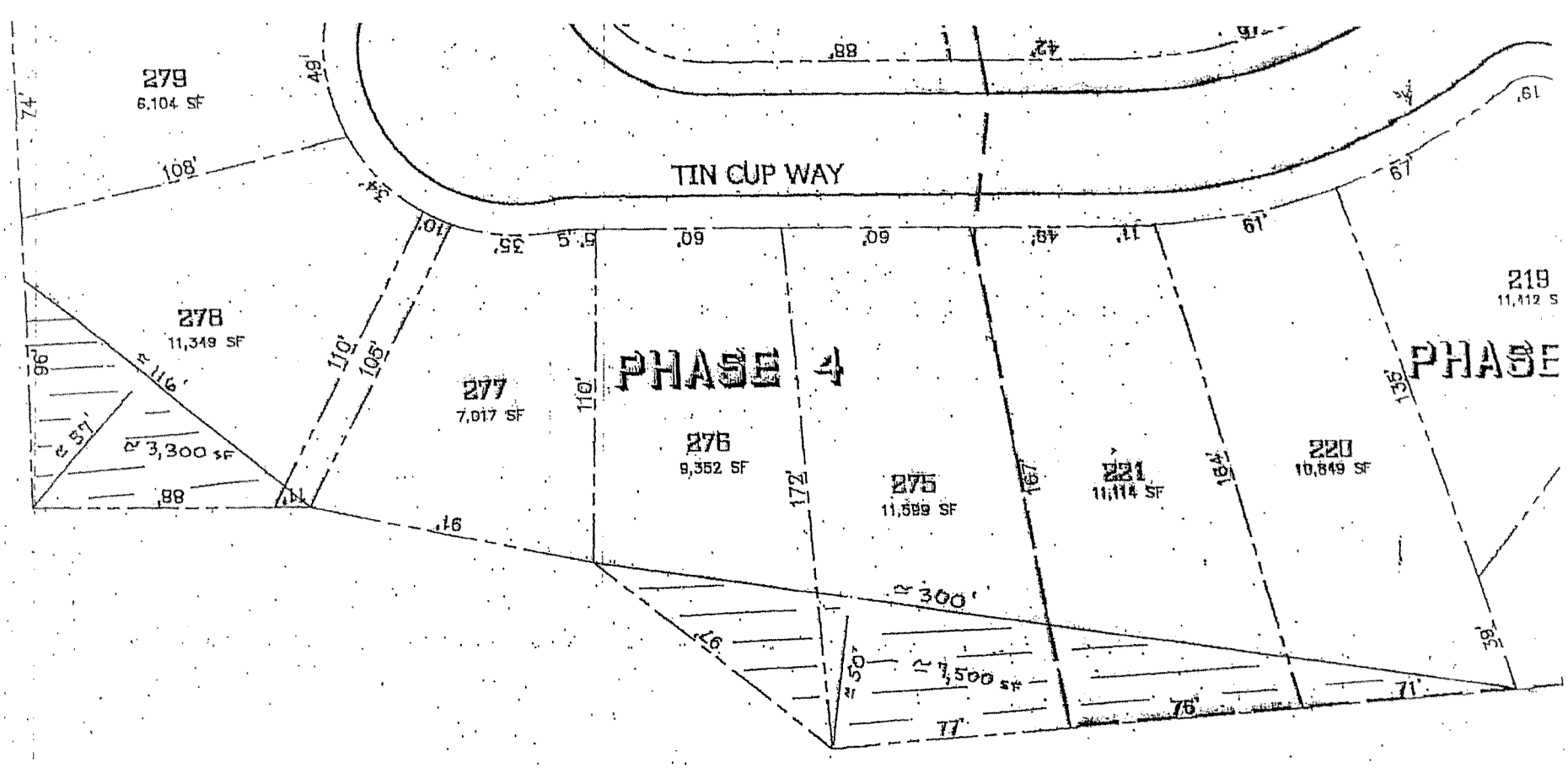
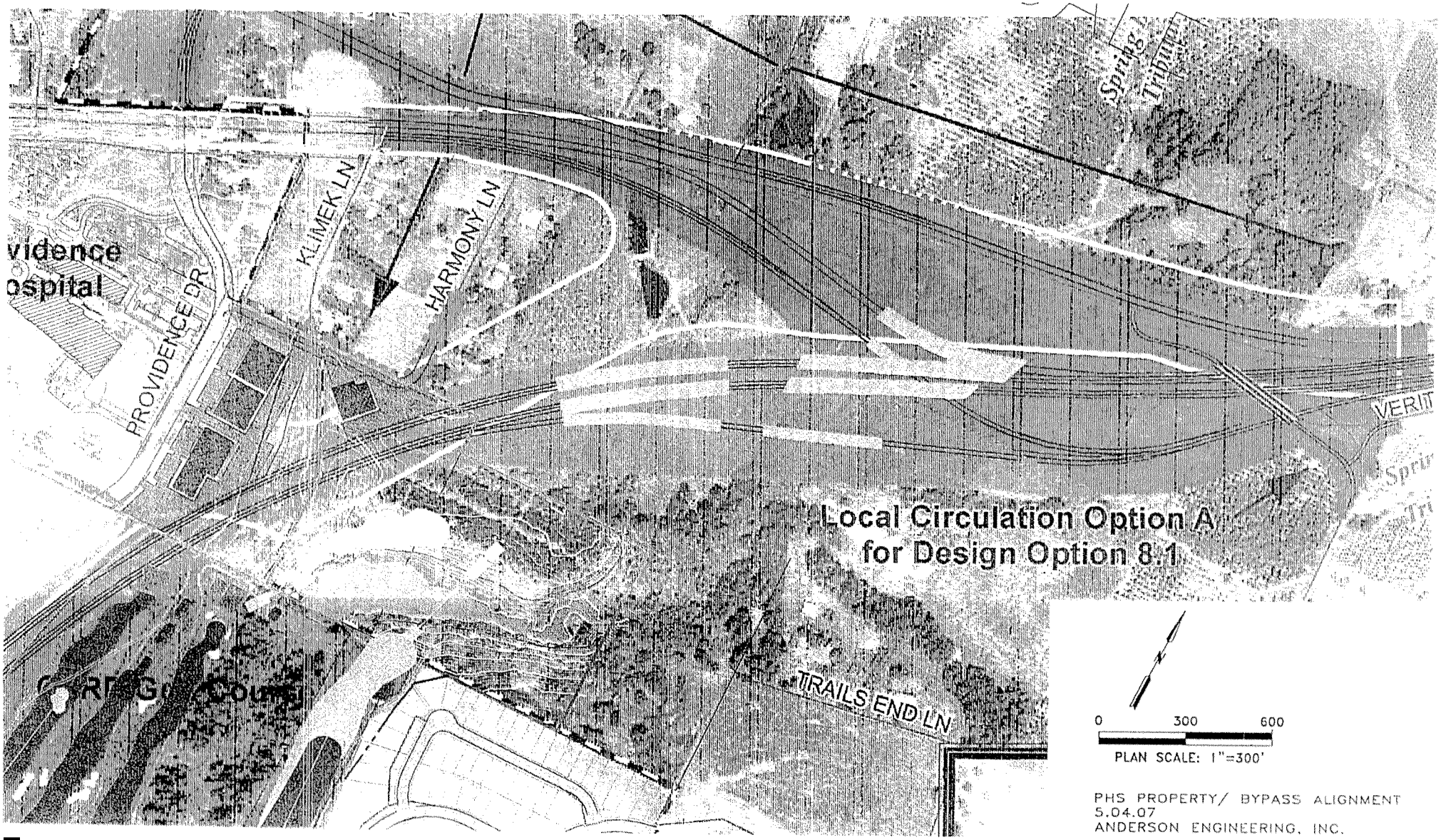

279
6,104 SF
TIN CUP WAY
278
11,349 SF
277
7,017 SF
PHASE 4
276
9,352 SF
275
11,599 SF
221
11,114 SF
220
10,849 SF
219
11,412 S
PHASE
≈ 116'
≈ 57'
≈ 3,300 SF
≈ 300'
≈ 1,500 SF
108'
110'
105'
172'
167'
154'
136'
61'
88'
77'
76'
71'

Exhibit 3



PHS PROPERTY/ BYPASS ALIGNMENT
5.04.07
ANDERSON ENGINEERING, INC.

MEMORANDUM

Date: May 24, 2007

To: NUAMC Members

From: Barton Brierley, AICP
Newberg Planning and Building Director

RE: Southeast Transportation Plan Deliberation

At your May 14, 2007 meeting, you continued the deliberation on the Southeast Transportation Plan until May 31, 2007. You also left the record open for additional written correspondence until May 24, 2007. We received one letter during that time, which is attached.

Given the agenda for the May 31 meeting, we feel it is unlikely that NUAMC will be able to spend much time on the Southeast Transportation Plan at that meeting. In addition, as requested, we have been exploring information on a potential connection between Trails End Lane and Providence Drive. We intend on giving you a written report on that issue at your May 31 meeting.

Recommendation: We recommend that NUAMC continue the Southeast Transportation Plan deliberation to June 11, 2007. In addition, we recommend that NUAMC reopen the written for one week (until June 7, 2007) for any who would like to address the information we will present on May 31, 2007.

MEMORANDUM

Date: May 30, 2007

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP

RE: Trails End – Providence Drive connection

At your May 14, 2007 meeting, you asked for further information on a potential connection between Trails End Lane and Providence Drive, in conjunction with the Southeast Transportation Plan. You asked us to take a rough look at a possible routing of the road, and to meet with ODOT about the bypass crossings. Also, at the May 14 meeting, there were questions about the cost estimate for the road, and the traffic impacts. This memo is a follow up to those requests.

Note that the information below is a "planning level" analysis only. Certainly more detailed engineering analysis will be needed before any final location is selected. ODOT anticipates providing a further traffic analysis of this connection and the connection to 99W at a later date. Hopefully, however, this will be sufficient information for NUAMC to determine whether or not to pursue such a connection within the Southeast Transportation Plan.

We recommend that NUAMC open the written record until June 7, 2007 to allow public comment on this memo.

Potential Location of Connection Road

Following the May 14, 2007 NUAMC meeting, staff was able to meet with ODOT representatives and discuss potential crossings of the bypass and the location of the connection road. At the meeting, one possible location was identified. Note that this location is only a conceptual location – other locations could be identified through further research.

Providence Drive connection: The connection to Providence Drive might be made at the same location as possible future connection to Klimek Lane and Harmony Lane. As part of the bypass project, it is anticipated that Klimek Lane and Harmony Lane access to 99W will be terminated. Thus, it is likely that a new road to provide access to these neighborhoods will need to be constructed near the south end of these streets to connect Providence Drive. This access road might also be extended to Trails End Lane to access the southeast area.

Bypass crossing: A potential location for crossing the bypass could be near the south end of Harmony Lane. This is south of where the bypass splits into several separate lanes, so the total

crossing distance would be minimized. The bypass may not be elevated at this point, so a separate structure to cross under the bypass may be needed. An undercrossing at this location should be as perpendicular to the bypass as possible to limit the length of the structure.

Creek crossing: The next major obstacle east is Springbrook Creek. It is likely that this creek would need to be bridged. The creek is within a canyon with a fairly steep east side. The creek forks north of Trails End Lane. The concept road shows a crossing south of this fork so that only one bridge is needed.

Trails End connection: East of the creek crossing, the concept road is shown as following the alignment of Trails End Lane and connecting to Corral Creek Road. The location here also is flexible.

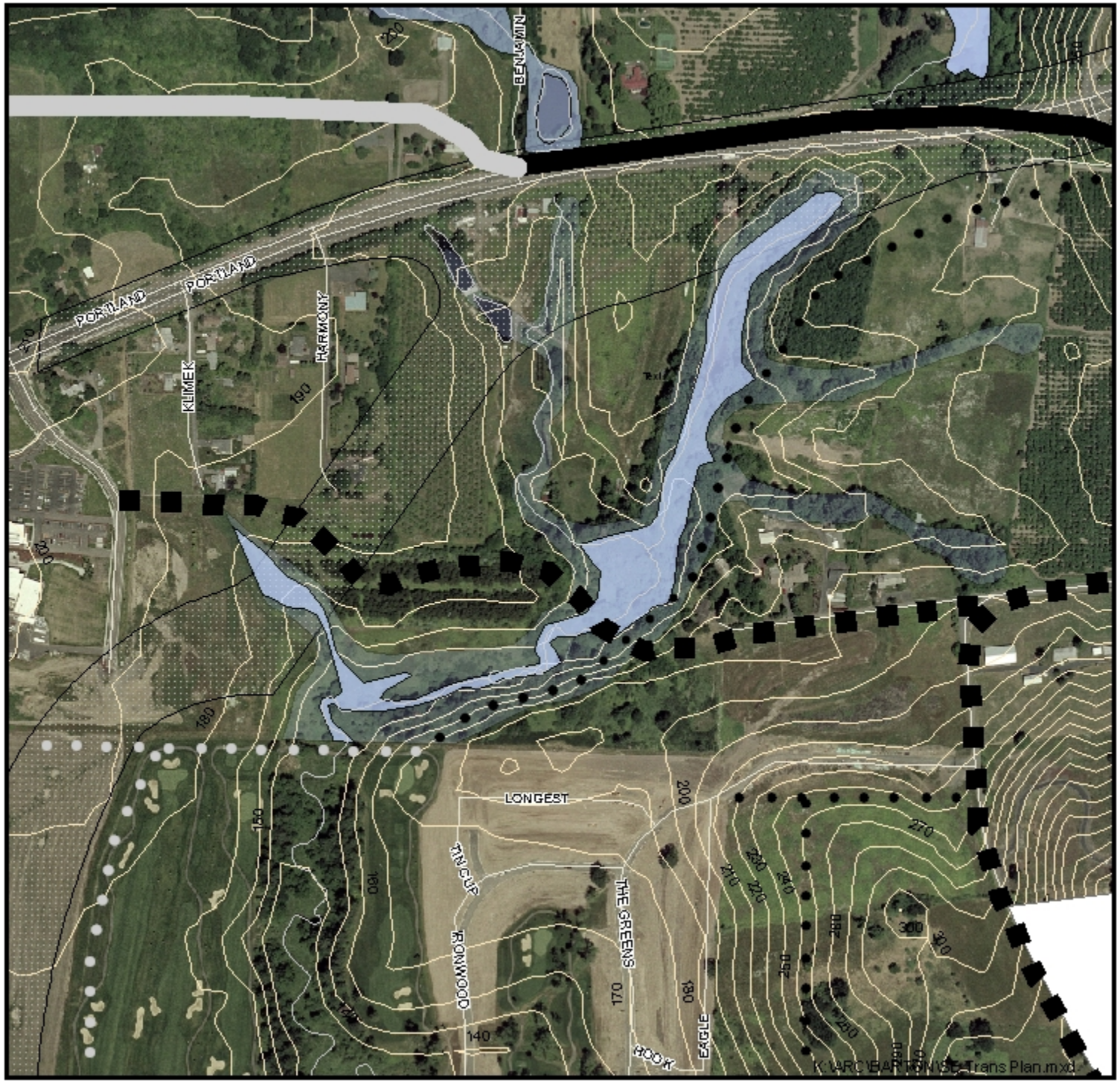
Cost Estimate

In an earlier memo, City staff estimated the cost of this road as $7-$10 million. Calculating the cost of a possible bridge over the creek, an undercrossing of the bypass, construction of the road itself, right-of-way acquisition, and possible intersection improvements, this still remains a reasonably conservative estimate.

Traffic Impacts

The potential traffic impacts of this connection are evaluated with the plan itself. Alternative #1 estimates the traffic volumes with the connection and closing the Highway 99W/Corral Creek Road intersection. Alternative #5 estimates the volumes with the connection and converting the Highway 99W/Corral Creek Road intersection to right-out only. These numbers are expressed as 2025 p.m. peak hour volumes.

Attachment: Concept Map



Concept Map Trails End - Providence Dr. Connection

Draft 5/16/07
This map shows a rough, general potential location for discussion purposes only. It is not intended to show exact location. If this option is chosen, location would be determined at a later time.

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MEMORANDUM

Date: June 7, 2007

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP

RE: Continued Southeast Transportation Plan hearing

At your June 11, 2007 meeting, you will continue the hearing on the Southeast Transportation Plan. **Please bring information from previous hearings.** We recommend the following order of business:

1. Open the hearing for oral testimony from those not previously testifying, or those responding to new information since the first hearing.

2. Close the testimony, and begin deliberations. We recommend dealing with issues individually and taking a "straw vote" on each in the following order. After concluding, we would recommend a vote on the entire resolution.

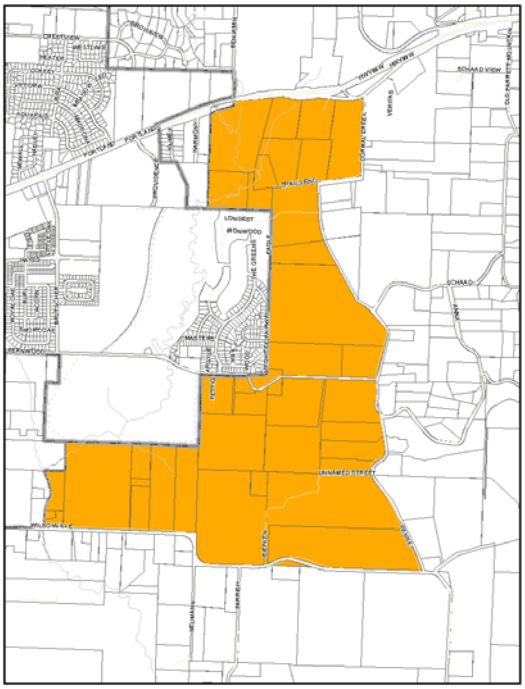
    1. Renne Road Options
    2. Schaad Road Options
    3. New North-South Road route options.
    4. Timing UGB/URA Options
    5. Pre-bypass options
    6. Post-bypass options
    7. Funding and financing options.

CITY OF NEWBERG
SOUTHEAST LAND USE AND TRANSPORTATION PLAN
NEWBERG URBAN AREA MANAGEMENT COMMISSION
STAFF REPORT

FILE NO:	UGB 05-015
REQUEST:	Recommend a Newberg Southeast Land Use and Transportation Plan for adoption by the Newberg City Council and Yamhill County Board of Commissioners after considering the draft plan as proposed, as well as various alternatives and options.
LOCATION:	South of Hwy 99W, West of Corral Creek Road, North of Wilsonville Road, and East of the Newberg Urban Growth Boundary.
TAX LOT:	Various
APPLICANT:	City of Newberg
OWNERS:	Various
COMPREHENSIVE PLAN/ZONING:	AF-10, EF-20, EF-40
PREPARED BY:	City of Newberg Planning Staff,

ATTACHMENTS

NUAMC Reso. 2007-19 with
- Exhibit A: List of Tax Lots
- Exhibit B: Findings
- Exhibit C: DRAFT Newberg Southeast Land Use and Transportation Plan, Rev. 2/14/07
- Exhibit D: Modifications to Southeast Land Use and Transportation Plan



BACKGROUND

Introduction – At the July 11, 2007 NUAMC meeting, we will continue deliberations on the Southeast Transportation Plan. We do not expect new testimony at this meeting. We recommend NUAMC deliberate on each points in order, then take a straw vote on each. Following that, we recommend NUAMC make a motion on the entire plan.

Order of Deliberation

1. Access to 99W (Pre-bypass). Options:
   a. Regulate turning movements from Corral Creek Road to 99W; close off if necessary and redirect traffic to Fernwood Road and Brutscher Street
   b. Construct bypass crossing early (north side frontage road and new Corral Creek Road/99W crossing).
   c. Extend Trails End Road west to Providence Drive at traffic light
   d. Restrict UGB amendments until after bypass is built.
2. Access to 99W (Post-bypass) Options:
   a. Traffic goes north under Bypass and west on frontage road to Crestview, coming out to 99W at Providence Drive traffic light
   b. Extend Trails End Road west to Providence Drive at traffic light; could continue west to Hayes for additional access at Brutscher Street traffic light
3. Schaad Road Options
4. Phasing
   a. North option
   b. South option
   c. East option
   d. All options
5. Funding
   a. Build it first option
   b. County Funding

NUAMC RESOLUTION NO. 2007-19

A RESOLUTION OF THE NEWBERG URBAN AREA MANAGEMENT COMMISSION RECOMMENDING APPROVAL OF FILE UGB 05-015, A TRANSPORTATION SYSTEM PLAN AMENDMENT FOR AN AREA LOCATED EAST OF THE CITY OF NEWBERG.

RECITALS:

1. On July 21, 2005, the Newberg City Council adopted Resolution 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as described in the recommendations of the Ad Hoc Committee on Newberg's Future, and directed City staff to undertake the activities needed to initiate and support a number of actions for the City to consider these amendments.

2. The Committee recommended inclusion of an area east of the City, between Hwy 99W and Wilsonville Road, in the Newberg Urban Growth Boundary or Urban Reserve, noting that a master plan will be needed for this area in conjunction with including it in the UGB; that the master plan should specify what street improvements and new streets should be constructed to serve this area; and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

3. Consistent with Paragraphs 2.c. and 2.d. of Resolution 2005-2590, City staff held neighborhood meetings in each general area that the Committee had recommended for addition to the Urban Growth Boundary or Urban Reserve Area to define specific boundaries, and is proceeding with the hearings process to create a new Urban Growth Boundary and a new Urban Reserve Area.

4. Three neighborhood meetings were held for the Southeast area to determine local preferences for specific boundaries, transportation routes, and financing/funding options.

5. On March 15, 2007 notice of the proposed action was mailed to owners of record as identified in Yamhill County Assessor's Office of all properties within the proposed amendment area and all adjoining property owners within a distance of 500 feet.

6. Notice was published in the Graphic Newspaper on March 14, 2007, which is at least ten days prior to the public hearing before the Newberg Urban Area Management Commission on April 11, 2007, and on March 14, 2007, notice of the Newberg Urban Area Management Commission meeting was posted at four public places to comply with Oregon Revised Statute requirements.

7. On April 11, 2007, a hearing was held by the Newberg Urban Area Management Commission, and continued to May 14, 2007 and June 11, 2007 for additional public testimony and deliberations.

NOW THEREFORE, BE IT RESOLVED by the Newberg Urban Area Management Commission that it recommends that the City Council and Yamhill County Board of Commissioners approve the Newberg Southeast Land Use and Transportation Plan, as revised.

This recommendation is based on review of the plan itself, the staff report, findings and testimony.

DATED this ___ day of _____, 2007.

AYES: NAYS: ABSTAIN: ABSENT:

ATTEST:

_____ _____

Recording Secretary NUAMC Chair

Exhibits to be forwarded to City Council and Yamhill County Board of Commissioners as part of an adoption ordinance:

Exhibit A, List of Tax Lots
Exhibit B, Findings
Exhibit C, Draft Newberg Southeast Land Use and Transportation Plan, Rev. 2/14/07
Exhibit D, Modifications to Southeast Land Use and Transportation Plan

EXHIBIT "A"

LIST OF TAX LOTS WITHIN SOUTHEAST PLANNING AREA
UGB-05-015

T#: 3221 04700
T#: 3221 04900
T#: 3215 00900
T#: 3215 01100
T#: 3215 01000
T#: 3215 00800
T#: 3221 04901
T#: 3221 05100
T#: 3215 01101
T#: 3215 01400
T#: 3222 02500
T#: 3222 03600
T#: 3222 03800
T#: 3222 03700
T#: 3222 03000
T#: 3222 03100
T#: 3222 03200
T#: 3222 02300
T#: 3222 02200
T#: 3222 02800
T#: 3222 02700
T#: 3215 01003
T#: 3222 02100
T#: 3215 00600
T#: 3215 00700
T#: 3222 02400
T#: 3222 02900
T#: 3216 01908
T#: 3221 04600
T#: 3222 03500
T#: 3221 04500
T#: 3222 03300
T#: 3216 01903
T#: 3222 02000
T#: 3222 03400
T#: 3221 04601
T#: 3221 04701
T#: 3222 01900
T#: 3221 04800

Note: Some parcels may be only partially in the amendment area. See plan maps.

EXHIBIT B: SOUTHEAST LAND USE AND TRANSPORTATION PLAN FINDINGS
UGB 05-015
Recommend Adoption of Newberg Southeast Land Use and Transportation Plan by Newberg City Council and Yamhill County Board of Commissioners

Statewide LCDC Goals: Goal 1, Citizen Involvement; Goal 2, Land Use Planning; Goal 8, Recreation Needs; Goal 12, Transportation. Goal 4, Forest Land, does not apply because no forest land is included. Goals 15, 16, 17, 18 and 19 do not apply in this area. Other Goals will be addressed when the land is considered for inclusion within the Urban Reserve and/or Urban Growth Boundary.

Statewide Goal 1: Citizen Participation. *To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.*

Finding: The Southeast Land Use and Transportation Plan was created in response to a recommendation from the Ad Hoc Committee on Newberg's Future, a citizen committee appointed by City Council to help the City plan for its future land needs. As part of an extensive and ongoing citizen involvement program, three meetings were held to let residents in and around the plan area help shape the future land uses and road system. These were followed by NUAMC workshops on the results of the neighborhood workshops and the first draft of the Southeast Land Use and Transportation Plan. A public hearing was held on April 11, 2007, with notice to land owners in and immediately surrounding the plan area. Since the noticing did not include all persons who had participated in the neighborhood meetings or the workshop on the draft, nor the property owners who would be affected by each of the various road options under consideration, the public hearing was held open for additional testimony through the hearing continuation on May 14, 2007 to allow time for re-noticing. Due notice was mailed or e-mailed to participating or affected property owners on April 30, 2007. Notices were also posted in four public places on April 30, 2007 and published in the Newberg Graphic on May 2, 2007. The event was also posted on the City's web site calendar. For additional information regarding the City's public involvement efforts regarding the 2007 URA Expansion, see "Public Involvement and County Coordination Process for Newberg 2007 URA Expansion: December 2003 through March 2007," which appears in the March 7, 2007 *Justification and Findings Report* for the 2007 URA Expansion.

Statewide Goal 2: Land Use Planning. *To establish a land use planning process and framework as a basic for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.*

Finding: With the appointment of the Ad Hoc Committee on Newberg's Future, Newberg City Council initiated a land use planning process that would create a sound, factual basis for making land use decisions and actions regarding the City's growth. The Southeast Land Use and Transportation Plan is one component of this effort.

Statewide Goal 8: Recreational Needs. *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Finding: Plan maps identify sites for future schools, parks, golf courses and trails.

Statewide Goal 12: Transportation. *To provide and encourage a safe, convenient and economic transportation system.*

Finding: The plan includes cost-sharing requirements designed to assure that needed facilities will be available for development of the Southeast area concurrent with the onset of related impacts.

OAR Standards:

OAR-660-012

Transportation Planning Rule. The Transportation Planning Rule implements Statewide LCDC Goal 12. It states the requirements for preparation, adoption, and amendment of Transportation System Plans (TSPs).

Finding: As an amendment to the Newberg Transportation System Plan (TSP), the Southeast Land Use and Transportation Plan is subject to the requirements of the Transportation Planning Rule.

A city is required to determine its transportation needs and establish a system of transportation facilities and services to meet them. It must coordinate with other agencies and governments and be consistent with their TSPs. The city's TSP must be adopted as part of its comprehensive plan. A TSP must include plans for roads, public transportation, bicycles and pedestrians, air, rail, water and pipelines, and must have policies and land use regulations for its implementation. Finally, it must have a financing program that identifies the provider of each facility or service.

Finding: The Southeast Land Use and Transportation Plan supplements the City's TSP by determining the transportation needs and transportation facilities and services needed to meet them for an area outside the existing TSP service area. Table 2 of the plan identifies the proposed provider of each facility or service.

The following standards must be used to evaluate and select those system alternatives that can reasonably be expected to meet the identified needs at reasonable cost:

- *(a) Support urban and rural development by providing types and levels of facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;*
- *(b) Be consistent with state and federal standards for the protection of air, land and water quality;*
- *(c) Minimize adverse economic, social, environmental, and energy (ESEE) consequences;*
- *(d) Minimize conflicts and facilitate connections between modes of transportation.*
- *(e) Avoid principal reliance of any one mode of transportation and reduce principal reliance on the automobile.*

When an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government must put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would: (a) change the functional classification of an existing or planned transportation facility; (b) change standards implementing a functional

classification system; or (c) as measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or development levels that would result in travel or access types or levels that are inconsistent with the facility's existing or planned functional classification;

(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

If there would be a significant effect, the local government must do one or more of the following:

(a) Adopt measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amend the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses, including a funding plan or mechanism so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Alter land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

(d) Amend the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(e) Provide other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. As part of the TSP or comprehensive plan amendment, local governments must specify when the measures or improvements will be provided.

Finding: The plan was written for adoption with the 2007 revision of the Newberg Urban Reserve Area (URA). The plan views the addition of land in the Southeast area as contingent upon having an adequate plan for the provision of transportation facilities, in recognition of the complexity and scope of the transportation improvements needed to urbanize this area. Table 2 of the plan lists the projects needed to serve the Southeast area. These projects would be added to those listed in the appropriate tables of the TSP, if the adoption of the southeast area as part of the 2007 URA is made contingent on adoption of the Southeast Land Use and Transportation Plan. The plan includes the funding mechanisms that would support each type of proposed facility, and identifies the time frame during which each would be provided.

Newberg Comprehensive Plan Amendment - Newberg Development Code, Section § 151.122(3): Amendment Criteria: *The applicant must demonstrate compliance with the following criteria:*

(a) The proposed change is consistent with and promotes the goals and policies of the Newberg Comprehensive Plan and this Code;

Finding: See specific goals and policies, below. The City has committed, in Ordinance No. 2004-2602, to not approve expansion of the Newberg UGB or Urban Reserve Areas

around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. Consequently, adoption of the 2007 Urban Reserve Expansion would need to be contingent upon adoption of the IAMPs.

The Newberg City Code deals with responsibilities for transportation improvements related to land development. Section III.E.1 of the Southeast Land Use and Transportation Plan discusses the requirements of Code Sections 151.620, -682, -683, -684, and -705, which address the responsibilities of development with regard to concurrency, funding and financing of transportation facilities. Table 3 summarizes tools available to the City for achieving concurrency. The concurrency requirements for specific types of improvements are summarized in Section III.E.3, and the responsibilities for funding and financing specific projects are listed in Table 2.

(*b) Public facilities and services are or can be reasonably made available to support the uses allowed by the proposed change.*

Finding: The plan addresses transportation facilities. Other facilities and services are addressed in the *2007 URA Expansion: Justification & Findings Report.*

(c) Compliance with the State Transportation Planning Rule (OAR 660-012-0060) for proposals that significantly affect transportation facilities.

Finding: As an amendment to the Newberg Transportation System Plan (TSP), the Southeast Land Use and Transportation Plan is subject to the requirements of the Transportation Planning Rule. Consistent with those requirements, the Plan identifies the area's transportation needs and establishes a system of transportation facilities and services to meet them. Through the NUAMC planning process, the City has received input from Yamhill County and ODOT on the Plan. The City intends to adopt the Southeast Land Use and Transportation Plan as part of its comprehensive plan. A financing program is described, identifying the provider of each needed facility.

Newberg Comprehensive Plan Transportation Goals and Policies

GOAL 2: Establish consistent policies which require concurrent consideration of transportation/land use system impacts.

Finding: The Southeast Land Use and Transportation Plan was written to concurrently consider transportation and land use system impacts.

2a. Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.

Finding: The plan uses the provision of major transportation improvements as a backbone for the long-term development of the whole southeast area.

2b. The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.

2c. As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.

4k. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB expansions is premature.

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Finding: Protection of the bypass corridor and the IAMP overlay areas has been a primary consideration in developing the plan, including proposed land uses and connections to Hwy 99W. Given, however, that the bypass is proposed but unfunded, and that ODOT does not consider it to be a "planned facility" scheduled for construction during the next 20 years, the City is currently unable to depend upon it for solutions to its transportation problems. Consequently, until such time as the status of the bypass has been resolved, the City will proceed to implement only short-term, minimal impact transportation projects to serve those areas where development is likely to cause the least transportation impact.

Lands designated as Urban Reserve Areas as of August 1, 2004… may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025 Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model.… Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060. (Ordinance 2004-2602, September 20, 2004).

To protect the function of the Bypass to serve primarily longer-distance through trips, the City of Newberg will apply an Interchange Overlay District to lands that are within the Newberg city limits and within approximately ¼ mile of the East Newberg and Oregon 219 interchange ramps. (Ordinance 2004-2602, September 20, 2004)

4n. To enable the City and ODOT to adequately plan land uses and local circulation for the interchange areas, the City of Newberg will retain existing base zoning within the Interchange Overlay District in the interim period before IAMPs are prepared and adopted. Annexations will be allowed if the associated zone change is consistent with the acknowledged Newberg Comprehensive Plan designation for the property in effect at the date of adoption of the Interchange Overlay. Permitted and conditional uses that are authorized under existing base city zones will generally be allowed within the Interchange Overlay, with certain limitations on commercial uses in the industrial zones.

4p. The City of Newberg will coordinate with ODOT on any development proposal within the Bypass location corridor and interchange management areas through the City's established Site Design Review process. Development planning should consider and complement the intended function of the bypass. Land use decisions should consider the planned corridor location and avoid conflicts where feasible.

4q. The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an Interchange Area Management Plan to protect interchange operation or access management for segments along the highways. [OHP Action 1B.4]. Thus, the City will work with ODOT, property owners, and citizens to create IAMPs as soon as possible.

4r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive Extension in the general location shown on the City of Newberg acknowledged Transportation System Plan.

4t. 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.

5d. Public sidewalks shall be provided along all public street frontages. Pedestrian traffic shall be separated from automobile traffic whenever possible.

(1) Sidewalks should be provided whenever there is development of abutting properties.
(2) Sidewalks should be constructed when any new road is constructed
(3) When existing roads are widened or improved, sidewalks should be provided.

5h. On-street bike lanes or parallel bikeways will be provided on all designated major collector and arterial roadways, and on certain neighborhood collectors if warranted from a bicycle system connectivity standpoint.

5i. A bicycle path shall be provided along or near the bypass.

7f. Future public rights-of-way should be identified in undeveloped areas through a Future Street Plan or a specific area plan, to facilitate right-of-way acquisition and dedication with minimal disruption and cost. A Future Street Plan is usually prepared by a private party to show street and bike/pedestrian connectivity for development projects when transportation connectivity is needed through adjoining private properties and neighborhoods. A Specific Area Plan is usually prepared by the City in collaboration with affected property owners to show street and bike/pedestrian connectivity for planned land uses in undeveloped or partially developed areas. .Corridor plans are a type of specific area plan.

7g. The City may require preparation of a Future Streets Plan for all commercial and industrial developments and residential development projects greater than 1 acre to serve as a guide in the decision-making process on new development requests.

7h. Transportation facilities will be designed to minimize impacts on:

- *Present and Planned Land Use patterns;*
- *Natural and Scenic Resources;*
- *Air Resource Quality, including noise;*
- *Water and Land Resource Quality; and*
- *Existing and Planned Transportation Facilities.*

7i. New development and existing development undergoing expansion or modification shall be designed to accommodate planned long-term transportation improvement projects in the vicinity of the development.

GOAL 11: Establish fair and equitable distribution of transportation improvement costs.

Finding: The plan spreads transportation improvement funding and financing requirements among those parties who most directly benefit, roughly in proportion to the benefit gained.

11a. Define appropriate phasing and funding which relates to the benefits received.

Finding: Table 2 of the plan identifies the timing, triggers, and costs for facilities identified in the plan.

11b. The City shall utilize the Transportation Improvement Funding policies outlined in the Transportation System Plan for determining responsibilities and costs for funding improvements.

Finding: Appendix "Q" of the June 2005 TSP includes amendments to the Newberg Development Code language and Comprehensive Plan policies for Transportation Improvement Funding, as well as adopted Newberg Development Code language. The Financing Approach outlined in Section 7 of the June 2005 TSP recommendes using direct assessment for improvement costs assessed to adjacent land use, as well as for certain improvements that directly benefit new development. System Development Charges are to be used for transportation improvements attributable to general new development and growth, as opposed to improvements that benefit only specific properties to be developed. The TSP recommends continuing Newberg's policy of financing all costs related to new development through SDCs. When improvements are needed in advance of new development, funds can be borrowed, with SDC revenues dedicated to debt repayment. Improvement projects assessed to the City of Newberg are to be funded by economic development funding and state gasoline tax revenues as much as possible, although the City should consider a Street Maintenance Fee to allow state gas tax monies to be spent on capital projects. These recommendations are reflected in Table 7-2 of the TSP, which assigns the costs for specific improvement projects to abutting properties, new development, SDCs, the City, Yamhill County, and ODOT.

The Newberg Development Code is more specific in defining "appropriate phasing and funding which relates to the benefits received."

Yamhill County Comprehensive Plan Transportation Policies

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

Finding. By providing a master plan showing street improvements and new streets for the Southeast area, and allowing development only concurrently with the provision of the needed transportation facilities, the Southeast Land Use and Transportation Plan supports this goal.

APPLICABLE POLICIES

E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

Finding. Through NUAMC, Yamhill County is working with Newberg to satisfy regional and state transportation requirements while meeting the local need to plan for anticipated growth.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS

The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g.. McMinnville. Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity. visibility, accessibility and faster travel times associated with the interchanges to the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Finding. The proposed land use pattern, as identified on Map ____, is consistent with these guidelines. No changes in the Newberg Urban Reserve or the Urban Growth Boundary will be made until the IAMPs are adopted. By including areas within the Newberg Urban Reserve, the County will be committing itself to not permit rezoning them to more intensive uses until they are no longer in the Urban Reserve.

The proposed transportation system for the Southeast area minimizes impacts to the proposed Newberg-Dundee Bypass and the proposed interchanges by limiting access from Corral Creek Road.

Yamhill County Zoning Ordinance § 908.01
Purpose

The purpose of the Interchange Overlay District is to:

A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.

B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.

C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review. building permit review and access management within the Interchange Overlay District.

E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR 731-051-0200.

Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton, Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

Finding. Yamhill County and the City of Newberg have been working cooperatively with ODOT on plans for land within the Interchange Overlay District. If the IAMPS are not ready by early summer 2007, the City and County will likely need to adopt the 2007 Urban Reserve Area contingent upon the adoption of the IAMPs.

Exhibit "C"

Please see [DRAFT] "Newberg Southeast Land Use and Transportation Plan"
City of Newberg, Oregon, April 11, 2007
(provided as a separately bound document)

Exhibit "D"

Modifications to DRAFT
Southeast Land Use and Transportation Plan of 2/14/07

1. Eliminate CP-1 as an option for further consideration.

Amend Page 42
State-initiated capital improvement projects. Projects initiated by ODOT include 99W-1, 99W-2, and 99W-3~~, and CP-1~~. Project 99W-3 would be needed to provide access to 99W during construction and until the bypass facilities are operational.

Amend Page 16
Major components include:

- Corral Creek Rd/Veritas interim access improvements at 99W;
- Future Corral Creek Rd/99W crossing and north side frontage road for access when Bypass is constructed;
- Improvements to Corral Creek Rd
- Improvements to Renne Rd
- ~~New street from Corral Creek Rd to Old Parrett Mountain Rd~~
- New North-South Collector street from Corral Creek Rd south to Wilsonville Rd, with roundabout at Fernwood Rd
- Improvements to Fernwood Rd
- Improvements to Wilsonville Rd
- Pedestrian and multi-use paths

Amend Page 27, Table 2
Delete entire row for "CP-1" and recalculate TOTALs to show Total Cost for all funding sources as $19,028,000*, the total for Yamhill County as* $262,500*, and the total for ODOT as* $2,046,000.

Amend Page 41
ODOT funding is mostly related to bypass construction. ~~The funding plan calls for ODOT construction of the new street connection between Corral Creek Rd and Old Parrett Mountain Rd. However, ODOT has preliminarily indicated that this project will not be funded with the bypass. Therefore, other funding sources may need to be found if this project is to remain in the plan.~~

2. Change document name from "Newberg Southeast Land Use and Transportation Plan" to "Newberg Southeast Transportation Plan."

Amend Page 1
Newberg Southeast ~~Land Use and~~ Transportation Plan

Amend Page 4
In its July 21, 2005 "Report to City Council," the Ad Hoc Committee on Newberg's Future recommended including a large area of rural and agricultural land southeast of the City within the Urban Growth Boundary (UGB) or the Urban Reserve Area (URA). In doing so, however, they expressed concern about the area's lack of adequate roads, and felt that development should only be allowed concurrently with needed improvements, and that a master plan was needed in conjunction with including the area in the UGB. The Southeast Land Use ~~and Transportation~~ Plan was developed in response to the Committee's recommendation.

3. Correct typographic and technical errors.

4. The Renne Road option, terminating through access, is recommended.

5. North-South Road Alternative C, separating the north-south road from Corral Creek Road, using the safest possible alignment, is recommended.

interoffice

MEMORANDUM

to: Yamhill County Road Advisory Committee

from: Barton Brierley, AICP
Planning and Building Director
City of Newberg

re: Newberg Southeast Land Use and Transportation Plan

date: August 1, 2007

At your August 9th meeting you will be presented with the Newberg Southeast Transportation Plan (2007). This plan encompasses an area that Newberg and Yamhill County are considering including in the Newberg Urban Reserve Area. As part of that effort, Newberg is developing a transportation plan that would serve the area upon inclusion in the Newberg UGB and City limits. This is a long range plan, and thus the improvements shown could take as long as 30 years to complete. Three elements from the plan that are of interest to the Advisory Committee include: proposed changes to the functional classification of roads included in the Yamhill County Transportation System Plan (1995), proposed transportation improvements in the plan area, and proposed plan funding. The purpose of this memo is to summarize these proposals.

Proposed Functional Classification

One of the recommendations of the Newberg Southeast Land Use and Transportation Plan is to change the functional classification of several county roads including: Corral Creek Road, Fernwood Road, Renne Road, and Wilsonville Road. The proposed changes are expected to better accommodate future traffic as a result of growth in this area. The following table illustrates the proposed classification changes.

Table 1: Proposed Functional Classification for County Roads

Road	*Existing Functional Classification (County TSP)*	*Proposed Functional Classification (SE Transportation Plan)*
Corral Creek Rd: 99W to Renne Rd.	Minor Collector	Major Collector
Fernwood Rd	Resource Road	Major Collector
Renne Rd	Minor Collector	Local Street
Wilsonville Rd	Major Collector	Minor Arterial
Sources: Newberg Southeast Land Use and Transportation Plan 2007, Yamhill County Transportation System Plan 1995		

One section of Corral Creek Road is proposed to change from a minor collector to a major collector

road. Designation as a major collector road allows for two travel lanes, two striped bike lanes, and typically no on-street parking.

Fernwood Road is proposed to change from a designated resource road (used for local traffic) to a major collector (accommodating both a larger volume of through and local traffic, and two striped bike lanes).

Renne Road is proposed to be reclassified as a local street. The plan proposes to eliminate through traffic on Renne Road, and to construct a parallel alternate collector, therefore Renne can be reduced in functional classification.

Wilsonville Road is proposed to change from a major collector to a major arterial. The change to a major arterial will primarily accommodate a higher volume of through traffic, increase the right of way width to between 60 and 80 feet, and include striped bike lanes in both directions.

Proposed Road Improvements

The Newberg Southeast Land Use and Transportation Plan calls for a series of transportation improvements including; new roadways and connections throughout the plan area, connections to Highway 99W, the construction of bikeways and sidewalks, intersection improvements, and straightening of dangerous curves. These proposed improvements can be viewed in Table 2 and are illustrated on the Transportation Improvements Map. These issues will be discussed further at your meeting on August 9th.

Proposed Funding

The plan envisions nearly $32 million of transportation improvements in the area. Three main funding sources are anticipated, as shown below:

Funding Sources for Improvements in Southeast Area

Funding Source	Description	Funding Amount
New Development	Improvements constructed as an obligation of development of property. Funded by developers.	$ 16,584,000
SDC	System development charge collected at time of development and paid by builder	$ 10,219,000
ODOT	Funded by the Oregon Department of Transportation. Most will be bypass related funding	$ 5,085,00
Total		**$ 31,888,000**

Development regularly bears the cost of frontage street improvements. Most of the "new development" costs are frontage improvements or improvements to access the property, so it is estimated that new development can generally support the "new development" funding costs above.

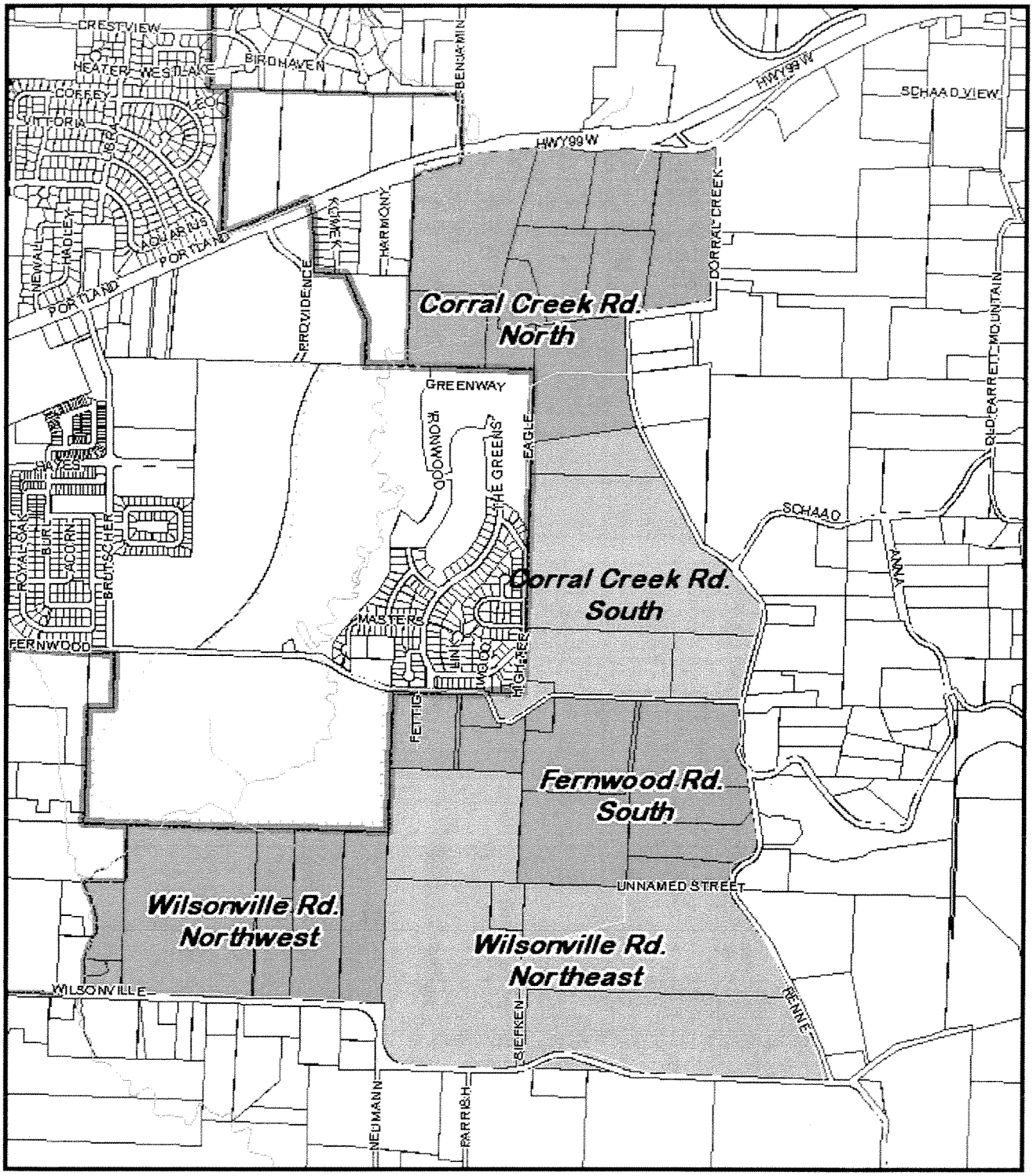
With the current City rate of $250 per trip, development in the area is estimated to generate approximately $6.8 million in SDCs. Thus SDCs will need to be adjusted to cover the costs above.

ODOT funding is related to bypass construction, such as the Corral Creek Road crossing under the future bypass.

While the City is not listed as a "funding" source for improvements, it could have a role in "financing" improvements as described below.

No County funding is shown. However, several improvements would improve existing County roads. Newberg and Yamhill County could negotiate some County contribution where jurisdictional transfer of the road occurs.

Attachments:
Study Area Map
Transportation Improvements Map
Functional Classification Plan Map
Table 2: Southeast Transportation Plan Estimates for Transportation Improvements



Southeast Land Use and Transportation Plan Study Areas

Draft 12/19/2006

City of Newberg

Study Area

UGB

Urban Reserve

N

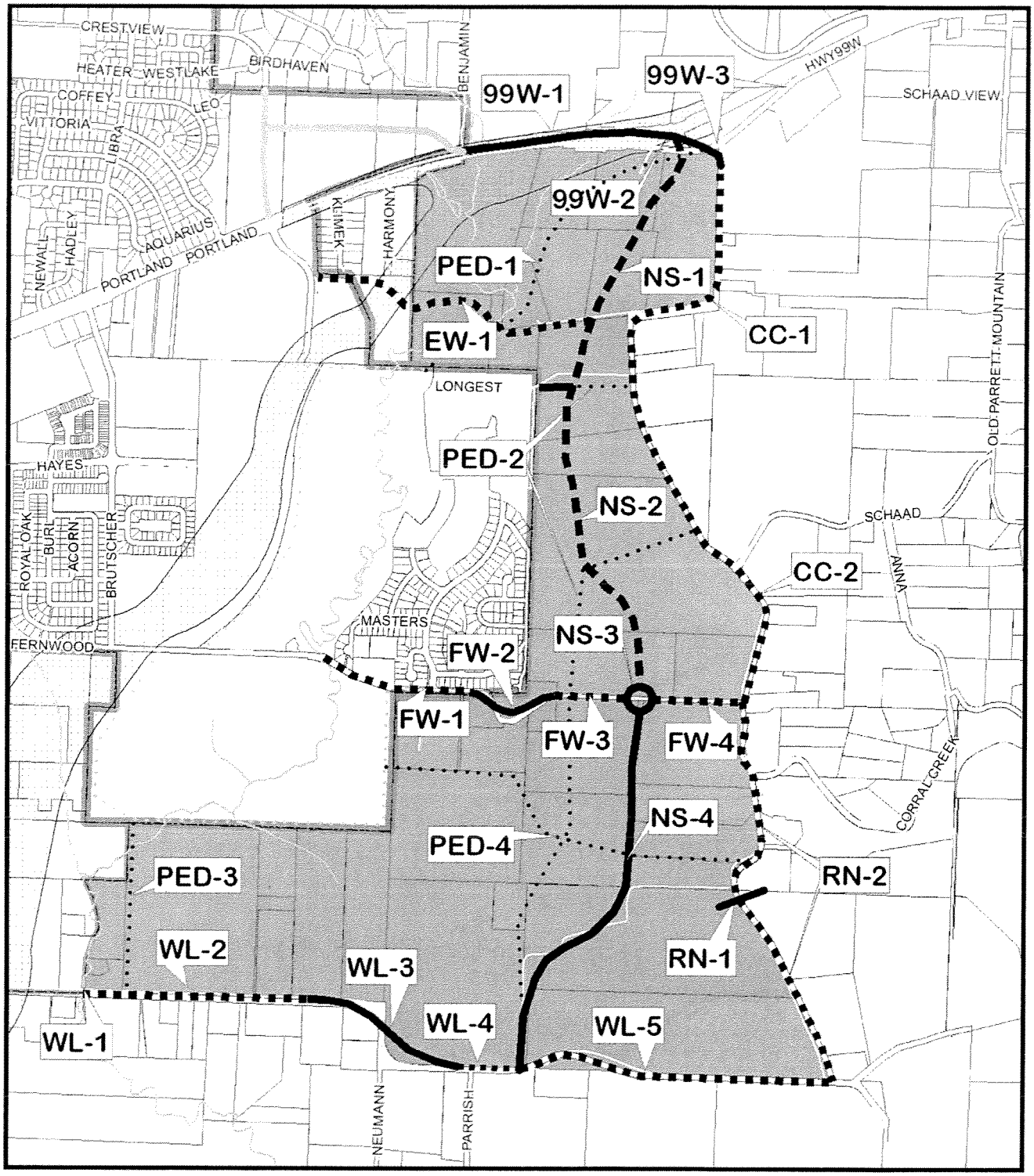
W E

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Feet

K:\ARC\BARTON\SE Trans Plan Study Areas.mxd



Southeast Transportation Plan
Transportation Improvements

Draft 8/1/2007

New Road
Road Improvement
New Path
WL-1 Improvement ID#

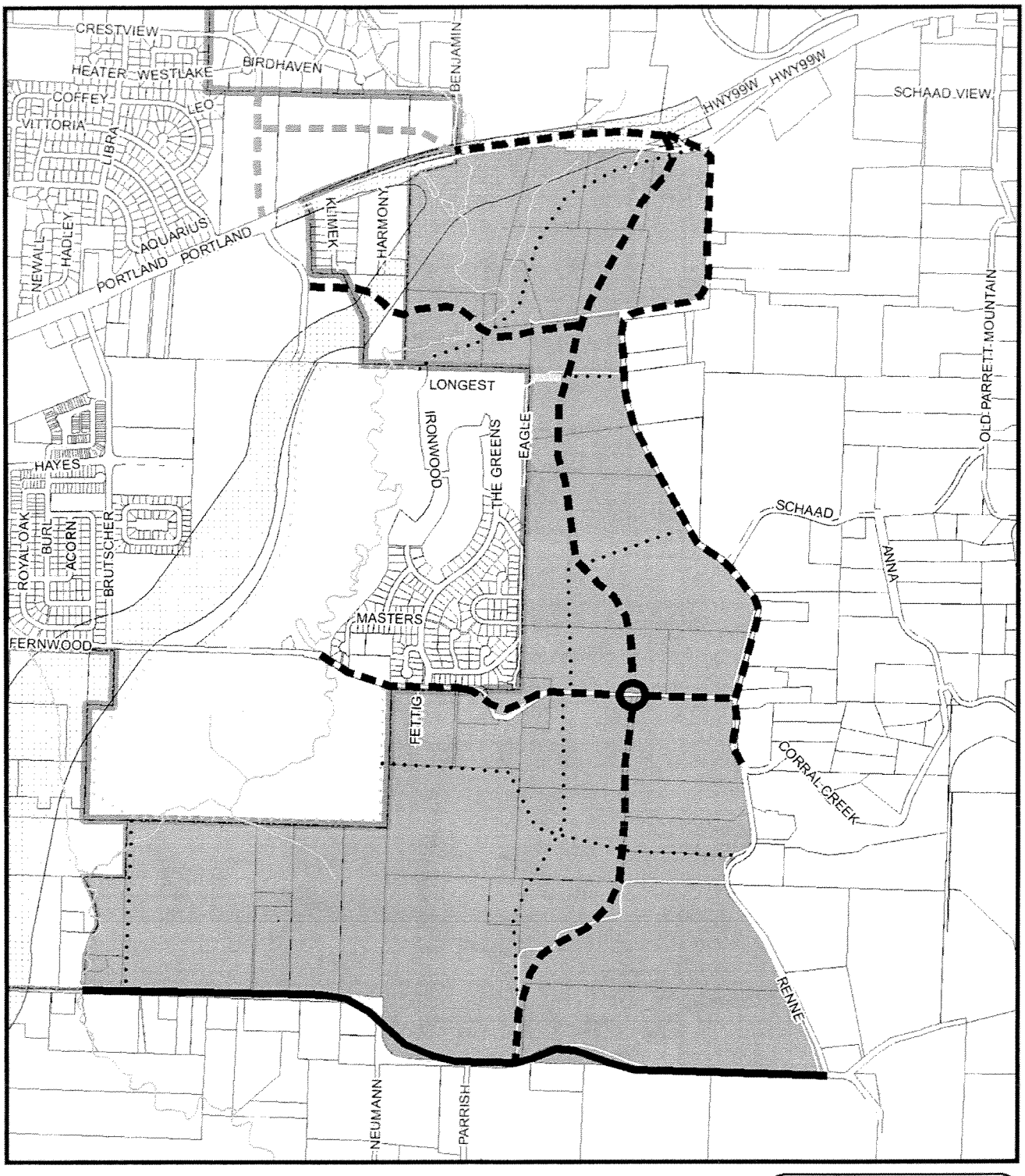
Study Area
UGB
Urban Reserve
Bypass Study Corridor

City of Newberg

N W E S

0 500 1,000
Feet

K:\ARC\BARTON\SE Trans Plan.mxd



Southeast Transportation Plan
Functional Classification Plan

Draft 8/1/2007

City of Newberg

- Major Arterial
- Major Collector
- Minor Collector
- Path
- Study Area
- UGB
- Urban Reserve
- Bypass Study Corridor

N W E S

0 500 1,000 Feet

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Table 2. Southeast Transportation Plan Estimates for Transportation Improvements

							Cost Allocation								
Project ID	Improvement Description	Units		Unit Cost		Total Cost	Abutting Properties	New Development	SDC	City**	Yamhill County*	ODOT	Estimated Timing	Trigger
99W-1	New frontage road on north side of 99W - Benjamin Rd. to Corral Creek Rd.	2400	lf	$452	per lf	$ 1,085,000	$ -	$ -	$ -	$ -	$ -	$ 1,085,000	Bypass	Bypass
99W-2	New Corral Creek Road/99W Crossing	1	LS	$2,000,000	ea.	$ 2,000,000	$ -	$ -	$ -	$ -	$ -	$ 2,000,000	Bypass	Bypass
99W-3	Interim 99W/Corral Creek Rd./Veritas improvements	1	LS	$250,000	ea.	$ 250,000	$ -	$ -	$ 250,000	$ -	$ -	$ -	Phase 1	Any development in Corral Creek Rd. N
CC-1	Creek Rd. North Area (major collector/sidewalk one side)	3200	lf	$410	per lf	$ 1,312,000	$ -	$ 1,246,000	$ 66,000	$ -	$ -	$ -	Phase 1	Development of abutting properties
CC-2	Improve Corral Creek Rd. from Fernwood Rd. north in Corral Creek Rd. South Area (major collector/sidewalk one side)	3000	lf	$410	per lf	$ 1,230,000	$ -	$ 1,168,000	$ 62,000	$ -	$ -	$ -	Phase 1	Development of abutting properties
EW-1	Construct new East-West Collector from Providence Dr. to North-South Collector	2900	lf	$452 per lf + bridge cost		$ 8,000,000	$ -	$ 305,000	$ 5,695,000	$ -	$ -	$ 2,000,000	Phase 1	Construction in Corral Creek Rd. N
FW-1	Improve Fernwood Rd. from east fork of Springbrook Creek to steep grade (FW-2) (major collector)	1400	lf	$452	per lf	$ 633,000	$ -	$ 570,000	$ 63,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-2	Reconstruct tight curve on grade on Fernwood Rd.	1000	lf	$1,000	per lf	$ 1,000,000	$ -	$ 407,000	$ 593,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-3	Improve Fernwood Rd. (major collector) from steep grade (FW-2) to new North-South Collector	700	lf	$452	per lf	$ 316,000	$ -	$ 284,000	$ 32,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-4	Improve Fernwood Rd. from new North-South Collector to Corral Creek Rd. (major collector)	900	lf	$452	per lf	$ 407,000	$ -	$ 366,000	$ 41,000	$ -	$ -	$ -	Phase 5	Development of abutting properties
NS-1	Construct new North-South Collector street from 99W/Corral Creek Rd. intersection to The Greens Ave. connection (major collector)	2900	lf	$543	per lf	$ 1,573,000	$ -	$ 1,416,000	$ 157,000	$ -	$ -	$ -	Phase 1	Development in Corral Creek Rd. N
NS-2	Construct new North-South Collector street from The Greens Ave. connection to Fernwood Road (major collector)	3100	lf	$678	per lf	$ 2,102,000	$ -	$ 1,892,000	$ 210,000	$ -	$ -	$ -	Phase 2	Development in Corral Creek Rd. S
NS-3	Construct roundabout at Fernwood Rd./North-South Collector intersection	1	LS	$150,000	ea.	$ 150,000	$ -	$ -	$ 150,000	$ -	$ -	$ -	Phase 3	Construction of North-South Collector
NS-4	Construct new North-South Collector street from Fernwood Rd. to Wilsonville Rd. (major collector)	4100	lf	$452	per lf	$ 1,854,000	$ -	$ 1,669,000	$ 185,000	$ -	$ -	$ -	Phase 4	Construction in Fernwood Road S., Wilsonville Rd. NE
PED-1	Multi-use path from Hayes St./Providence Drive to Corral Creek Rd./99W intersection	4000	lf	$150	per lf	$ 600,000	$ -	$ 600,000	$ -	$ -	$ -	$ -	Phase 1	Development of properties containing path
PED-2	Pedestrian paths in area north of Fernwood Rd.	3800	lf	$100	per lf	$ 380,000	$ -	$ 380,000	$ -	$ -	$ -	$ -	Phase 2	Development of properties containing path
PED-3	Pedestrian path connecting Wilsonville Rd. and golf course	1600	lf	$100	per lf	$ 160,000	$ -	$ 160,000	$ -	$ -	$ -	$ -	Phase 6	Development of properties containing path
PED-4	Pedestrian paths in area between Fernwood Rd. and Wilsonville Rd.	6600	lf	$100	per lf	$ 660,000	$ -	$ 660,000	$ -	$ -	$ -	$ -	Phase 5	Development of properties containing path
RN-1	Eliminate through traffic on Renne Rd.	1	LS	$20,000	ea.	$ 20,000	$ -	$ -	$ 20,000	$ -	$ -	$ -	Phase 3	Connection of North-South Collector to Fernwood Road and prior to development in Fernwood Rd. N
RN-2	Improve Renne Rd. from Fernwood Rd. to Wilsonville Rd. (county rural without curb, gutter or sidewalk)	4000	lf	$368	per lf	$ 1,473,000	$ -	$ 1,473,000	$ -	$ -	$ -	$ -	Phase 5	Development of abutting properties
WL-1	Improve Wilsonville Rd./Springbrook Creek crossing	1	LS	$1,000,000	ea.	$ 1,000,000	$ -	$ 50,000	$ 950,000	$ -	$ -	$ -	Phase 5	Construct before 10% of Wilsonville Rd. NW/Wilsonville Rd. NE is developed
WL-2	Improve Wilsonville Rd. from Springbrook Creek to double curve (major arterial)	2100	lf	$710	per lf	$ 1,492,000	$ -	$ 1,149,000	$ 343,000	$ -	$ -	$ -	Phase 6	Development in Wilsonville Rd. NW
WL-3	Improve double curve on Wilsonville Road	1600	lf	$1,066	per lf	$ 1,705,000	$ -	$ 875,000	$ 830,000	$ -	$ -	$ -	Phase 6	Development in Wilsonville Rd. NE
WL-4	Improve Wilsonville Rd. from double curve to new North-South Collector (major arterial)	500	lf	$710	per lf	$ 355,000	$ -	$ 273,000	$ 82,000	$ -	$ -	$ -	Phase 6	Development of abutting property
WL-5	Improve Wilsonville Rd. from new North-South Collector to Renne Road (major arterial)	3000	lf	$710	per lf	$ 2,131,000	$ -	$ 1,641,000	$ 490,000	$ -	$ -	$ -	Phase 7	Development of abutting property
	TOTAL					**$ 31,888,000**	**$ -**	**$ 16,584,000**	**$ 10,219,000**	**$ -**	**$ -**	**$ 5,085,000**		

*Although no direct City funding is anticipated, City financing of improvements will be needed

**No County funding is shown. However, several improvements would improve existing County roads. Newberg and Yamhill County may negotiate some County contribution where jurisdictional transfer of the road occurs.

Z:\FILES.UGB\2005\UGB 05-015 SE\DRAFT Plan\Table 2 Estimates for Transportation Improvements.xls

Attachment 4

Additional Written Comments
(see also attachments to staff reports)

4/1/07:

Roholt
Gille
Robinson
Smith
White

5/14/07

Bestwick
Bridges
Ard
Foster
Hall

5/31/07

Jivanjee
Does

6/11/07

Bowe
Cerbone
Bridges
Jivanjee
Halsey

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: _____ ***FILE No.:*** UGB 05-015 **Meeting Date:** 4-11-07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

If you fail to complete this form, you may jeopardize your right, or ability to appeal the decision made on the application in question.

If you submit written testimony **OR** if you complete this card and testify at the hearing, you will receive written notice of the decision made following this hearing with regard to the application in question.

Please check one:

[ ] PROPONENT (For)
[X] OPPONENT (Against)
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

I support ODOT's evaluation and believe we should wait until the Bypass is constructed before doing anything.

Please print legibly:

Name Robert Roholt **Phone Number** 503-538-6830
Professional Standing *(if representing someone)*
Mailing Address *(including Zip Code)* 31150 NE Schaad Rd Newberg, OR

Robert Roholt
Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

Yamhill County
Public Works Department
2060 Lafayette Avenue, McMinnville, OR 97128
Ph. 503.434.7515 Fax 503.472.4068 E-mail pubwork@co.yamhill.or.us

William A. Gille, P.E. Director | **Susan Mundy** Road Master | **Russ Heath** Fleet Supervisor

Read at Name meeting 4-11-07.

MEMORANDUM

March 22, 2007

To: Newberg Planning & Building Dept. – Planning Division

From: William A. Gille P.E., Yamhill County Director of Public Works William A. Gille

Re: draft Newberg Southeast Land Use and Transportation Plan
PL05-00126 UGB 05-015

I have received the subject referral. Several projects in the draft plan involve significant improvements to county roads in this area. Table 2. Southeast Area Transportation Plan Estimates for Transportation Improvements, shows financial contributors to the projects listed. Yamhill County is listed as a financial contributor on eleven different projects on this table.

Many of these projects listed in this report are valid, important projects in this area. Some of the projects listed have been reviewed and potentially rejected by the IAMP process. Yamhill County can not commit to participate financially on the projects listed at this or any level at this time. None of the subject projects are currently on the County's TSP capital projects list. A review of these projects along with a lengthy list of other county road improvement projects would be required prior to the amendment of the county TSP. At a minimum, any recommendation from the Newberg Urban Area Management Commission would need to be reviewed by the Yamhill County Road Advisory Committee and possibly the Yamhill County Planning Commission prior to amending the County TSP.

The City's initiative in proposing these projects is noted and will be addressed in future review(s) of our TSP.

Perkins Coie

1120 N.W. Couch Street, Tenth Floor
Portland, OR 97209-4128
PHONE: 503.727.2000
FAX: 503.727.2222
www.perkinscoie.com

Michael C. Robinson
PHONE: (503) 727-2264
EMAIL: MRobinson@perkinscoie.com

April 11, 2007

VIA EMAIL

Mr. Barton Brierley, AICP
Planning and Building Director
City of Newberg
414 East First Street
Newberg, OR 97132

Re: Newberg Southeast Land Use and Transportation Plan

Dear Mr. Brierley:

This office represents Willamette Builders Group. Please place this letter before the Newberg Urban Area Management Committee ("NUAMC") at tonight's public hearing and in the official Planning Department file for this matter.

My client supports the proposed Newberg Southeast Land Use and Transportation Plan (the "Plan"). The Plan is an essential first step in providing lands to accommodate Newberg's future population growth. The Plan contains the right combination of transportation and land use elements to assure that this area will be appropriate for Urban Growth Boundary expansion in the future.

My client's property is at the northeast corner of the Plan area adjacent to U.S. Highway 99W. Inclusion of this area in the urban reserve area and the future urban growth boundary expansion is critical to providing adequate transportation services in this area. My client's property also provides for appropriate residential and supporting development in this area.

We hope that the Newberg Urban Area Management Committee recommends approval of the Plan to the Newberg City Council and the Yamhill County Board of Commissioners. Please send me notice of the decision.

Very truly yours,

Michael C. Robinson

MCR/cfr

cc: Mr. Brent Keys (via email)
Ms. Mimi Doukas (via email)
Mr. Keith Nakayama (via email)
Ms. Elaine Taylor, AICP (via email)

Elaine Taylor

From: Ranee Smith [Ranee_Smith@beavton.k12.or.us]
Sent: Monday, April 09, 2007 6:00 PM
To: Barton Brierley; Elaine Taylor
Subject: April 11 NUMAC meeting

Barton and Elaine:

I recently heard from a neighbor about the April 11th NUMAC meeting and am wondering why all neighbors to whom I have spoken have not received meeting notices. I have also not received a meeting notice, despite the fact that I would by highly and diredtly impacted by a proposed road connecting Creek Rd. and Old Parrett Mt. Rd. I am a resident whose property would be directly impacted, yet also did not receive a notice, despite the fact that I have testified at hearings in the past and have put my name on the mailing list numerous times. Could you please inform me as to the reasons for this major oversight? I am not sure how the public process is valid without due notice being given to residents who are impacted.

Sincerely,

Ranee Smith
ESL Teacher
Barnes Elementary School
Phone 503.672.3500
Fax 503.672.3503

May 11, 2007

Newberg Urban Area Management Commission
c/o Planning Department, City of Newberg
P.O. Box 970
414 East First Street
Newberg, OR 97132

Re: Planning Division File Number UGB-05-015

Dear Sirs:

We own a large parcel of property within the area that will be affected by the proposed Newberg Transportation System Plan amendment. Our property has frontage on both Corral Creek Road and Fernwood Road.

We desire to be on record as supporting the Staff Report and the recommendations found therein.

We would respectfully request that the plan could be additionally improved if all of the property owners with lands immediately adjacent to the proposed transportation structures (new roads) were made a priority by the City and County as lands to be included in an Urban Growth Boundary expansion. This could assure the cooperation of the land owners and improve the chances the transportation improvements can be funded and the roads constructed.

We also request that in addition to the Hwy 99 frontage road proposed for the north side of Hwy 99, that a frontage road be created that connects Providence Drive to Corral Creek Road along the south side of Hwy 99. We do not understand how a good transportation plan can not include this option.

Thank you for your consideration.

Sincerely,

T/H.

~~Harold~~ and Loretta Bestwick
30575 NE Fernwood Road
Newberg, OR 97132

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: IV **FILE No.:** UGB-05-015 **Meeting Date:** 5/14/07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

If you fail to complete this form, you may jeopardize your right, or ability to appeal the decision made on the application in question.

If you submit written testimony **OR** if you complete this card and testify at the hearing, you will receive written notice of the decision made following this hearing with regard to the application in question.

Please check one:

[ ] PROPONENT (For)
[X] OPPONENT (Against) Frontage Rd. to Providence Dr.
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

***Please print legibly*:**

Name JOHN BRIDGES **Phone Number** 538-3138
Professional Standing *(if representing someone)* PROVIDENCE
Mailing Address *(including Zip Code)* 515 E. First St.
Newberg OR 97132

Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: IV **FILE No.:** UGB 05-05 **Meeting Date:** 5/14/07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

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If you submit written testimony **OR** if you complete this card and testify at the hearing, you will receive written notice of the decision made following this hearing with regard to the application in question.

Please check one:

[ ] PROPONENT (For)
[X] OPPONENT (Against)
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

Against scenario 1B - Connection via Providence Drive

Please print legibly:

Name Michael Ard **Phone Number** 503-248-0313
Professional Standing *(if representing someone)* Professional Transportation Engineer
Mailing Address *(including Zip Code)* 321 SW 4th Avenue, Suite 400
Portland, OR 97204

Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

K:\WP\PLANNING\MISC\WP5FILES\NUAMC\NUAMCMTG.FRM Revised 2/01

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: IV **FILE No.:** UGB 05-015 **Meeting Date:** 5-14-07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

If you fail to complete this form, you may jeopardize your right, or ability to appeal the decision made on the application in question.

If you submit written testimony **OR** if you complete this card and testify at the hearing, you will receive written notice of the decision made following this hearing with regard to the application in question.

Please check one:

[X] PROPONENT (For)
[ ] OPPONENT (Against)
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

I have lived at 30595 NE Trails End Lane for 12 years. I support the Newberg Southeast Transportation Plan. We need to have a plan for roads in the area whether the bypass is built or not. We also need a way for cars to go from Corral Creek to 99W & be able to go both towards Newberg & towards Portland and for emergency vehicles from Newberg to reach us easily

Please print legibly:

Name Mary C. Foster **Phone Number** (503) 538-6505

Professional Standing *(if representing someone)*

Mailing Address *(including Zip Code)* PO Box 208 Newberg OR 97132

M Foster

Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

K:\WP\PLANNING\MISC\WP5FILES\NUAMC\NUAMCMTG.FRM Revised 2/01

LEFT BEFORE SPEAKING

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: IV **FILE No.:** _____ **Meeting Date:** _____

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Please check one:

[ ] PROPONENT (For)
[ ] OPPONENT (Against)
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

(1) Would like to see sizeable road for No-So access between Wilsonville Road and Farmwood – would (1) relieve Corral Creek Road traffic (2) relieve 216th/Springbrook traffic onto Wilsonville Road and (3) would shorten travel from people S. of Wilsonville – Is the roadway S. of dairy (Tabor/Dickerson) available as a starter?

(2) If "land use" is on agenda, I'd like to converse with someone or to our 5 rep's in 18 mos.

Please print legibly:

Name Bruce M. Hall **Phone Number** 503-554-0865

Professional Standing *(if representing someone)*

Mailing Address *(including Zip Code)* 8060 N.E. Parrett Road
(Willamette Farms + VX Wines)

Bruce M. Hall
Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

K:\WP\PLANNING\MISC\WP5FILES\NUAMC\NUAMCMTG.FRM Revised 2/01

Providence | Health System

Regional Real Estate / Property Management

4706 N.E. Glisan
Suite 101
Portland, Oregon
97213

Tel 503.215.7325
Fax 503.215.6678

May 7, 2007

Sent Via Facsimile

Mayor Bob Andrews
City of Newberg
414 East First St.
Newberg, Or 97132

Re: Providence Drive

Dear Mayor Andrews,

I understand that the City is again considering connecting a collector street to Providence Drive. We believe the safety of the Medical Center's patient will be unnecessarily placed at risk if you do so. Within this letter you will see that expansion for the campus is already beginning. The long term needs of the campus will mean buildings on both sides of Providence Drive.

Initial planning for the Medical Center anticipated the outpatient services at this site would be significant. Because of this we anticipated that the medical office building would fill up quickly. We anticipated it would take about eighteen months to fill. Surprisingly, our medical office building was 100% committed before we completed construction. As a result, we have begun planning to add another medical office building to the campus.

The second medical office building will be placed to the east. It has not been determined whether it will be free standing or attached. It is critical that we keep all medical office space in one geographic area of the campus for efficient use of ancillary services as well as patient way finding. Our experience at St. Vincent's taught us that putting medical office space on both ends of a campus is confusing to patients. As many patients are elderly, ill or accompanying small children this can be a significant barrier to service.

We have learned other valuable planning lessons from St. Vincent's. Thirty years ago we thought we had plenty of space with thirty acres. Now we find that we are hemmed in and have to build structures that are more then three stories and cost twice as much to construct. We are very concerned about space in Newberg because the golf course, 99W and the bypass will create those same constraints we see in Portland. We therefore know that we will eventually need to use the property east of Providence Drive.

We have experienced busy roads in other campuses as well. There have been several pedestrian injuries. We know that we will have through traffic from the property to the south. We believe it would be prudent to avoid through traffic from the east. When medical office buildings are on the east side of Providence Drive patients will be walking across Providence Drive to access ancillary outpatient services. As much as possible, conflicts with cars should be avoided, especially those that are in a hurry to get to work.

We are very excited about the outstanding growth of this hospital site and it's aligned office space. We look forward to our next medical office building which will begin development in January, but we are very concerned with this proposed through traffic connection. It can not be made without placing patients unnecessarily at risk.

Best regards,

Dana White
Regional Director, Real Estate/Property Management
Providence Health System – Oregon

10730 NE Renne Rd
Newberg, OR 97132
May 16, 2007

RECEIVED
MAY 16 2007
By

Newberg Urban Area Management Commission (NUMAC)
c/o Planning and Building Department
City of Newberg
414 E. First St.
Newberg, OR 97132

Re: Southeast Newberg Land Use and Transportation Plan -- UGB 05-015

Dear Commissioners:

As residents of the Southeast Area, we are unable to see the logic of anything that will bring an increase in traffic to a valley that is ultimately dependent upon and restricted by Highway 99W. After reviewing UGB 05-015, Erik Havig of ODOT said in a March 28, 2007 letter to the Newberg Planning and Building Director: "..there is no doubt that the total sum of this additional growth cannot be adequately served without the bypass."

The appropriate timing of any expansion in the Southeast area is essential. On page 13 of UGB 05-015 City Staff has identified five options for accessing 99W (to accommodate development in the Southeast area) before the construction of the bypass. The fifth option is to restrict UGB amendments until after the bypass has been completed. As residents of the Southeast Area, we urge you to choose this fifth option.

Restricting UGB amendments in the Southeast area is consistent with policy from the City of Newberg and Ordinance 908.07 from Yamhill County. The Newberg Comprehensive Plan states that the City of Newberg has agreed not to approve expansion of the Newberg UGB or URA in the east until after Interchange Area Management Plans (IAMPs) are in place. Yamhill County concurred. ODOT referred to these agreements in their letter and further states that IAMPs are not expected to be completed until 2008.

Additionally, ODOT's letter states that "...the Newberg Dundee Bypass cannot yet be relied upon as a planned facility for purposes of Urban Growth Boundary expansion." Some would say that Newberg should strive to become a self-contained entity rather than a bedroom community. A recent plea from a developer suggested that new residents should be able to walk to employment within their neighborhoods. However, commerce requires adequate transportation. Local merchants have already complained that delays from existing traffic levels have caused some suppliers to bypass Newberg altogether. All Portland-bound traffic currently meets a bottleneck when trying to connect from Hwy. 99 to I-5 via Sherwood and Tualatin. That same bottleneck already limits commerce to and from Newberg.

It is our opinion that further growth around Newberg must be restricted until after area-wide transportation issues have been addressed.

Respectfully,

Amy L. Does

Amy L. Does, PhD

Lee M Does

Lee M. Does

Jivanjee Architect, AIA
Professional Corporation
Architecture • Planning • Urban Design

RECEIVED
MAY 30 2007
By

May 23, 2007

Steve Olson, AICP
Assistant Planner
City of Newberg
Planning & Building Department
P.O. Box 970, Newberg, OR 97132

Dear Mr. Olson:

RE: Newberg Southeast Land Use and Transportation Plan, File No.UGB 05-015

My name is Saj Jivanjee. I live at 32230 NE Old Parrett Mountain Road, Newberg Oregon.

Please find an enclosed chapter from "Ecocities" for your review and information, and I would like to submit this article as part of my public testimony.

The chapter raises several issues related to urban transportation planning systems. There are many innovative ideas in this article to create a sustainable urban growth. It is critical that some of these ideas are incorporated as part of the planning process. There has been tremendous research in city planning and the planning commission should be aware of it so they can make informed decisions.

Please provide me with a citation of the rules where it states that your planning commission can restrict testimony before providing adequate notice to the public. I would also like during deliberations to talk about some of the planning ideas in the enclosed article so those attending the meeting can also be informed.

The planning department has failed to provide adequate information regarding existing conditions such as delineation of natural resources and net area of development in the new urban growth boundary. This would change the density of the development and vehicle trip generation.

The current information also fails to provide the integration of open space, trails and bicycle paths to the overall city plan. The proposed new bypass will divide the city into two sections and the planning department needs to show how the proposed urban growth boundary and proposed bypass can adequately integrate into the future vision for the city.

Sincerely,

Saj Jivanjee
M. Arch. M.U.P.N.C.A.R.B. AIA

• 9055 S.W. Beaverton-Hillsdale Hwy. • Portland, Oregon 97225 • Tel. (503) 297-5160 • Fax (503) 297-4635

ecocities



Rebuilding Cities in Balance with Nature

REVISED EDITION

Richard Register

CHAPTER

Access and Transportation

Access and Adventure

The shortest distance between two points is achieved by moving those points closer together. From then on, every trip is shorter. That's an efficiency multiplied thousands of times. Between cities and across long distances, approximating straight lines is a good idea. But within cities, access is most efficiently provided by proximity. You can either go there, or you can build for a diversity of activities so that "there" is practically next-door.

Animals move. When they cease living, they cease moving. In its poetic and darkly threatening tone, the Bible distinguishes between "the quick and the dead." If all else fails, we can at least have the illusion of being fully alive by moving about, and the faster and farther, the more powerful the feeling. This is no small part of today's problems. The illusion is so pervasive that Mahatma Gandhi once felt moved to say that "there is more to life than increasing its speed." I think the only way to deal with this problem is to come up with an adventure that is as or more exciting: ecocity building.

Humanity's ancestors spent about 20 million years in the trees looking something like lemurs, leaping through the air in a three-dimensional living jungle gym. In this environment we evolved our grasping prehensile fingers with opposable thumb and our front-facing eyes capable of precise three-dimensional parallax vision. Deep genetic memories of this phase of our evolution bode well for a more three-dimensional life in the ecocities of the future. We are all gymnasts and trapeze artists to our double-helix cores. The three-dimensional forest environment helped launch us into a complex, exciting

relationship with transportation: as we swung between and down from the trees and walked out onto the grassy surface of Gaia's broad tummy, we were as omnivorous for movement as we were for food.

It wasn't long before we started using our clever minds, tree-top-evolved hands, and 3-D vision to extend our range, comfort, and safety by fashioning moccasins, sandals, boots, and shoes. We leapt onto horses, built boats, lifted sails into the ocean sky, zipped down hills on skis, built our first carts and wagons, and eventually took to flying through the air in mechanized birds. It was an exciting story of wind-in-the-teeth sweet cowboy loneliness as the unsung hero got up and moved on, of the wonderful return to loved ones or the apprehensive reunion after a long voyage of exploration, of the adventure of unknown lands delivered to us on this planet's amazingly varied surface by no other means than simply moving across it, and of ever increasing speed. And now that some of us have traveled in the neighborhood of 25,000 miles per hour to the moon and back, perhaps it is time to reconsider the point of it all. Now that we have spent about half of the planet's full endowment of petroleum resources in this racing about, perhaps we should entertain the notion of overmobility.

The sense of adventure and that feeling of freedom it brings, are important issues. If adventure is many things to many people, one of the few things practically everyone will agree upon is that being stuck in a traffic jam is not one of them. Ironically, beyond certain not so obvious limits, transportation destroys the potential for adventure. If everyone is traveling regularly back and forth across the city, the everydayness of the trip reduces its pleasure. Too much movement through one neighborhood after another as they lose their ethnic feel, sprout chain stores and franchise restaurants, post identical billboards, and adopt uniform if scrambled esthetics, erodes the sense of excitement in the place and the alertness in the traveler. Excessive moving about crowds a place and, in the case of cars, contaminates the city with smog, noise, bad smells, inconvenience, irritation, and danger — all of an unintentional and pointless sort. No confrontations with ferocious animals, unpredictable tribesmen, or hazards of avalanche and prairie fire, no tests of subtle cultural understanding, knowledge of nature's challenges, or requirements for well-tuned navigation skills as in past times of real adventure. Just remembering to turn at the same old freeway exit is about the most that the sad-eyed commuter on the ten thousandth trip will be called upon to accomplish.

In the overmobile world of car culture the destination looks ever more like the source — roughly in proportion to the mobility. Similarly, in the world of jet travel, cultures and languages, the physical features of geography and architecture, even clothes and tastes in food are becoming

homogenized. *I Love Lucy* reruns from orbiting satellites reach dusty villages in Mongolia and Peru. The growing extinction of species is caused partially by expanded markets made available by cheap transportation. Don't forget the depressing feeling of finding a bottle top on a remote mountain ridge, a cigarette package on what felt for a while like a lonely beach, or a vapor trail in what could have been a gorgeous sunset "hundreds of miles from anywhere." Transportation can go too far — it can change people's attitudes about travel and lower levels of respect for the places and people visited. To preserve a beautiful world, we need to travel not only with more respect but also, on the average, much less. When we arrive we need to stay a while, get to understand what's going on, become involved.

Inside cities, towns, and villages, very different rules apply, just as the rules within an organism — respiration, metabolism, balance, coordination, contemplation, dreaming, etc. — are different from the rules of intercourse with the world outside. Something happens at that skin, that edge, those city limits — something that changes everything. What happens is simply the protective containment of integrally functioning, mutually supportive subsystems and the selective filtering of materials and influences so that the organism can benefit from exchanges and maintain health. In both the organism and the city, that whole system is a system of subsystems.

Inside the city, the best transportation is the least: access by proximity should be the objective. The distances are potentially so miniaturized — "imploded," as some urban theorists would say — that within that semipermeable skin, that social/ecological boundary, fifteen miles per hour should be the general upper limit. Any higher speeds should be reserved for special transit uses and longer-distance bicycle commuting and sports cycling. Any speed above about fifteen miles per hour — a fast running speed or modest bicycling speed — becomes, on a geometric curve, more and more damaging as it increases. Below fifteen, even in a large vehicle, it is almost impossible to kill anything, even intentionally. Above that speed, safety erodes quickly. Speeding bicyclists occasionally cause serious accidents, though only rarely fatal ones. But when vehicles become motorized, pollution noise and exhaustion of fossil fuels escalate while fatal accidents become commonplace.

There is a simple law of physics involved here. The forces increase by the square as speed goes up: a crash at twenty miles per hour involves four times, not two times, the force involved in an accident at ten miles per hour, and a crash at forty miles per hour involves not four but sixteen times the force. The qualitative differences are even more extreme as certain thresholds are passed. At ten miles per hour two people bumping into one another bounce off with almost no damage. (My



Mills College, Lake Aliso. *Looking back from the restored lake to a new high-density plaza — again of highly mixed uses and full of community activity, though emphasizing education imbedded in nature.*

daughter, at four years of age, once asked me if anyone had ever been killed in a "people accident.") At somewhere around twenty-five or thirty miles per hour bones act brittle and snap or collapse, and at about twice that speed, grizzly words reserved for insects hitting windshields apply to human beings, too.

When vehicles and their infrastructure (and here we can include horses, oxen, and burros, carts, wagons, stables, and so on, as well as cars, garages, and gas stations) are present, the city is expanded by their physical size. When the city becomes motorized, it is significantly expanded by public transportation vehicles and infrastructure. But when the automobile becomes the dominant mode of transportation — move over people! The city blows out over vast areas, at extreme hazard to its citizens and nature alike. Ivan Illich says: "High speed is the critical factor which makes transportation socially destructive. The true choice among political systems and of desir-

able social relations is possible only where speed is restrained. Participatory democracy demands low energy technology, and free people must travel the road to productive social relations at the speed of a bicycle."[1]

The transportation system is much more than it seems. I have earlier described the role of the automobile in destroying the balance between the inward and outward forces of the city's growth and metabolism. I have portrayed the entire automobile transportation infrastructure — cars, sprawl, freeways, and oil — as truly monstrous in its effects, dominating life on Earth by becoming the single largest agent of resource depletion, habitat destruction, climate change, and species extinction. But this transportation infrastructure does not stand alone. It is supported by massive outlays of defense spending to keep cheap oil — for gasoline, greases, antifreeze, transmission fluid, oils, synthetic rubber, plastic car parts, asphalt — flowing our way.

Intimately connected with the car/sprawl/freeway/oil infrastructure is another of the more problematic technologies of our times: television. Television makes it much easier to combat what would otherwise be the loneliness of suburban isolation. It's a medium that tends to work best with constantly hyped-up, even furious change and provides a visual format, at one end of the bedroom, living room, or even kitchen, in which only a small number of objects work well at one time. A few fast moving cars are ideal; cars and television were made for each other.

Consequences of Our Car Addiction

The automobile touches all of our lives, whether we own one or not, whether we realize it or not. It's personal: we breathe its excrement in the form of air pollution. It's dramatic: its alluring design details, its high speed and danger guarantee notice. It's sexy: millions use it as a place to escape prying eyes, as an impressive lure for a big catch, or, lacking a more comfortable and convenient accommodation, as a portable bed.

The car is probably second only to the house in status competitions the materialist world over, and often it even occupies the most room to boot. But the car is probably even more effective in such competitions because most of us can't even afford to own a house; in addition, the car can go out on the prowl gathering status anywhere while a house has to just sit there and wait for people to come to it. The car can announce who you are to hundreds, even thousands of people every day and broadcast your opinions with bumperstickers. And if this were not enough, our very identy is dependent upon it. Who are you, after all? "May I see your ID? Your driver's license, please."

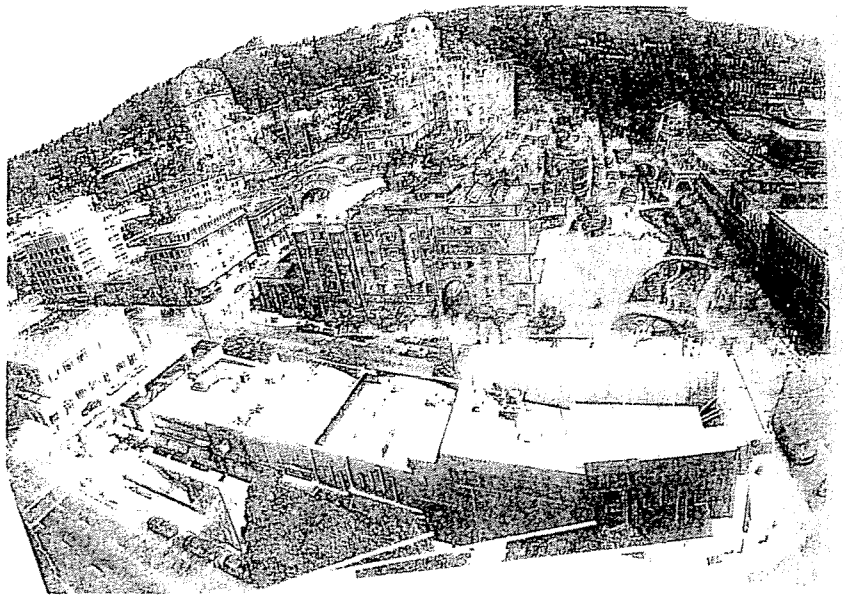
The car is omnipresent. From tall buildings, hills, and airplanes people can't be seen, but the car is everywhere. The sprawling city layout indicates to the dispassionate eye that

the city was built for cars, not people. If a Martian came to Earth and wanted to speak to someone in charge, he would first speak to a car.

As Ivan Illich says, the "automobile has created more distances than it has bridged"[2] — and, once created, rendered bridging those distances without the automobile virtually impossible. Thus we have become structurally addicted to cars. The structure of the city, even the whole national transportation system, has become thoroughly dependent upon them. Realizing there are 600 million cars in the world and about sixty million new ones arriving every year and then listing the resources destroyed or damaged makes the extent of the addiction evident:

- About half a million human beings a year worldwide and millions of mammals, reptiles, amphibians, and birds of various kinds are killed in automobile accidents.
- About a third of a million people annually die from air pollution, and cars are the largest single source of

Heart of the City project ideas - pedestrian/transit centers, aka city fractals, in six images.
Here we see one version of a larger "urban fractal" or "integral center" proposed for Berkeley, in which the main creek in the city's center, Strawberry Creek, is daylighted and restored, a pedestrian plaza is created, and the buildings are sloped to receive the sun's energy. The Berkeley Downtown Bay Area rapid transit station has several entrances immediately adjacent to this project, one visible in the picture. The drawing is proposed; the photo is what exists. The land is mostly owned by the University of California and is slated to become, at least mainly, a conference center, hotel and museum complex with possible new housing — all of which makes sense as part of this particular integral or fractal project.



pollution worldwide.

- Water is polluted by runoff from oily, sooty, sometimes salty roads, which, according to the Environmental Protection Agency, rivals sewage in damaging water resources.
- Precious time is spent commuting, sitting in traffic jams, waiting for car repairs, trying to sell or buy a car, changing tires, washing, polishing, fixing (or trying to), dealing with traffic courts, working to pay for the car, and visiting accident victims in the hospital or mortuary.
- A great deal of money is wasted on the purchase of the car, smog device, insurance, upkeep, grooming, accident repair, parking space, home garage and driveway, taxes for highways, registration fees, drivers' licenses, fuel (about 600 gallons a year for the average American motorist), parking and moving violations, property damage in accidents, hospital bills for accidents, and income loss during disability. Based on 2005 figures, in 2006 the total direct average costs of operating a mid-sized car in American cities, according to the management and consulting firm Runzheimer International, will run from $7,400 per car per year in Knoxville, Tennessee, to $11,844 in Detroit, an average of about $9,622.[3] Multiplied by the number of cars in the US (very close to 150 million in 2006), the average cost climbs to one trillion, four hundred and fourty-four billion — or seven times as much as the damage done by hurricane Katrina if estimates of $200 billion at the time of this writing prove correct. The money — staggering amounts of money — that could go into building alternatives is thus diverted into the manufacture and support of cars, buying off the creativity we need to solve our problems. The millions of people currently working for the automobile in various ways could, with planning, industrial retooling, and retraining, be just as well gainfully employed working for the ecocity.
- Cars create noise with their engines, horns, and obnoxious car alarms. Train whistles and emergency sirens would need not be so loud if people were not riding in cars with windows rolled up and if cars were not already producing so much competing noise.
- Views are ruined by the car itself and its support systems of street lighting that blots out the stars in glare, billboards designed very large to be seen from speeding cars, gas stations, junkyards, sales lots, and freeways and their sound walls.

- Cars cause frustration and hostility in traffic jams and cultivate an interest in speed, power, violence, and aggressiveness ("road rage").
- Cars have separated people by causing the city to spread and walls of steel, glass, and speed to be erected; walls that breed isolation, alienation, and loss of human touch and eye contact in daily activity.
- The military-industrial complex builds its power partially on the manufacture and sale of cars, highways, and gasoline: Chrysler makes tanks, GM makes military trucks, oil companies make jet fuel. Originally, in the 1950s, the interstate freeway system was called the National Defense Highway System. A highly mobile society is one easily mobilized for war (logistically anyway), as the great freeway pioneer Adolf Hitler knew so well when he started building Germany's autobahns.
- The automobile is a kind of weapon in a class war. When it's a Cadillac in the ghetto, it's psychological warfare, blinding people and helping to keep them broke. Not being able to afford a considerable outlay of money (for a Cadillac or a rust bucket) makes you a member of a disadvantaged class created and maintained by the car.
- Cars are so heavy that, in any relative sense, they average out close to empty at any given time. In other words, what they are mainly moving is themselves! Cars are usually the heaviest things we own other than our houses, and since most of us cannot afford to own our own houses any more, cars usually *are* the heaviest things we own. To keep the heaviest thing most of us own moving almost every day over large distances costs us enormously. When they are not moving, they are occupying enormous space: one of the largest rooms in the house, and outdoor space that could be shops, parks, playgrounds, natural areas, farmland, and so on. If it seems a little absurd to think of cars as mainly self-justifying, it may seem a lot more absurd when we see how fast we are going. In 1972, Ivan Illich calculated that if the average American puts in 1,600 hours a year on behalf of or in his or her car (most of it work time to earn money to pay for the car) and gets 7,500 miles of transportation out of it, the car averages less than five miles per hour. Updating these figures to the early new millennium produces approximately the same speed.
- Cars lend themselves to intentional use as a weapon, a kind of freelance,

low-budget tank in drive-by shootings and car bombings in Beirut, Bogota, Belfast, Baghdad, and elsewhere.

- And last on our list, enormous accidents plague the technology and its infrastructure. The Exxon Valdez spilled 11 million gallons of oil onto the coast of Alaska in 1989, and in 1993, the wreck of an even larger tanker, the Braer on the coast of the Shetland Islands, released 26 million gallons of oil. Car accidents can be truly catastrophic. On Interstate 5 in Fresno County, California, on November 29, 1992, a big dust storm descended on the highway, and cars and trucks sailed into the swirling sand at seventy miles per hour. The accident went on for ninety minutes on a quarter-mile section of road. Drivers steered out into the fields to be out of the way of traffic only to be hit by other cars swerving to avoid burning wreckage. Some cars were hit as many as five times. The toll: seventeen killed, one hundred fifty-seven injured, two hundred cars and trucks wrecked. Drivers blamed the California Highway Patrol for failing to close the highway, and the Highway Patrol blamed the drivers for driving too fast. Everybody blamed the weather. Nobody blamed the sacred auto/sprawl/freeway/oil infrastructure.
- An even more bizarre accident happened on April 22, 1992 — Earth Day, ironically enough, the twenty-second anniversary of the burial of a car to symbolically put an end to the automobile era. That morning, in a thirty-block area of the downtown, the sewer system of Guadalajara, Mexico, erupted in a colossal explosion. Three hundred bodies were identified and months later rescue agencies reported more than nine hundred people still missing. The Mexican government declared a national disaster. The sewer, electricity, and telephone systems of the city of three million had gone down simultaneously. Dozens of buildings were flung from their foundations. As the smoke cleared, deep smoldering craters were slowly filling with sewage while cars and buses rested on nearby rooftops or hung from trees and drooping power lines. According to one reporter, "People were seen wandering aimlessly among the ruins, weeping, their clothing shredded."[4] Automobile gasoline had leaked into the sewer system from facilities owned by Pemex, the Mexican government oil company. No one blamed the auto/sprawl

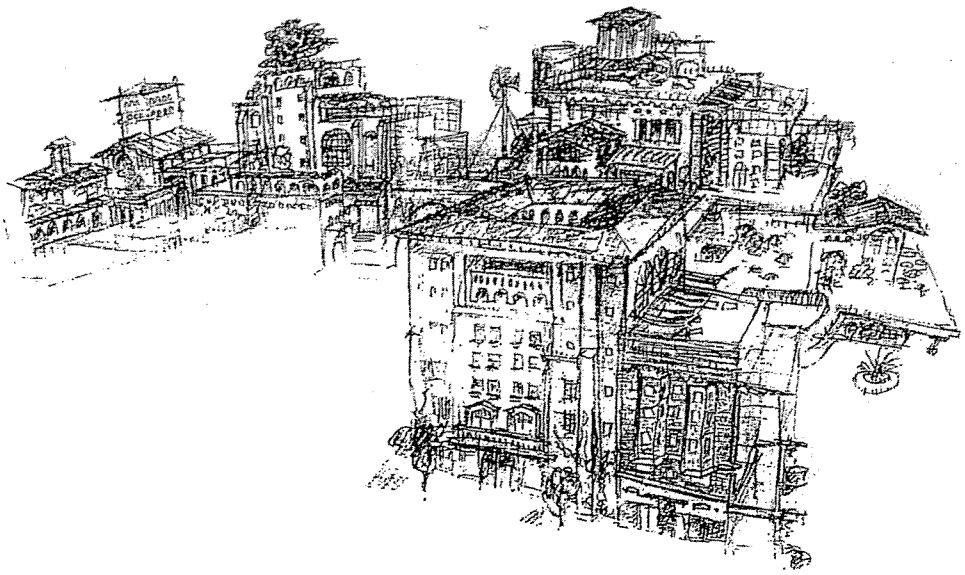
> /highway/oil system or suggested it might make sense to scale it back as quickly as practical, but in a very meaningful way, this was an automobile accident.

In my own neighborhood, the role of the automobile in the 1991 Oakland Berkeley Hills firestorm got almost zero coverage. The blaze consumed 1,700 acres of landscape, destroying 3,375 homes and killing twenty-five people. Most of the people who died were trying to escape in their automobiles and ended up in collisions at intersections or found themselves in traffic jams on narrow, winding, steep streets. The next morning the surrealistic landscape was littered with hundreds of burned-out cars with glass headlight lenses melted like tears weeping down bumpers. Gasoline tanks became the obvious centers of intense conflagration, as garages frequently appeared as source points of extreme radiant heat. Asphalt around gas tanks was completely burned away, leaving grains of sand and crumbly pebbles.

Although five thousand people were made temporarily homeless by the fire; not a single store was located in the fire zone. It was a single-use residential area and thoroughly automobile-dependent. Speaking on Berkeley's listener-sponsored radio station two days later I was, as far as I know, the lone voice pointing out that we were dealing with two fires here: the obvious catastrophe at hand and an immensely larger if far more subtle one, namely the fire under the hoods of the Earth's half billion cars. Without the latter, the catastrophe would not have taken place. This unacknowledged fire, created by poor community physical planning and automobile addiction, which pushed the development fringe out into the dry-brush chaparral in low-density housing, is the much larger disaster.

I tried to cultivate community interest in rebuilding at least a small part of the firestorm area in a more compact, mixed-use, community-centered type of development connected to the rest of the town with regular bus service or perhaps a streetcar line. One busy street, Broadway Terrace, heads straight toward the center of the burn area, connecting to downtown Oakland. Transit boosters had already advocated for a streetcar there. Fully 30 percent of the people who had lost their homes wanted to sell and leave. In addition, you have to realize that the views from up on the hill down to the bay and the distant Pacific through the Golden Gate are truly spectacular, and worth money to developers, and represent a "quality of life" to potential future residents. In other words, it was a major opportunity for reshuffling the land use pattern and building a spectacular model of an ecological neighborhood center.

I proposed that one to two dozen properties could be assembled to create such a



Berkeley past with eco-features. *Another Heart of the City Project version in a style favored by local architectural traditionalists.*

center. Saving four or five properties to *not* rebuild upon could secure open space for a neighborhood plaza. Three or four properties on the downhill side of the plaza could have been kept open to maintain the panorama for visitors to the plaza and residents alike. Properties adjacent to the future plaza could have become mixed-use, with shops on the ground floor, offices on the second, condos and apartments on the third and fourth, and cafés with a view of the bay on the rooftops and around the plaza. The streetcar could pull up to the edge of the plaza. The neighbors from three or four blocks around could conveniently walk over to enjoy the center themselves. Two or three hundred units of housing in several attractive buildings could be created on what used to be those dozen or so properties of the old uniform single-house lots. An equal number of residential units on the farthest, most dangerous, and most automobile-dependent fringes could have been left unrebuilt — their owners could have first option to move into the new housing — and turned over to the regional park system. A large swimming pool or two could be placed on the side facing the fire winds — the hot dry winds always come from the same quarter there, the northeast — and the community could, by sharing its resources, have bought several pumps, hoses, and nozzles to direct a curtain of water from the swimming pool on any future fire that might come bearing down on the neighborhood center.

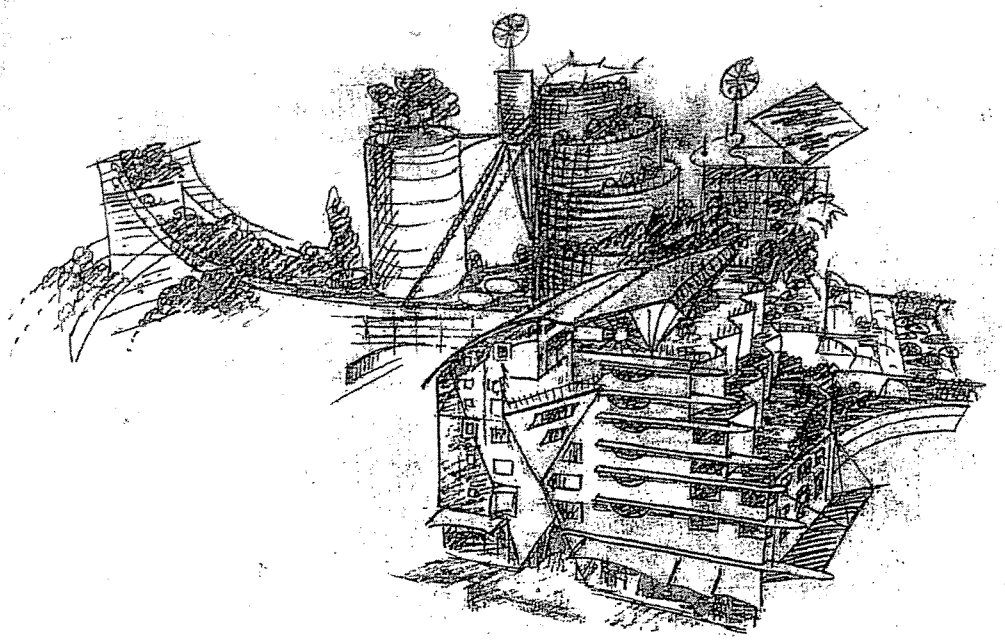
Nobody was interested. After about two months of effort I gave up and went on to other things. The lesson I failed to communicate at the time was that the car had created and maintained that fire area and most of the people who died were in or next to their traffic-snarled cars, stuck in jams, trying to escape — it was a car accident. Now the area has been rebuilt on exactly the same land use pattern, dependent as before upon gasoline for its very existence and for every day of its maintenance. It — and all of Car City — burns.

The only way around such accidents in the future is for people to have a much deeper understanding of what they are building and the roles transportation and access play in it. If plans are made in advance for rebuilding after disasters, informed by ecocity awareness, future disasters will be small in comparison. Funds need to be available for ecocity planning and rebuilding rather than as disaster grants and loans after the fact — which rebuild the same problem. Without such plans and funds, disasters caused by car-dependent design will not lead to ecologically sane rebuilding.

To wind up this litany of automobile problems and disasters, I'll give you a sobering statistic: according to the respected Environment and Forecasting Institute of Heidelberg, Germany, "each car [in Germany, but this is probably typical for wealthier countries] over its lifetime is responsible for 820 hours [34 days] of life lost through road traffic accident fatalities and 2,800 hours [117 days] of life damaged by road traffic accidents."[5] Just think about that for a moment. Each among that swarm of cars you see out there clogging our cities and jamming the highways every day is responsible on average for killing a person more than a month before his or her time. Violent, bloody, sometimes flaming deaths. Plus three months of other people recovering from such personal disasters. Poor countries have up to twenty-six times the fatality and injury accidents per mile traveled because of antiquated equipment, poor vehicle maintenance, bad roads, signs, and safety programs and sparsely spaced, poorly equipped hospitals and clinics. A closing oddity: of the first five California condors released into the wild by the captive-breeding program that is desperately trying to save the species from extinction, one died from drinking automobile anti-freeze and a second was hit by a car.

Better Cars?

The better car makes a worse city. This counterintuitive notion requires some understanding of systems thinking as mentioned earlier in my discussion of James Miller's book *Living Systems*. The more energy-efficient car means people can drive farther for less money, buy homes on cheap farmland, and extend sprawl farther yet. That new sprawl development then promotes more



Eco-modern. *Not likely to have been built since the 1950s, but functioning like the other designs, with minimum energy consumption, maximum biodiversity including rooftop gardens, public access to roofs and terraces for the great local views, and featuring the creek restoration and pedestrian plaza.*

driving, more cars, and more energy consumption — while making people feel good about it.

When it comes to better energy sources for the "better car," of all the hundreds of charges against the car, only one would be lessened — and only partially so — by a switch from gasoline to electricity: there would probably be less air pollution — unless the energy sources for electricity were shifted to coal, shale oil, tar sands, or nuclear (which causes air pollution during production as well as virtually permanent radiological pollution after production). There is a law of physics that says that accelerating and moving anything of a particular weight to a particular speed against a particular resistance of inertia and friction requires a particular amount of energy. In the case of the gasoline-engine car, the fuel is burned and the waste material distributed as it moves. In the electric car, energy is stored in batteries that have to be recharged by being plugged into a power plant, which has already burned the fuel and produced the waste. Batteries don't create energy, they just store it. Essentially, they are gas tanks for electrons. If we put cars and trucks on the grid, we will require staggering increases in electric generation capacity, and this energy will most likely come from rapidly declining oil and gas

or — far worse — fossil fuels or nuclear energy.

But what about solar- or wind-electric cars? We will get cleaner energy shipped in from desert locations or windy places on gorgeous new electric power lines draping the landscape with yet more metallic spider webs. (By the way, the other three condors in the first batch released into the wild died, too — hitting electric power lines; fortunately, condors released later had better luck after receiving power line aversion training from their human handlers.) As much as I, for one, promote solar and wind energy, together they delivered 0.1 percent, or only one thousandth of US energy use in 2005. The renewable energy investment has not been made, and there is precious little there to build upon. Mull that one over for a while, environmentalist electric car fans. What about generating the electricity yourself, if you live in an appropriate location? The price of gasoline will be subtracted from the cost of owning a car, but the cost of the electricity-generating technology and its maintenance, battery replacement, and disposal will be added. Gasoline costs are, after all, only one-tenth the cost of car ownership in the United States. *Utne Reader* says, "Gas guzzlers are harder on the environment than electric cars, right? Wrong! A conventional car creates 26 tons of hazardous waste for every ton the vehicle weighs. A battery-powered automobile produces twice as much, 52 tons, including a witch's brew of lead and toxic acids."[6] What about all those other problems: violent accidents, dismemberment of the city, alienation, full cost of ownership, paving paradise, destroying wildlife habitat, and so on? At least the electric car will be refreshingly quiet, but because of this pleasant development to the ears, it will kill and injure more pedestrians and more animals on the road — unless it is made to produce loud noises artificially and re-rendered obnoxious in that regard, too. What next?

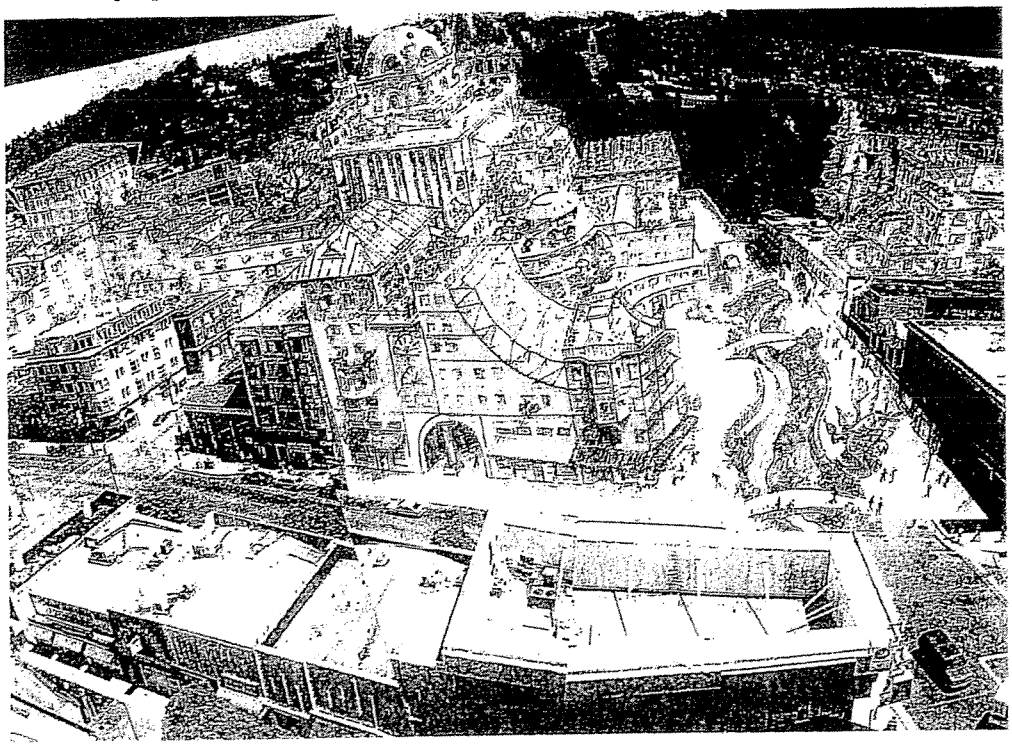
War! Matthew Wald in his *New York Times* article entitled "A Military-Industrial Alliance Turns Plowshares to Swords" writes: "The press to develop an electric car has become a holy quest for environmentalists, who seek an antidote for smog, traffic noise and the nation's reliance on oil. But lately, this peacenik technology has found an unlikely patron: the Pentagon, which sees battlefield uses for electric-vehicle systems." Wald says these will be "scout vehicles that slip almost silently over enemy terrain and armored personnel carriers that have no exhaust pipes and so cannot be spotted by infrared detectors." Says Major Richard C. Cope of the Advance Research Projects Agency, the marine in charge of electric vehicle development, "At night, they can't see you, they can't hear you, they don't know you're there."[7]

I am not saying that if any cars exist at all they should not be extremely efficient and maybe electric. There will probably always be specialty uses for some. Instead, I am saying that in view of what cars do physically and the

role they play in society, ecology, and urban structure and functioning, it is damaging to promote even the best of cars as if they were a major part of the solution. Car addicts welcome such excuses to continue their habit and avoid ecological city planning.

Defenders of cars mount one last defense: "True, there are problems, but if there were just fewer cars, the problems would not amount to much. In that case, there would be nothing really wrong with cars."

What they are actually saying is, "It's O.K. if a lot of people don't have cars and a privileged elite does, including us, of course." That's the undemocratic and unjust ancient city of hierarchy and strong separation of classes speaking. The disaster in Guadalajara is what happens when that small, car-driving elite fails to maintain the automobile technology. Those who do not contribute to the problem suffer. The smaller the number of cars permissible, the more privileged the few who retain their cars and thus the greater the injustice (assuming that owning a car in some final way does make life happy and full). Right now, among 6.5 billion humans only



Below: Composite of design features popular in Berkeley. *This version, of the four shown here, comes closest to the planning objectives of the University of California.*

one in ten has a car, maybe one out of six in the age- and physical-capability group able to drive. So for reasons of social justice, seeing that cars are a good thing, should we multiply their numbers on Earth by six? It would be better to realize that we're doing something colossally destructive and start building the city for people, not cars.

There is another angle here, too: "If the total population of humanity were much smaller than it is today, everybody could have a car." I've heard this one a few times. Remember, too, that only one out of ten of us presently owns a car and that we do most of the damage to the climate, to the biodiversity on Earth, and to its reserves of fossil chemicals. Does the idea of trimming the population down to match the Earth's carrying capacity for cars suggest that someone likes cars better than people? Even though I think the population should be smaller myself, I find this people-phobic, auto-philic attitude a bit hard to take. To do half the damage to the Earth we presently do, would the carrying capacity for a planet of car owners require eliminating 19 out of 20 of us?

The final excuse is the acts-of-God excuse — sweeping the problem under the rug because it's "just the way it is." The Hindus have gods for many inexorable forces of nature. One was specifically a god of smallpox, so unstoppable was that affliction — like hunger, poverty, storms, earthquakes, tsunamis, social injustice, indifferent fate itself. So it is with the car. When a child, spouse, lover, friend, parent, co-worker, or admired stranger is struck down, we act as if little could be done about it, as if it were an act of God. Former President Bill Clinton lost his father in a car crash and former Vice President Al Gore witnessed an automobile hit and almost kill his six-year-old son. But in March of 1992 Clinton and Gore sent US trade representative Mickey Kantor to speak with leaders of GM, Ford, Chrysler, and the United Auto Workers to assure them that the President's administration was a booster of their product. Said Kantor, "I came here to Detroit because it's the number one priority not only on my list, but on the president's list."[8]

Senator Alan Cranston's son Robin was a friend of mine. He was killed in 1977 by a car before his father's eyes. A few years later I asked Alan if it had ever occurred to him that as senator he should take serious steps against the car dominance so that cars could be largely eliminated. He said he'd thought about it but it was just too big to tackle. Too big for the US Senate! Our leaders promote the car, as if helpless before the fates, incapable of doing anything else, but, in fact, many things can be done. Smallpox was eradicated, the dreaded god evaporated, the Earthly and cosmic landscape forever altered. Like the god of smallpox, the god of cars must be banished, too. We will be richer and happier without him.

Freeway Battles

I will address incentives in some detail in Chapter 8, but comparing freeway subsidies to rail investments at this point in the book seems timely. You noticed I called incentives for rail "investments" and incentives for freeways "subsidies." We are used to hearing the reverse because the dominant paradigm that values cars highly promotes rail transport as if it were an inefficient charity, a waste of taxpayers' money. But let's get it clear that one line of rail moves as much freight as eight lanes of freeway. So we shouldn't be talking about "subsidies" here but rather, without the negative, value-laden terminology, simply about "investments" in the kind of world in which we want to live.

So let's see what you get for your transportation dollars and look for a moment at the Amtrak budget. I know Amtrak has problems. The last four times I rode it, the train was six, one, six, and twelve hours late at my destination. Pretty outrageous, isn't it? Luckily, I like reading, writing, wandering, watching the country side pass, eating, and drinking beer or wine on the train, of which I can do driving the car. So I just plan for time-consuming surprises. But it's not Amtrak's fault. It doesn't get public investment. The freeways do. In February of 2005, the Bush Administration proposed cutting Amtrak's national budget investment (called a "subsidy" by the Administration) from $1.2 billion to $.9 billion. For comparison, when the 1.5 mile Cypress Viaduct of Interstate 880, an elevated section of the freeway, collapsed in the 1989 Loma Prieta Earthquake just two miles from where I now live in Oakland, California, it was rebuilt for $1.2 billion. That's right, 1.5 miles of freeway got



Windmill, tree and bridge. *Close-up of the design from the previous drawing, looking up the street to bridge building with large native tree and birds.*

as much money as the entire passenger rail system of the richest country in the world.

Now for a glance at what you get along with freeways. Marshall Berman tells the following story:

> The South Bronx, where I spent my childhood and youth, is the site of one of the greatest recent ruins today outside Beirut. The physical and social destruction of the area began with the construction of the Cross Bronx Expressway in the late 1950s and early 1960s spreading gradually southward from the highway and northward from the emerging Bruckner Expressway in the late sixties.
>
> Then in the early 1970s the disintegration began to spread at a spectacular pace, devouring house after house and block after block, displacing thousands of people like some inexorable plague .... In the South Bronx alone, more than 30,000 people fled in the 1970s as their homes were being destroyed. Many of these people were forced to run more than once, trying to stay ahead of the blight that kept catching up with them. Thousands more in Manhattan and in Brooklyn went through the same ordeal. In fact something similar was happening in working-class neighborhoods in older cities all over the US.[9]

The city escapees not only fled the city but destroyed much of the city and open space between their homes and downtown with their transportation system for commuting, that is, cars and freeways. Since Berman's words were written, in the late 1980s, freeways have staged similar assaults in practically every corner of the world.

Rising to our defense we have such crusaders as Peter Newman and Jeff Kenworthy, introduced earlier in these pages, who have studied over one hundred cities around the world and came to the following conclusion:

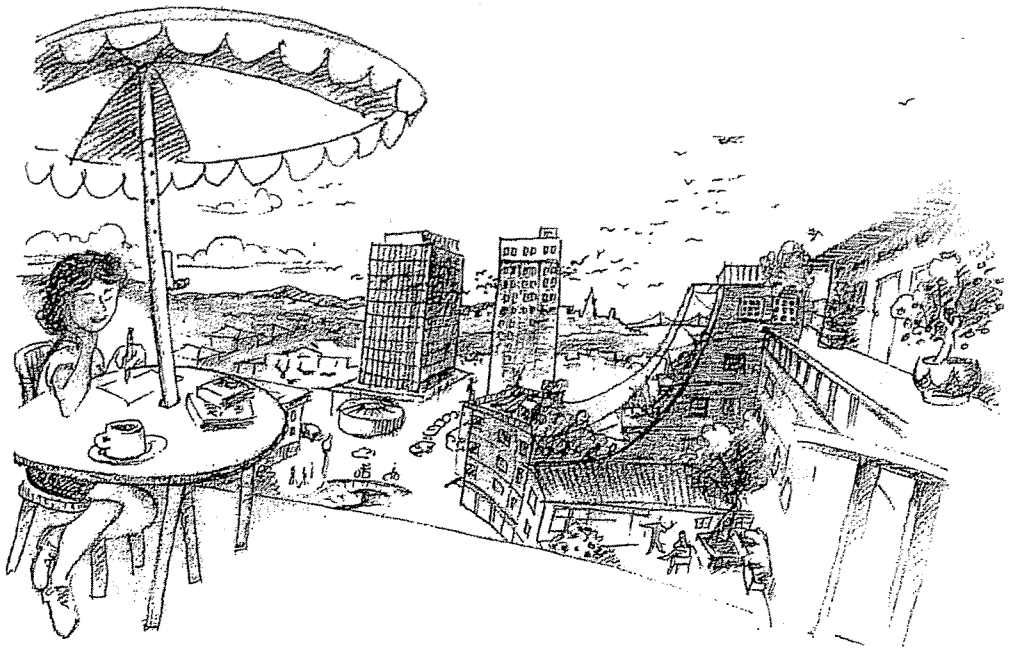
> Traffic engineers still claim freeways are better for fuel emissions, but the results of our study do not. Economically, they also appear to have failed. Our data show that, instead of people in cities with freeways saving time, and hence being more productive, they just spend more time in their cars. Freeways space cities out and hence overall travel is increased. Those cities which do not go for freeways but instead built up transit and bicycle access have gained economically and environmentally .... Some short-term pain will be experienced as businesses and developers adjust their plans to a more transit-oriented city, but experience shows that the transition is worthwhile.[10]

Kenworthy and Newman report a direct relationship between density on the one hand and pedestrian amenities, bicycle and transit use, and energy consumption on the other. Almost always, the higher the density, the better for modes of transportation other than cars and systems other than freeways. They also report statistically on the relationship between the diversity of land uses and those transportation modes and energy use. The closer together different functions congregate, the better for pedestrians, bicycles, and transit. These are proportional relationships for city ecology of the same level of importance as the area-species diversity ratio is in island biogeography and evolution theory. In both cases, as far as I can tell, they are laws of order for living systems everywhere.

Kenworthy and Newman report that the highway planners simply do not look at the most important information. I found this hard to believe until I attended the hearings on the replacement of Interstate 880, the elevated freeway that had collapsed in Oakland during the Loma Prieta earthquake of 1989. I saw the immense pile of documents generated by the California Department of Transportation (Caltrans): several columns of paper three feet tall and placed on the stage next to the rostrum, a monument to thoroughness, intimidating to any potential opponent. With this much information, I presumed, the planners must have thought of everything. But not so. They turned out to have absolutely nothing to say about future impacts on land use in the suburbs.

Their argument was simply that expanded freeway capacity reduces congestion and increases automobile speeds, that faster-moving automobiles burn fuel more efficiently and cleanly, and therefore that widening freeways cleans up the air. End of argument.

The multiracial panel of men and women representing Caltrans sat there at their table as straight-faced, intelligent, and earnest-looking as parents and teachers at a PTA meeting. In the audience, the opponents of the plan were saying that, given a few years, the added freeway capacity would encourage further automobile-dependent sprawl development, and that as more people moved into these areas and started using the freeways, the freeways would soon be as clogged as they were in the beginning, only with more cars. (This is exactly what did happen in the subsequent several years.) This extraordinarily well-documented record was clearly articulated by the well-off and the poor, by neighborhood activists, environmentalists, minorities, transit users, and even car users looking for something better. The members of the panel did not question this land use/transportation connection at all. They simply ignored it, pointed again to the towering wall of reports, and repeated that their studies indicated that making room for more cars allowed them to move faster and burn their gasoline more efficiently and cleanly and therefore cleaned up the air. Is this record stuck or what?



ident at the Sixth Floor Street Café. *San Francisco and ay in background.*

Another argument that the freeway planners brought forward was the cost to the city, the people, the whole region of not having a freeway "improvement" — the delays in delivery of products, the added time it takes to get people to work, and so on. In the case of the collapsed Interstate 880, Caltrans compiled figures showing that companies were losing money because it took their trucks longer to deliver the goods and that employees were losing money because their time was worth money and it was taking them longer to commute on surface streets or by transit than it would on a rebuilt freeway. These figures were tallied up to several million dollars a year and submitted as the added costs of not having the freeway replaced.

Meanwhile, however, thousands of commuters had switched to the local bus and light rail systems and both the people and the systems prospered. Some people were stuck on the opposite side of the bay from their families immediately after the earthquake and could not get back to them until the next day. They were suddenly shocked by their powerlessness to help their families — startled by their automobile vulnerability and their distance from loved ones. That night, profoundly shaken in

more ways than one, some of them decided to find work closer to home, saving virtually all their commute money to spend in their own communities instead of sending it off to car manufacturers, oil companies, and smog-device factories. The businesses they patronized close to home gained money by the freeway closure. None of this information had been compiled by the Caltrans planners.

There are plenty of economic success stories about not expanding freeways. Toronto, Canada, a city studied by Kenworthy and Newman, decided in the early 1970s to forgo further freeway development, and no economic disasters materialized. Car dealers may have made less money over the years, though maybe people who otherwise would have become car dealers simply entered other lines of work and didn't come into competition with them as they otherwise would have. The city has prospered. It is among the cleanest cities of its size anywhere. Traffic jams did not become massive, and rather than now having hundreds of miles of new crowded freeways and worse air pollution, Toronto's smaller highway system, expanded transit system, and mixed-use development have significantly reduced the time residents spend in their car[3].

For a long time, I couldn't understand how things so obvious could be missed by our well-educated planners. Now I can: they don't miss the obvious — they simply bow to the pressure of the public caught up in its structural addiction to the automobile! Citizens put great pressure on politicians and planners alike to supply their habit. Planners know that there are plenty of statistics on the other side of the critical issues, and they are aware that today's decisions build tomorrow's dysfunctional or healthy environment, but they refuse to gather or think about information that would slow down or reverse freeway development. And, their jobs depend on maintaining their apparent ignorance.

Kenworthy and Newman take these people on their own terms, assembling tall columns of data on the other side of the stage. They tell us to appeal not only to facts but also to emotions and intuitions since the ultimate decision is the result of a vague but powerful thing called "public opinion," which touches the politicians, the planners, everybody. And if Not In My Back Yard (NIMBY) sentiment supports stopping freeways, as it often does, they recommend using NIMBYism along with the more broad-minded arguments for conserving energy, fighting pollution, and saving the planet.

David Engwicht provides a quick answer to a question he often hears. Is he anti-car? No, his family owns one, and he uses alternatives whenever possible. He is against "the inappropriate use of automobiles."

Am I anti-car? Absolutely! I own one, too, or rather did until recently, a small truck, which I used for work and occasional errands around this largely automobile-dependent urban area known unofficially as the East Bay.

And there will be appropriate uses for what we think of as automobiles today in the eventual ecological city — for about one car per thousand people I would guess, and serving specialty uses. Something that deadly should be used most carefully and sparingly. But in the context of vast numbers of people using cars in everyday life, there is no "appropriate" use for cars unless simply as an acknowledged strategic compromise, with no excuses. Use it as little as you can. But if you need it, as you often will in the city built for cars, use it to make the contacts, run the errands, and do the work to teach and plan for ecocity conversion. Don't feel guilty; be strategic. And if you own one, take full advantage of your first opportunity to get rid of it. The ultimate defense against freeways is making cities that render them useless.

For Love of Rail and Ferry

By now you know that I think our "love affair with the car" is, in fact, a distorted dependency, an addiction based largely on the physical structure of the city. I will add now that over time millions of people have loved taking the train.

When I was I teenager I found few things more exciting than waiting for the El Capitan or the Super Chief at Lamy station near Santa Fe, New Mexico, ready to head off down the tracks into the early morning or night, a cold wind bearing down over the dry plains or rolling off the snowy Sangre de Cristo Mountains, or, at another season, watching tumbleweeds bounce along under a dusty sun. I'd be flattening pennies beneath freight train engines to give to friends, or saying good-bye before another trip to school or to visit distant friends in a different world.

The trains were beautiful in those days. They seemed to polish them up especially shiny, reflecting a fresh, clean sky. There were Fred Harvey Hotel-style Indian sand-painting motifs on the turquoise-accented walls and carpets of the trains and stations. There were romanticized images of handsome, implacable Indians in front of clear blue skies with pure white thunderheads and zigzag lightning — which was exactly what you'd see from the observation dome car: a 360-degree panorama rolling by as the train slithered sensuously ahead and trailed behind like a great industrial snake.

Today's trains, the whole thing two levels high instead of one, with two or three observation cars but lacking the front- and back-facing windshields of the old observation cars, completely miss the point. Inspirationally speaking, they are ineffectual wimps. Whoever designed them? But from the old dome cars, at night the stars would come out, far away from the cities — billions of stars overhead and all around, in winter sparkling over the wind burnished snow, in the summer between the towering clouds, which were flashing lightening bolts from the inside out, sometimes looming overhead,

sometimes beyond an almost infinite horizon. I can't tell you how beautiful taking the train through the southwest was in those days. For a young person, wandering from seat to dinning car to observation car, feeling the adventure of the unknown, meeting new people — it was absolutely wonderful. And on those long trips, as if that kind of spectacle were not enough, you'd roll back into a blanket rocked and soothed by that clickity-click and slide off into real dreamland, too.

And then there are the wonders of the ferry. When the Loma Prieta earthquake closed the Bay Bridge for a month, suddenly Berkeley got back its beloved ferry to San Francisco. Just for fun I took it with my friend Nancy to San Francisco to have clam chowder, to look at this beautiful bay we share with 6 million other people and countless fish, cormorants, sea gulls, crustaceans, seals, cord grasses, and seaweeds. The ferries between the East Bay and San Francisco used to have full bars and famous dinner menus; the world's best corned beef, and Irish coffee. When was the last time, while eating dinner, you took a dusting of salt spray whipping through a door suddenly thrown open, laughing with friends, and getting just a little tipsy — driving a car?

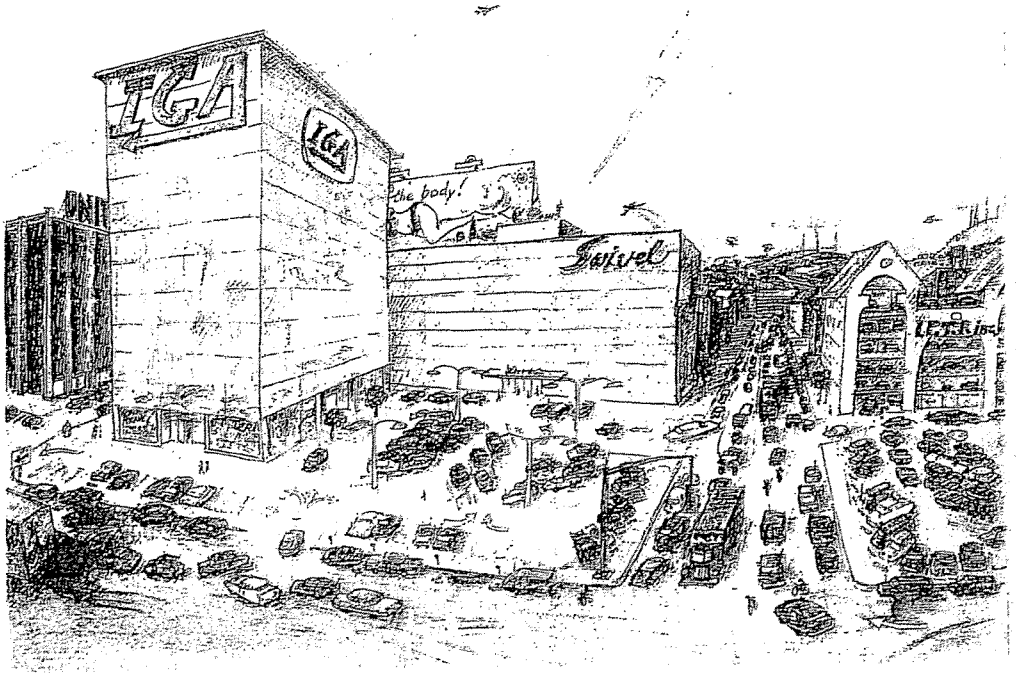
One image I will never forget: walking down the stairs from the upper deck of the ferry, I looked over at the table next to the big parallelogram window — one of those design elements angling into the direction of the machine. There sat or, rather, unconsciously posed a man in a gray three-piece suit reading the paper. While people wandered from table to table eating hot dogs and sipping beer, wine, and soft drinks, while a volunteer band played music to help raise money for the Ferry Committee, nobody could have been more placid before a newspaper, unruffled by his surroundings. On this distinguished commuter's table was a cup of coffee, steam rising in lazy curls, and in his hands a copy of the *San Francisco Examiner* as he leaned back, lost in thought, and behind him the most furious crashing and bursting of waves imaginable, smooth slices of water cut by the prow of the vessel, leaping and exploding into foam and careening by on the far side of the glass as the little ship leaned into the night. Now where on earth can you see that if you don't have the right kind of transportation device?

Public transportation in the San Francisco Bay Area was once rail- and ferry-based. One of our local East Bay writers, Dashka Slater, writes about the pleasures of commuting on the ferries and trains:

> It's hard to imagine how chummy the world must have seemed back then before the building of the Bay Bridge ... Transportation was a social occasion; Americans, in contrast to the more reticent Europeans, were notorious for chatting it up with

strangers on boats and trains. Both the Red Trains and the Key System had a commuting ridership that was so regular that commuter clubs formed on the San Francisco-bound ferries. Some commuter clubs held on-board parties as often as once a month and just about every club gave a Christmas party on the morning of the last working day before Christmas. The car by contrast, is the world's most antisocial invention. People are at their worst in cars — I know I am .... If the metaphor of the train is "We're all in this together," the motto of the car is "Me first."[11]

You might as well *be* somewhere interesting while en route. Cars are made more interesting with tape decks, CD players, radios, cell phones, drink holders, and ego-inflating design features. But being in what solar train promoter Christopher Swan calls "rolling architecture" is really being someplace while going someplace, too. The cyclist or pedestrian in the town, city, or country is completely enveloped by the experience of that place. By the time a vehicle has devel-



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oped a speed greater than the cyclist's and become as big as a streetcar, train, ferry, or large airplane, the vehicle has become an environment in its own right. It becomes a designed place akin to architecture moving through a larger place, an environment within an environment. It sprouts all the special appendages that fit its circumstances, from loops hanging from the ceiling to grab hold of to advertisements over the windows, from dining tables and bars to magazine racks and cork life saver rings lashed to the walls. The car is a neither-here-nor-there world, sealing out the natural and the built environment while being too small to be an environment of consequence in its own right. Just as suburbia is neither here nor there in the sense of being neither city nor country, the car itself is neither a real environment nor a means to genuinely experience the larger environment while moving through it. If the larger vehicles are something like rolling architecture, cars are more like expanded, high-powered, wheel-supported, steel-clad clothing, and probably, being so personal and so strongly tied to identity, they function psychologically like clothing — and armor, too.

Why not vest real care and love in the public transportation vehicle? Why do we build freeway interchanges for hundreds of millions of dollars and shortchange the environments that are public transportation vehicles, especially considering that public transportation is far kinder on nature and society than the car system? If, in the ecological city, the city and neighborhood centers were intensively lived in, the nature areas, green corridors, and creeks were treated like places of real value, and the vehicles that connected the people were designed, utilized, and enjoyed in the same spirit, then both in *being* someplace and in *going* someplace, we'd *always be* someplace.

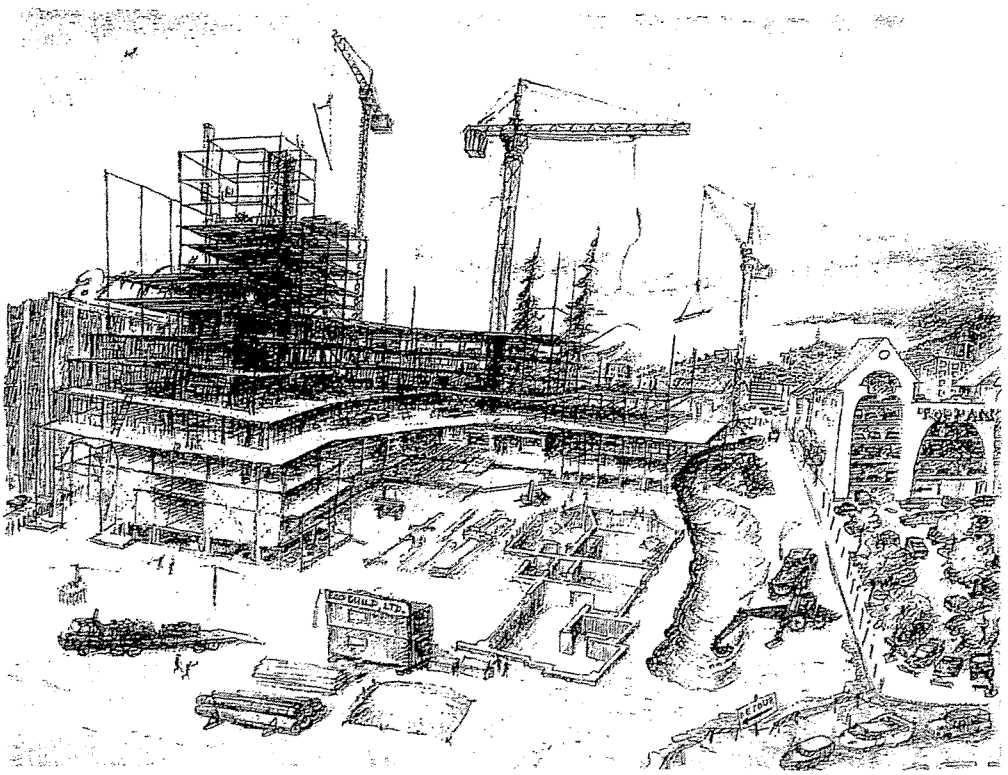
Personal Transportation: Bicycles, Carts, Shoes

Planners call cars "personal transportation" since one individual owns and controls the vehicle and generally is its only occupant or there are a relatively small number of passengers. Bicycles are personal transportation, too. The world has more than a billion bicycles — twice as many as cars. According to Ed Ayres writing for Worldwatch Institute, bicycle production worldwide surged in 1970 and has been, by units produced, pulling out beyond automobiles ever since. By 1990, bicycles were being produced at a rate almost three times that of cars.[12] In 2000, it was 101 million bicycles produced and 41 million cars.[13]

Just as suburbia is neither here nor there in the sense of being neither city nor country, the car itself is neither a real environment nor a means to genuinely experience the larger environment while moving through it.

These figures are encouraging but a little deceptive — like saying that Howard has more because he has twice as many coins as Lucinda, ten Lincoln pennies to her five Satchegewea dollars. Bicycles weigh about one one-hundredth as much as cars, so in terms of the weight of materials used in construction, one car outdoes one bicycle by

about one hundred to one. Twice as many bicycles, then, is still only *one-fiftieth* as much car weight. How about the energy required to accelerate and decelerate a vehicle weighing one hundred times as much as another — up to and back down from four times the speed? That would be fifty times four equals two hundred times the energy, but not really. We need other multipliers as well: one, because the energy required for acceleration and deceleration increases with speed; another to factor in wind resistance; and one more reflecting how often the vehicles are accelerating and decelerating and how long they stay at any given speed. I'd guess about four times again, which means that on a typical trip cars use eight hundred times more energy than bicycles. How about the fact that one is powered by a finite resource that damages the world profoundly and is used in enormous quantity and the other is powered by breakfast and lunch? How about the death rate in crashes, the full cost of the vehicle, its pollution? You get the idea. Cars have thousands of



In transition.

times the negative impact of bicycles, even if there are half as many.

Declaring the impending victory of the bicycle, then, seems a bit premature. Declaring we need to radically reduce car numbers is far more important, and to do that, redesigning the city for pedestrians and the people-powered machine called the bicycle is the big step.

But the bicycle-to-car ratio is encouraging in this way: the fact that twice as many people are getting service out of bikes than out of cars is hopeful. What if we had an intelligent world democracy and decided to vote for bicycles or cars? We could get rid of cars today and begin building ecocities as early as tomorrow. That only one out of 10 people on the planet owns a car shows the democratic potential here. The trend is especially hopeful because the city of walkable centers and the bicycle are best of friends. They support one another. For short-range commuting in from the edges of these centers and mid-range commuting from one walkable center to another not far away, bicycles are the perfect vehicle. They do take up about two-and-a-half times more space than pedestrians and they do inflate the horizontal scale of the city slightly but they require only about one-tenth to one-fifteenth the parking space of a car and an even smaller percentage of maneuvering space. If they are used as a means to get to, rather than through and around the inside of, the centers, their impact on the pedestrian city will be virtually nonexistent — except in the positive sense of bringing a greater diversity of people together from the new urban fringes, distances measured in a few minutes a day of bicycling rather than a few hours a day of driving. And they are incredibly efficient, about eight times more energy-efficient than walking because, in walking, a considerable amount of energy goes into muscle action simply to keep the body erect. The bicycle and the reshaped, ecologically healthy city were made for each other.

V. Setty Pendakur, of the University of British Columbia, points out that the bicycle is the major or only vehicle for hundreds of millions of people around the developing world: "While 40 percent of the driving age people in developed countries own cars, only one percent of those in developing countries do. North America, Europe and Japan have 16 percent of the world's people, while owning 81 percent and producing 90 percent of the world's cars."[14] India has a seven-to-one ratio of bicycles to cars. Pendakur points out that in India and other developing countries the bicycle and its three-wheeled pedal-powered equivalent serve both as personal transportation and as a way of making a living: they are used to make deliveries, to carry passengers, or as an open-air market stall. In India, the average bicycle occupancy is 1.4 people, which is higher than the automobile occupancy on the Oakland-San Francisco Bay Bridge. And yet, despite the usefulness of bicycles to so

many people in poor countries, policies are being adopted to motorize transportation and penalize bicycles and their owners. "In Jakarta," says Pendakur, "the government has announced a total ban on bicycle rickshaws. Yet 100,000 licensed and 50,000 illegal bicycle rickshaws ... help support the livelihood of 1,000,000 people."[15] In Singapore, bicycles and rickshaws are dumped into the ocean by a government oblivious to the interests of the very small entrepreneurs and those conserving energy.

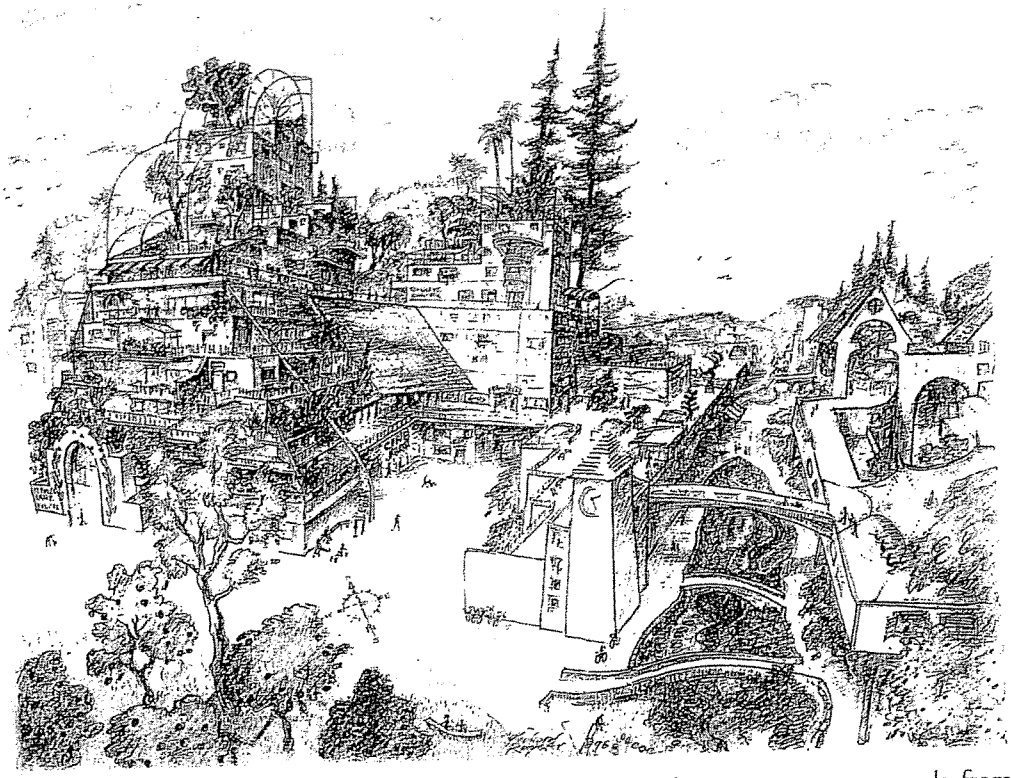
This massive subsidy to the automobile and penalty to the bicycle a about for several reasons, Pendakur says. In an effort to attract wealthy investors and expanding business, developing countries believe in "modernizing" by motorizing, acquiring status and higher money flows at the same time:

> Aid practices of western countries are being used to distort the transportation attitudes of people in third world countries. For example, $10 billion in aid given by the US to China will be used on car-related projects in Shanghai in the next 10 years. However, only 2 percent of all trips in Shanghai are made by car, while 43 percent of trips are made by bicycle. This aid will be spent on improving roads, and as a result, bikes will be taken off the main roads in Shanghai .... A total of 83 percent of the World Bank's urban transportation lending is for car-oriented facilities. [Another reason for this bias against bicycles and in favor of cars is that] planners are middle or upper income bureaucrats with access to use of private or government vehicles.[16]

It should be mentioned that Pendakur wrote this in 1990; since then, Shanghai and other Chinese cities have outright banned bicycles on hundreds of streets, as Pendakur predicted.

Why, then, would I agree with Ayres' conclusion that in the "human habitations of the 21st century, there will be no place for death-dealing vehicles powered by exploding gasoline. In thousands of cities ... the bicycle will be riding high long after the internal combustion engine is gone"?[17] First of all, the automobile's absurdity grows more conspicuous every day — its "death-dealing" being only the tip of the iceberg. Transportation violence would virtually disappear if we simply built ecocities. Ayres cites, in addition to economy and kindness to the environment, mobility. In an urban context, bicycles work far better than cars. In heavy traffic, police on bikes are frequently successful in apprehending lawbreakers when police cars are stuck in traffic jams. Also, "the bicycle shows more potential for improvement — and consequently, for expanded markets — than the gasoline-powered car."[18]

Recent advances in mountain bikes lead



Pedestrian city center.

the way toward sturdier, more comfortable, and more reliable bikes for varied terrain, *World Watch* says. I would add that in connection with redesigning cities and towns, bicycles have enormous flexibility, fitting into a radically rethought infrastructure including bicycle streets, and elevated bicycle trails, bicycle parking structures taking up one-fiftieth the volume of car parking structures, folding bicycles that can be carried onto elevators and transit vehicles, and banking three-wheelers for fast hauling and for the sporty disabled and seniors. Ayres presents an example from Nepal: "Green roads" made of a dense covering of plant growth instead of pavement have potential in a shift away from cars and toward bicycles. Such roads are very inexpensive compared with highways, soak up rather than flash off water in heavy rains, and exclude the use of automobiles. The biggest reason that bicycles will eventually supplant cars is, however, simply that the anatomy of the ecological civilization will match bicycles and not cars. Walkable centers and small, narrow,

cheap, even living roads are supported by and in turn support bicycles. Those walkable centers will also work well with transit. "Green roads," rails, bicycles, and walkable centers will all gang up against cars. Those are the positive reasons bikes will prevail in the long run. The negative reason is that gasoline will first run scarce, and then out entirely.

Ayres says that perhaps some cars in the future could be competitive with the bicycle: "If the internal combustion engine is replaced with a radically less damaging power plant, and if other major changes are made in the size and intrusiveness of cars, that would be a whole new story."[19] It would *not* be if the car was conceived of as essentially what it is now: a vehicle traveling far above Ivan Illich's sociable and ecological optimum of fifteen miles per hour, carrying a private person and a few useful items or friends long distances in spacious comfort. But what about electric *carts*?

When we in Urban Ecology were planning the first Slow Street for Berkeley, California, there were many people on Berkeley streets in small electric golf carts. There was a dealership in the city selling to golf courses and retirement villages and the Center for Independent Living was advocating for and attracting a large number of disabled people who found the carts convenient. We thought of such very small vehicles as substitutes for bicycles for in-town travel and for dealing with the heavy loads of family shopping. We investigated these carts with great caution, being more than a little skeptical of the "better" car, but were encouraged to find them radically less damaging. Their small electric motors were about one-tenth as energy-consuming per mile as the automobile and, since trips are much shorter in the neighborhood and the in-city context, used more like one-thirtieth or one-fiftieth as much energy per average trip. We noticed that the electric cart occupied about 20 percent of the room required for parking and maneuvering a car. At fifteen miles per hour, it was also radically less intrusive socially, ecologically, and in terms of getting injuring or killing in accidents. The small, slow, weak, clean, energy-conserving, and safe cart *is* Ayres' radically altered car — altered so much that it is no longer a car at all. It's a cart. Should we ever develop significant renewable solar and wind energy, its humble demands for energy should be easily met. And it fits well with both Slow Streets and the walkable centers of the future ecocity.

Being There Instead of Getting There

While attempting to stop the rebuilding of Interstate 880 after it collapsed in the Loma Prieta earthquake (there was a parallel freeway just one mile east and transit was thriving after the quake, so it wasn't such a wild idea as it sounds at first glance), I came up with the slogan "Build community, not freeway." The freeway was rebuilt, but building the community will emerge victo-

rious in the long run. That one-and-a-half-mile strip of freeway cost over one billion dollars, an expenditure that would have solved most transportation problems, even if we ignored transportation altogether and instead just solved access problems there by building right in the first place. In the low-income neighborhood of West Oakland, where the old freeway on stilts swayed and then caved in, people could use jobs and workplaces, shops and far better services.

Out in the suburbs from which commuters poured in over Interstate 880, poisoning the low-income minorities and pounding their eardrums with noise until that final grisly, deafening crash, they could use a little community-supporting development, too. Some of the money could have leveraged new mixed-use development in future suburban walkable centers, restored natural features, or helped social service organizations. Some could even have gone to ecologically imaginative buildings, providing both jobs during their construction and enduring workplaces after their completion. It would all have been based on what I call "proximity consciousness" — the awareness that access can be delivered by building and arranging a diversity of experiences, services, products, environments, people, and natural features close together.

Michael David Lipkan of Albuquerque, New Mexico, put proper emphasis on the concept by invoking the slogan, "Proximity Power!":

> When you think of power to build a new future, what do you think of? Nuclear? Oil? Hydroelectric? What about Proximity Power? ... Proximity Power is the power of choice, the power of convenience. It reduces our need for energy resources while it saves us time and frustration. It is the power of complexity. It is the richness of being close to opportunities. Proximity power lets us spend less time getting to our lives and more time living them. It is a survival necessity.[20]

How do we apply proximity power? By establishing proximity policies:

- Hire locally. Whether as official or personal policy, other things being equal, if several people are suitable for the job, hire the one who lives closest to the job.
- When seeking a job, try to find one close to home.
- If you are a landlord, rent preferentially to people who work close to home or don't have a car, or both.
- Try to find a home to rent or buy — even if it costs a bit more — close to work and the rest of your life: seeing friends, shopping, taking classes, recreating, and so on.
- Shop locally. Don't drive to the

The sooner the automobile-oriented malls are replaced by locally oriented shops tuned to the fine grain of pedestrian town centers, the better for us all.

big-box regional mall. In fact, don't shop there even if you live next door, since it promotes other people's Earth-damaging shopping habits. The sooner the automobile-oriented malls are replaced by locally oriented shops tuned to the fine grain of pedestrian town centers, the better for us all. Buy books at local independent bookstores and food from farmers' markets. Circulate your money at close proximity where it can work other pleasant changes in addition to the ones created by your initial purchase.

- Use delivery services. Communities with diversity at close proximity and modest to high levels of population support delivery services, and delivery services, in turn, make it easier for walkable centers to function. For the disabled, delivery services are crucial. In many cities such services are already not uncommon. If the centers are compact enough, delivery can be by pedal power. In Berkeley, there is a delivery service called Pedal Express founded by the teacher and local energy and transport historian Dave Cohen. It uses cargo bikes to deliver messages and mailings, lightweight and high-value breads and vegetables. In Arcata, California, the Alliance for a Paving Moratorium picks up organic food at a farm outside town and pedals it to the weekly farmers' market. Ever imaginative, the alliance's founder, Jan Lundberg, has added sail power to the delivery of food and other items up and down a river in the state of Washington. These delivery systems work magnificently at relatively close proximity.

If the first rule for supporting pedestrian access is to plan and design for mixed-use neighborhoods and buildings, then the second rule is to make such places and buildings enjoyable.

Shoes are not exactly vehicles, but skates and roller blades begin the transition that becomes vehicular with skateboards and bicycles. Shoes, bicycles, and a few electric carts, supported by rail transit and by ferries for fun and utility, are the transportation devices that will assist pedestrian centers. The present hierarchy of transportation modes needs to be completely reversed: Feet first. Now it is cars first, then transit, then bicycles, then, lastly, access by foot. When we build healthy cities, it will be the reverse. Then we will be designing to empower foot-power transport.

If the first rule for supporting pedestrian access is to plan and design for mixed-use neighborhoods and buildings, then the second rule is to make such places and buildings enjoyable. Cars and clothing are not sold on the basis of utility and modesty alone, and buildings have to be exciting and expressive, too. Public squares and greens, complete with shops appealing to a variety of people, need to be close to residences and workplaces. Seattle has an Arts in Public Places program whereby

or not allowing parking. Car-free apartments and condominiums by this definition are ones with lease agreements or deed restrictions that forbid residents to own cars. Millions of people live happily without cars even in the United States. The developer's or owner's job is to find and recruit these people. Car-free apartments and condos can be built more cheaply than urban residences with parking provided — for about $20,000 to $50,000 less per parking place in the structure — and therefore can be sold or rented at a lower price than apartments or condos in a building with parking provided. The owner of such a building will pay lower city taxes, since the building places less stress on the streets and city services than one housing car drivers. If, in addition, some or all of the units are smaller than in conventional housing, the prices can be reduced even more. This will allow people who do not need many possessions or tools for their work to live inexpensively. For people who participate actively in the community, whose dining room is often a local restaurant, whose living room is mostly the plaza, café, theater, classroom, park, museum, and gallery, whose garden is a community garden with a toolshed shared with others, car-free apartments and condos are appropriate and potentially very inexpensive.

Presently most cities require that parking be built for new housing in higher-density areas so streets will not be jammed with parked cars and businesses can be provided with lots of driving customers. Instead, governments should give tax breaks to building owners for guaranteeing that building residents will not own cars, and zoning should allow higher density so that more customers can live a short distances from the businesses. Laws can be written to ensure that a car-free apartment or condo will house only car-free people. Tenants who have a change of mind and just have to have a car can always buy or rent one of the millions of car-oriented houses, condos, or apartments. The car-free arrangement simply provides another choice — a good deal for people whose very-low-impact lifestyles are a good deal for the rest of us. In Missoula, Montana, in 2000, a small housing developer proposed to build extra units in its downtown apartments, called the Gold Dust Apartments, in spaces that would ordinarily be the required parking, but offered the city, in exchange for a building approval, to write a contract with the residents that made their rental units conditional on not owning a car. Car-free-by-contract housing. The developers said they'd provide a contract to that effect and the city government, without even a zoning ordinance on the subject, said, "Go ahead. Try it out." So far it's doing well as a negotiated arrangement consistent with the city's General Plan.

In some places, even more effective than building new car-free apartments and condos, since considerable housing infrastructure is already built, is a car-free conversion. This

means converting buildings that now provide parking into car-free buildings. As people gradually move out in the usual turnover, new people are recruited to sign the car-free agreement. As more and more ground-floor and basement space is made available in this process, former interior parking can be remodeled into shops of all sorts, new car-free residential space, or storage space. Parking spaces once reserved for residents in open-air lots can become parks, gardens, farmers' markets, playgrounds, or new car-free buildings. City, state, and federal governments can subsidize (invest in) such conversions from their transportation budgets because they provide access by remodeling for diversity at close proximity and save the expense of providing more roads, police traffic services, and the like. Car-free conversions provide by design, planning, and major remodeling the access that transportation is supposed to deliver.

Passageways like those promoted by Jane Jacobs in *The Death and Life of Great American Cities* that go through or between buildings in the middle of blocks add enormously to the pedestrian environment, as do beautiful hallways in public buildings such as libraries, government buildings, museums, post offices, and train stations. Streets and sidewalks can feature beautiful tile work or inset stonework. The details here, too, can be just wonderful. In 1976 I discovered a "time line" about a hundred feet long painted on the sidewalk in front of the small public library of Prescott, Arizona, taking in all of evolution from "The Beginning," replete with clouds, light beams, and angelic cherubs, through the crescendo of recent history in the last few feet before the library's main entrance. Other elements of connection, such as exterior transparent elevators with views, escalators, and bridges between buildings can be part of a lively pedestrian transportation system. From Minneapolis and Cincinnati to Adelaide and Melbourne, there are bridges and walkways between buildings, some sealed and some open. Nine bridges, one above the other, soar between the two towers of the forty-two-story California Center Building in downtown San Francisco. People movers — the conveyor belts in air terminals that help get people and bags from garage to service counter to gate — could be used in larger, more three-dimensional downtowns.

Features that protect in harsh weather, such as shade trees or cloth stretched over marketplaces, broad porches and verandahs in hot climates, wide eaves on buildings, or colonnades and arcades over sidewalks in wet climates, all make the pedestrian environment work better. In British Columbia, roofs are built over walkways that traverse long distances between university buildings. In Hilo, Hawaii, I walked hundreds of feet one night between several buildings of the university campus with dense sheets of water roaring down inches from me on both sides, without getting wet. Whole pedestrian streets or spe-

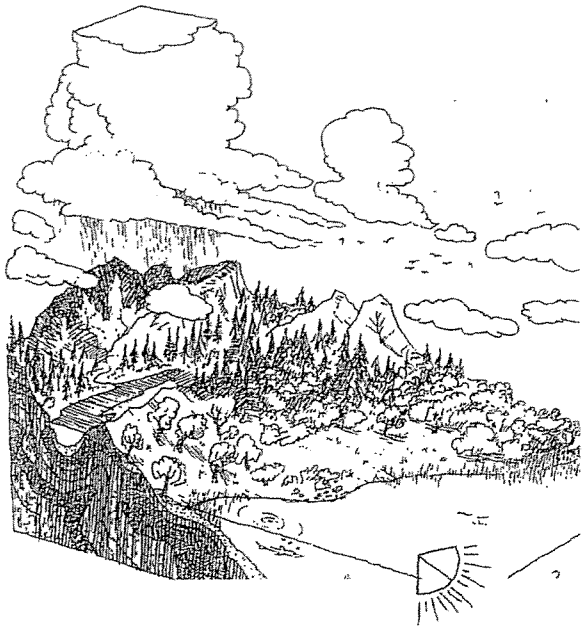
cial intersections can be seasonally covered. Awnings attached to the sides of buildings serve this function fairly well today. Bernard Rudolfsky takes us on

> ...a leisurely walk under Bologna's famous *portici* to the mountain sanctuary of the Madonna di San Luca. The distance is about four miles, the last part leading through rural country to a height of eight hundred feet above the plain, with fine views of the Apennines, the Adriatic Sea, and, with luck, the Alps. The point is that one walks, first through the town, and then up the mountain, under a continuous stone canopy, an astonishing piece of architectural extravaganza, even to the blasé.[21]

In winter snow or blasting summer sun, this structure with its roof and marching arches lavishes kindnesses on the pedestrian, providing a means of access almost unbelievably extravagant to today's mind, but only because we forget how much more expensive and extravagant freeways for drivers are than amenities for people on foot. Bridges between buildings, sometimes called skyways, are condemned by some urban theorists as dreary features taking life from the city streets, and in some cases that is true. But if we were to lavish a little care on these structures, for example, instead of the sealed tubes linking some buildings at the second, third, or fourth floor level made of glass and seasonally openable, the questions of esthetics and pleasure would be addressed. Minneapolis has seven miles of glass skyways that link hotels with shopping and other public areas in the city's cold, extreme winter weather. If the density is sufficient that both the ground level and a level above can be simultaneously lively, the complaint about bridges deadening the street level is gone even in the best of weather. Shopping centers, malls, tourist areas, and high-density areas I know in downtown San Francisco all thrive with lively street level activity and the levels above united by bridges. Spending a little extra money on these can make them great. Bringing them into common usage, rather than keeping them rare, usage could take them from Aztec wheeled-toy status to high utility in a world moving away from car dominance and toward pedestrian convenience and pleasure.

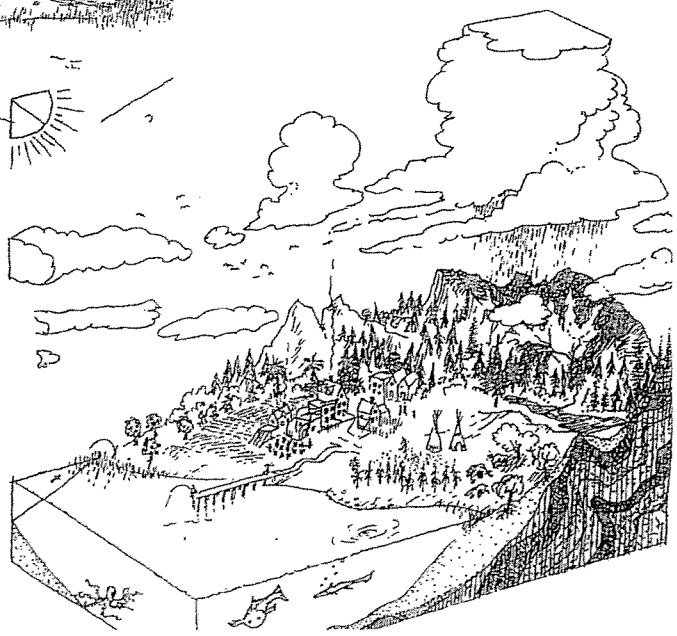
All of these pedestrian-pampering features are integral parts of the advanced new urban transportation system of the future, but there is more. Good bus stops, with posted schedules and maps, help support the walkable centers. Covered and wind-screened bus benches make a big difference. On a cold night in Stockholm in 1972, I sat down on a bus bench — and reflexively popped right back up. It was warm! Comfortable and attractive public benches in the streets and parks make a town pleasurable and lure people away from cars.

Urban features that do not at first glance seem related to transportation and access can



Nature's diversity + cultural diversity = more integral design.

A range of principles apply directly to designing ecological cities. Chief among them is the fact that taking up a fraction of a rich natural bioregion, illustrated here on upper left, can, on the lower right, result in an overlay of human ecology that has its own rich diversity that doesn't degrade the adjacent natural environment. There might be a slightly smaller number of individuals of particular species but the same number of species. The guidance here is that natural diversity and the built infrastructure need to be designed and planned in relation to one another.



inspire, even enchant, the citizen moving about the walkable centers. Such pedestrian features deflate the allure of the automobile by outdoing it. The water art of German designer Herbert Dreiseitl takes streams — artificial and real — down staircases, through swirling "flow forms," and into ponds for biological purification or puddles for city kids to splash in. In Freibourg, Germany, air-freshening channels of water about eight inches wide and four inches deep called *Bächle* course through pedestrian streets. Step in one, goes the local legend, and you will fall in love and marry in Freibourg. The spectacular six-story waterfall inside the big atrium of San Francisco's Rincon Center also functions as part of the cooling system, and when viewed from the right angle, creates rainbows inside the building. I haven't heard of these yet but they could be built: giant hanging planter pots hovering over a public square moving in the breezes like Alexander Calder mobiles, holding butterfly bushes and humming bird-attracting flowering vines turning in the wind, with butterflies and birds following their movements. Why not prism aqueducts carrying water through plazas and lobbies, leading to waterfalls or fish ladders, casting shimmering spectral colors across open landscapes or atriums or into sun porches or rooftop arboretums?

The terracing of buildings, with rooftops used for planting, as found in some older resort hotels, has recently been incorporated, for example, in the Austrian artist Friedensreich Hundertwasser's colorful eleven-story low-income housing project in Vienna and the new Gaia Building in downtown Berkeley. Pedestrian bridges linking similar pleasant rooftops are scattered here and there around the world. Kathmandu, Pokhara, and Darjeeling, facing the great Himalayan range, have a large number of rooftop restaurants, picnic tables, and informal work and leisure places under the sun, sporting colorful umbrellas, prayer flags, and drying laundry. Rooftops there, sometimes connected by bridges, are used by locals and tourists alike. The rooftops with bridges become a transportation system in their own right, and at the same time a place like no other from which to contemplate and comprehend the city and its environs. Some buildings incorporate bridges not just as links to other buildings but as a building in its own right, with space utilized for a library, for offices, or for residences passing over active streets below. I've counted seven such bridge buildings on the University of California campus in Berkeley; part of the City Hall complex of Palermo, Italy, is another one; and Frank Lloyd Wright's Marin County Civic Center Building is, in fact, a triple bridge over wide driveways.

Although aqueduct-like structures for streetcars in hilly cities like the one flying through the air on stone arches high above downtown Rio de Janeiro are rare today, they can link the ecocity's parts in a wholeness experienced in natural environments but sel-

dom sensed in today's cities. Utility aqueducts, taking their hint from Roman water aqueducts, have been built new in Malagueria, Portugal, where they carry water — but this time in pipes — electricity, phone lines, and shade in the form of shadows cast into the streets in the hot climate. Everyone in a built environment like this can sense that someone knows and very likely loves the place and encourages that feeling in others.

"Intelligent" Highways, Cars, and Buildings

Advocates of the wired village of the future tell us to move electrons, not people — to wire the ten lane freeways, make them "intelligent," and build "smart cars." "Intelligent" buildings, they say, will have energy conservation systems that take care of themselves.

"Intelligent" highways inform the driver of conditions ahead by radio alert or expensive electronic signs. Electronic toll plazas collect tolls by reading a signal transmitted by the car as it passes, automatically transferring money from the driver's bank account to the bridge authority's. Someday they might even move the car forward by pumping electricity into the car's electric motor with a magnetic induction field created by wires buried in the highway itself, while, once again, simultaneously draining the driver's bank account and shifting money to the highway owner's. The "intelligent" highway can let drivers know that there is a wreck in the left lane three miles ahead so that they can get off the freeway and clog up the local streets. Often what it can tell drivers is something he or she can see anyway. In other words, this kind of "intelligence" can add counterproductive or superfluous information at high cost to a polluting, energy-squandering transportation system while victimizing people living nearby, who may not even own cars.

Telecommuting, another electronic "solution," also promises contradictions. It could simply reinforce suburban isolation and preserve or even extend sprawl. The vision of everyone alone in the suburbs united by electronics is fundamentally different from the vision of people in face-to-face communities. Just as cheaper, more "efficient" automobile transportation gave people access to ever more distant and cheaper land, thus expanding sprawl development, so the computer makes it possible to travel to the job site less frequently.

Not all that tingles with electrons is dubious or damaging, however. In the service of intelligent ways of building, computers could figure in reshaping cities and suburbs around walkable centers. Large corporations could use computers to help break up their mega-offices and centralized functions and scatter them to satellite offices in the suburbs and small cities where they could form nuclei of ecotowns and even villages, drawing in more density around public plazas and pedestrian areas on which the corporations could help capitalize. They could invest in the long term by designing and building passive energy-

conserving buildings and installing solar technology. These centers could attract a variety of services to revitalized centers or new ones. Housing could be built near jobs, shops, and services to rebalance development. Efficient transit services and transit stations could serve these new centers.

In another version of such a physical arrangement, large companies could be replaced by smaller ones located in future small ecotowns, ecovillages, and neighborhood centers. Customers could switch from large companies to small ones, shifting economic investments and habits closer to home. Smaller companies could be encouraged — through loans and other assistance to small businesses of the sort provided by local economic development offices and federal small business administrations, and especially through changes in zoning regulations — to set up operations in small centers with supplies, services, shops, homes, education for the kids, parks, and nature all within walking distance. Electronic technology would seem to make this alternative more practical than ever by helping to create more diverse business cores for vital, real community centers. Most of the profits in this model would circulate inside the community.

Depaving while Rebuilding

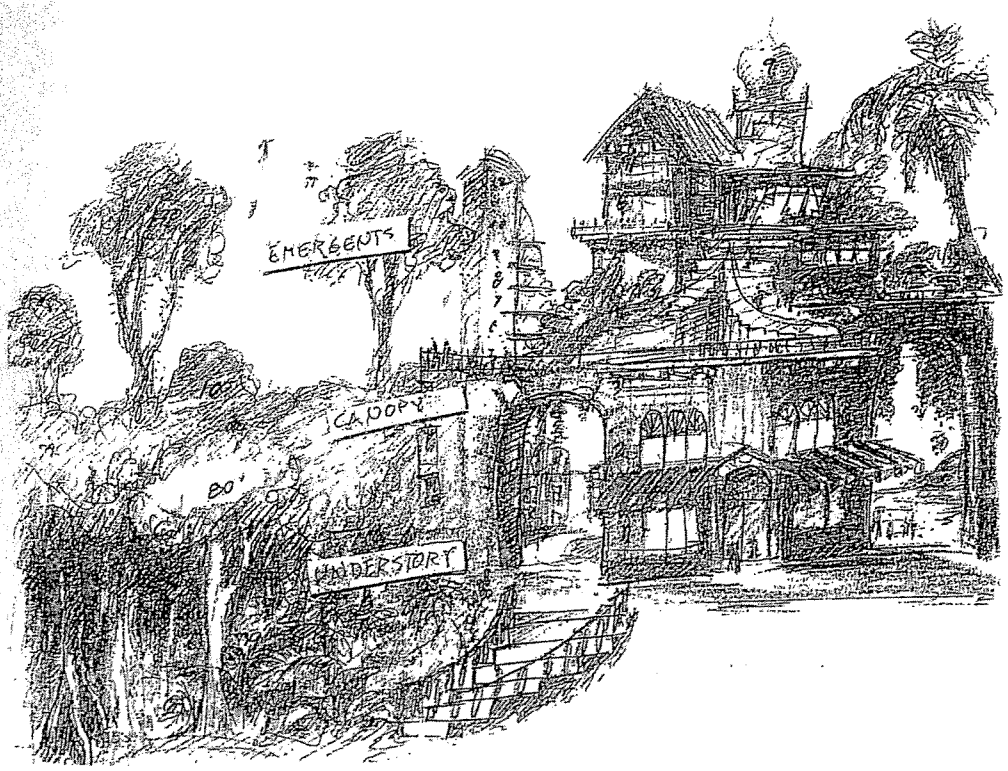
The inescapable conclusion about access and transportation is that we have built an immensely destructive transportation infrastructure and need to create access in a different way. What this implies is tearing up the asphalt and rolling back sprawl: organizing the community, buying the seedlings, breaking out the sledge hammers, warming up the muscles, and firing up the bulldozers — on our side this time.

Nature depaves. Why don't we? My favorite depaving-cum-restoration project is one that must have been completely accidental. On the freeway from Santa Fe to Pecos, New Mexico, traces of the old road are still visible. The new highway cuts a swath through the landscape, while the older road weaves in and out of the line of the new highway. The old road goes up and down and snakes about from side to side considerably more than the modern wonder, sometimes higher, sometimes lower, looking like the oxbows of a meandering river. It appears that the state didn't have enough money in the budget for the new highway to grind the old highway into dust and gravel. It just let weather and time take care of it, and weather and time are doing a good job.

The old highway's asphalt has partially dissolved and washed away under forty or fifty years of intense New Mexico sun, occasional cloudbursts, and the action of water freezing and expanding, melting and evaporating, many dozens of times each year, year after year. The old dashed white line and the yellow line are still there in thick paint holding pebbles and grains of sand together where the long-departed petroleum bonding material has washed away. Chamisa, a powder-blue

bush with bright yellow flowers in the spring, has sprouted there, though it usually lives exclusively in the wet, sandy valley bottoms. On the moldering old road its seeds have found the cracks and enjoy the increased runoff concentrated by the road surface. Thus, the crumbling road actually adds to the hilltop biodiversity. Whole trees, looking extraordinarily healthy, now ten and fifteen feet tall, grow right out of the middle of the road, prying open the failing pavement like wedges. The forty or fifty years represented on this humble piece of highway with its sun-basking lizards and cicada-buzzing piñons is a very thin slice of evolution. Given half a chance, nature will recover.

Jan Lundberg, founder of the Alliance for a Paving Moratorium (a project of his Culture Change Institute), was once co-editor and publisher, with his father, of the *Lundberg Letter*, the influential oil industry survey and subscription journal. He often asked oil industry executives what they expected would happen when oil ran out, and they always said, "It won't



Understory, canopy and emergents. *Forests frequently layer their ecological zones as understory, canopy and emergent trees rising occasionally above the other. The built infrastructure of dense pedestrian towns could also be seen in this light.*

run out. We'll find more." Jan considered this answer absurd and dangerous, so he quit the *Lundberg Letter* and organized the Alliance for a Paving Moratorium, reasoning that calling for a halt to paving would be a shocking notion that could alert people to the destructive effects of the car/sprawl/highway/oil civilization. I told him that he was getting close, but we need something even more shocking: the battle cry "roll back sprawl!" If we could be vigorously building ecocity centers, at the same time we could be building bicycle and transit systems with the people in place to use them. In no time we could be happily bulldozing large tracts of suburban sprawl. Employing the powers of nature and time in the way of the under-funded highway department of New Mexico — by benign neglect — would be the low-budget approach to depaving. We could let derelict shopping center parking lots turn into weeds first, then bushes, then trees all by themselves — or buy the real estate and really do the job right.

We need not only to stop new paving, but to begin depaving what should never have been paved in the first place.

We need not only to stop new paving, but to begin depaving what should never have been paved in the first place.

A major motorway was recently removed from the side of the Willamette River in Portland, Oregon, and replaced with a riverside walk and park. A marsh full of native plants and wildlife has been reestablished where the airport runway of Crissy Field used to be in San Francisco's Presidio. In the suburbs of St. Paul, Minnesota, in an area called Phalen Village, a failed shopping center and its enormous parking lot have been bulldozed to restore a lake filled forty years ago. According to St. Paul city staff planner Al Torstenson, it was a Master's student at the university named Sherri Buss who proposed opening the lake again, adding new development that would define a vibrant neighborhood center. To everyone's surprise, the idea was large enough to intrigue the neighbors, and Harrison Fraker, then at the University of Minnesota and now dean of the School of Environmental Design at the University of California at Berkeley, helped secure the funding for a planning process that produced a convincing plan. Says Torstenson:

> It always wanted to be a lake, even after it was paved. Water collected in the parking lot during rains and stayed for days, and by the end a few cattails were pushing through the asphalt even before the bulldozers came back. One day last fall I saw ducks floating in the rain puddle in the middle of the parking lot near those reeds. The lake was insisting on coming back.[22]

One old-timer in Phalen Village told him, "I was there fishing when the first dump-truck arrived. Never should have filled that lake in the first place." Most of the shopping center is gone now, down to 40,000 square feet from 260,000 square feet, and new construction and remodeling are adding to the housing

and creating a small commercial center along a new transit line and a new bicycle path beside the restored lake.

Around the United States a few other old shopping centers gone belly-up are being bought by developers and transformed into new housing developments. None I know of is as ecologically inspirational as Phalen Village. Many are utilizing the New Urbanists' medium-density housing formula. The Crossings in Palo Alto, California, a project by architect Peter Calthorpe's Berkeley-based firm, has accomplished this next to a rail road crossing and commuter stop. Small plazas and greens have been created as part of these projects but they are not enough in number to make a dent on trends in the opposite direction — pedal-to-the-metal sprawl. But they do constitute an important step in the right direction.

The depaving strategy needs to make freeways smaller, reducing them from six to four lanes, for example, then to two, as demand shrinks because of ecocity building and the rebuilding of railroads and humble, inexpensive rural two-lane roads. We would be downsizing, not destroying transportation, perhaps adding small roads while removing big ones. Just as the biosphere needs corridors for migration, ranging, and habitat continuity, so society needs social-ecological links with itself and nature. These are the bicycle and footpaths that meander out from cities and towns into natural and agricultural land and off to other cities. They would pass under or over intersections with wildlife corridors. They could be greenways like the ones in Nepal, which help prevent rather than increase erosion — roads of firm crabgrass-like plants that can give support to people on foot, bicycles, and even light vehicles like electric carts, but do not interrupt the natural order. Similar small roads, though hard-surfaced, are being built along city waterfronts, for example around San Francisco Bay — the Bayshore Trail — and in an ambitious effort in Scotland, England and Wales in a system called the Sustrans (for *Sus*tainable *Trans*portation) Traffic-Free Network. This is a system of country paths for bicycle and foot traffic, not for cars, and it is approaching, in 2005, a total of 10,000 miles and growing. Tremendous! The organizers, based in Bristol, England, are working to consolidate a number of these routes from one end of the UK to the other, including Northern Ireland.

This is how most of the transportation of the ecocity civilization should be. Like most other "radical" features of our future ecocity civilization, it actually exists, like a humble but intelligent creature poised in an obscure niche, mostly unnoticed among the dinosaurs, ready, with just a little encouragement, to replicate and spread over the world.

Shortly we will describe means to systematize depaving and withdrawing from sprawl in an orderly, strategic manner. But for now, time to travel on.

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: 1 ***FILE No.:*** _____ **Meeting Date:** 6/11/07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

If you fail to complete this form, you may jeopardize your right, or ability to appeal the decision made on the application in question.

If you submit written testimony **OR** if you complete this card and testify at the hearing, you will receive written notice of the decision made following this hearing with regard to the application in question.

Please check one:

[ ] PROPONENT (For)
[X] OPPONENT (Against) of Frontage Rd that connects to Providence Dr.
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

Please print legibly:

Name Larry Bowe **Phone Number** 503-537-1701
Professional Standing *(if representing someone)*
Mailing Address *(including Zip Code)* 1001 Providence Dr.
Newberg OR 97132

Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

K:\WP\PLANNING\MISC\WP5FILES\NUAMC\NUAMCMTG.FRM Revised 2/01

CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: 1 + 2 ***FILE No.:*** URA-05-10 SENTP **Meeting Date:** 6-11-07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

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Please check one:

[X] PROPONENT (For)
[ ] OPPONENT (Against)
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[X] WRITTEN COMMENT (oral testimony not required)

I represent Willamette Boiler's Group, specifically Mr. Brent Keys. We are in favor of the SENTP as well as the Legislative URA amendment. We concur with staff's findings and believe the SE Area should be included in the URA and the SENTP should be approved

Please print legibly:

Name Michael McDonald **Phone Number** (503) 419-2500
Professional Standing *(if representing someone)* Land Use Planner
Mailing Address *(including Zip Code)* 5415 SW Westgate Drive
Portland, OR 97221

Signature

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CITY OF NEWBERG / YAMHILL COUNTY
NUAMC MEETING
PUBLIC COMMENT REGISTRATION FORM

PLEASE STATE YOUR NAME AND ADDRESS PRIOR TO SPEAKING

(Agendas available at entrance)

Agenda Item No.: 1 ***FILE No.:*** _____ **Meeting Date:** 6/11/07

If you wish to make ORAL COMMENTS at this meeting, or submit written comments, please ***provide all of the information requested below.*** Agenda item numbers and project names are on the agenda. If you are attending the meeting to observe, you do not need to fill out a Registration Form.

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If you submit written testimony **OR** if you complete this card and testify at the hearing, you will receive written notice of the decision made following this hearing with regard to the application in question.

Please check one:

[ ] PROPONENT (For)
[X] OPPONENT (Against) Frontage Road to Providence Dr.
[ ] UNDECIDED (Testify during either Proponent or Opponent testimony)
[ ] WRITTEN COMMENT (oral testimony not required)

Please print legibly:

Name JOHN BRIDGES **Phone Number** 538-3138
Professional Standing *(if representing someone)* Attorney for Providence
Mailing Address *(including Zip Code)* 515 E FIRST ST
NEWBERG, OR 97132

Signature

THANK YOU FOR COMPLETING THIS! These forms help us spell your name correctly for the permanent record and assists the Committee Members in determining time limits if there are many residents present.

K:\WP\PLANNING\MISC\WP5FILES\NUAMC\NUAMCMTG.FRM Revised 2/01

UGB 05-015

BROWN, TARLOW, BRIDGES & PALMER, P.C.
Attorneys at Law

ALLYN E. BROWN
DONALD O. TARLOW
JOHN BRIDGES
STEPHEN C. PALMER
TRUMAN A. STONE

515 EAST FIRST STREET
NEWBERG, OREGON 97132
PHONE: (503) 538-3138
FAX: (503) 538-9812

June 7, 2007

Mayor Bob Andrews
City Councilors
City of Newberg
414 East First St
Newberg, OR 97132

Yamhill County Commissioners
535 NE Fifth Street
McMinnville, OR 97128

NUAMC Members
c/o City of Newberg
414 East First St
Newberg, OR 97132

Re: Frontage Road Connection to Providence Drive
Providence Newberg Medical Center (PNMC)

Dear Mayor Andrews, Councilors, NUAMC Members, and County Commissioners:

The purpose of this letter is to respectfully encourage you to abandon the idea of a frontage road between Providence Drive and Corral Creek Road. It does not make sense to add traffic conflicts between pedestrians and vehicles on a medical center campus. PNMC has invested significant effort and finances to design their medical campus to include safe pedestrian pathways and also intuitive vehicular driveways. Adding additional vehicular traffic of general Newberg residents will cause serious problems.

PNMC has consistently disagreed with the City staff about having Providence Drive connect to any through streets. PNMC believes it is a bad idea to have circulation through the campus that is other than for campus access. The City staff was of the opinion that the property to the south needed access to the hospital site and that it would be only a local access. As you are aware, the property to the south is not fully developed, so it is still unknown whether only "local access" will occur. If PNMC is lucky, that property will be developed in a way that will not attract outside trips through the campus. If they are unlucky however, some commercial or industrial development might draw significant trips through the campus to access the property to the south, or for the users of the property to short cut to Hwy 99W.

The staff now propose a second road to connect to Providence Drive which is clearly a through street. Even if the road is placed where Councilor Soppe suggested it will result in significant trips through the campus. Although a majority of the trips will probably head north to Hwy 99W (not yet studied) many users of the road may instead desire to avoid Hwy 99W (with its traffic lights) to access places like Fred Meyer via Providence Drive and Hayes Street. Both trips will conflict with pedestrian traffic between future medical office buildings and the medical center.

Councilor Soppe's proposed location of the road has several significant drawbacks. The first reason the proposed road location is inappropriate is that it assumes that PNMC will not use the northeast corner of their property east of Providence Drive. There is an approximately 2.86 acres that will provide future medical office buildings or other facilities. Enclosed is a map showing the acreage. The map previously provided to you, does not show a structure there simply because the map was focused on showing the additional space that would be utilized by the relocation of the golf course. In the long term this 2.86-acre parcel will be used for important facilities as yet to be determined.

The second drawback is that the road connection would cause Providence Drive to be widened to three lanes at intersections at least. The center turn lane will make it more difficult for pedestrians to cross the street because of the additional lane to cross. Think in terms of a mother with young children or a wheelchair bound person attempting to cross three lanes of traffic at the intersection as compared with two.

Third, the first driveway location for PNMC was not designed for significant traffic loads on Providence Drive. If additional traffic is added to Providence Drive, then traffic waiting to turn left onto Hwy 99W from Providence Drive will back up and block the entry and exit that is closest to Hwy 99W. This will necessitate additional turn lanes at Hwy 99W, which will make this intersection more difficult for pedestrians to navigate. Currently it is four lanes wide because it has a lane to connect to the north side collector, and it probably would need to increase to five lanes.

It has been difficult to gather actual data on pedestrian/vehicular accidents on Providence campuses. We will continue to work toward obtaining additional information on this issue. However, I spoke with Spike Sumner of Providence Newberg Medical Center about conflicts at the old Villa Road hospital site and he provided anecdotal information as to several accidents. One of the incidents involved Nan Macy, Certified Nurse Midwife, who was struck by a car/van while crossing Villa Road to rush to a delivery. She was in a crosswalk and the motorist who struck her was a through trip. She indicated that people at the Villa Road site were often not paying attention to pedestrian traffic.

Please keep in mind that Providence views this site as a forty to fifty year investment in serving our whole region's medical care needs. To understand how the development might occur I would like to show how it has occurred at St. Vincent Medical Center and Providence Portland over a period of about 30 to 40 years. I have enclosed 25 copies of their layouts so they can be distributed to all the decision makers. There are three issues to consider as you look at these documents. The first is that in both circumstances they started out as singular hospital structures and over time developed into very large complexes of multiple health care facilities. The second is that neither campus has a through street. The third consideration is best displayed on the Providence Portland master plan. It shows the detailed analysis that PNMC engages in when considering circulation within the campus. This is to assure the utmost pedestrian safety.

When asked to comment about having a public road through a campus, Rich Hildreth, Director of Security Department for Providence Health Services, Portland Service Area, had the following comments:

"1. A public road would reduce future flexibility in creating efficient campus traffic flow, both vehicular and pedestrian, once the south and east property is developed.
2. A public road limits pedestrian right-of-way over vehicles specifically to crosswalks.
3. Way-finding would be hampered by signage constraints that the City must approve.
4. Campus access and the security perimeter will be compromised if a public thoroughfare is put in causing a loss of access control, i.e., ability to address improperly parked cars or an emergency event requiring road closure to ensure orderly access. A public street depends on the availability of overburdened police resources to address concerns.
5. Enforcement of speed/safety rules on the current private road can be addressed with employees through personnel actions. A public road would require police presence and official enforcement of laws.
6. Increased traffic volumes would clearly increase risk of a crash event involving cars and/or pedestrians.
7. Increased traffic will increase employee travel time across campus negatively effecting productivity."

The campus is already compromised by one "through street" as a result of Providence Drive being connected to Hayes Street. Adding a second connection to Providence Drive that would deliver cars traveling north and south on Providence Drive to other destinations besides the

PNMC campus creates additional safety risks. We ask that NUAMC recommend that the frontage road be eliminated, and that the City Council eliminate further discussion of this proposal.

Yours very truly,

BROWN, TARLOW, BRIDGES & PALMER, P.C.

John Bridges/cml

John Bridges

JTB:cml

Enclosures for all decision makers: Map of Providence Newberg Medical Center campus
Color Map of Existing Vehicle Circulation Providence Portland Medical Center
Color Map of Providence St. Vincent Medical Center

cc: Dana White

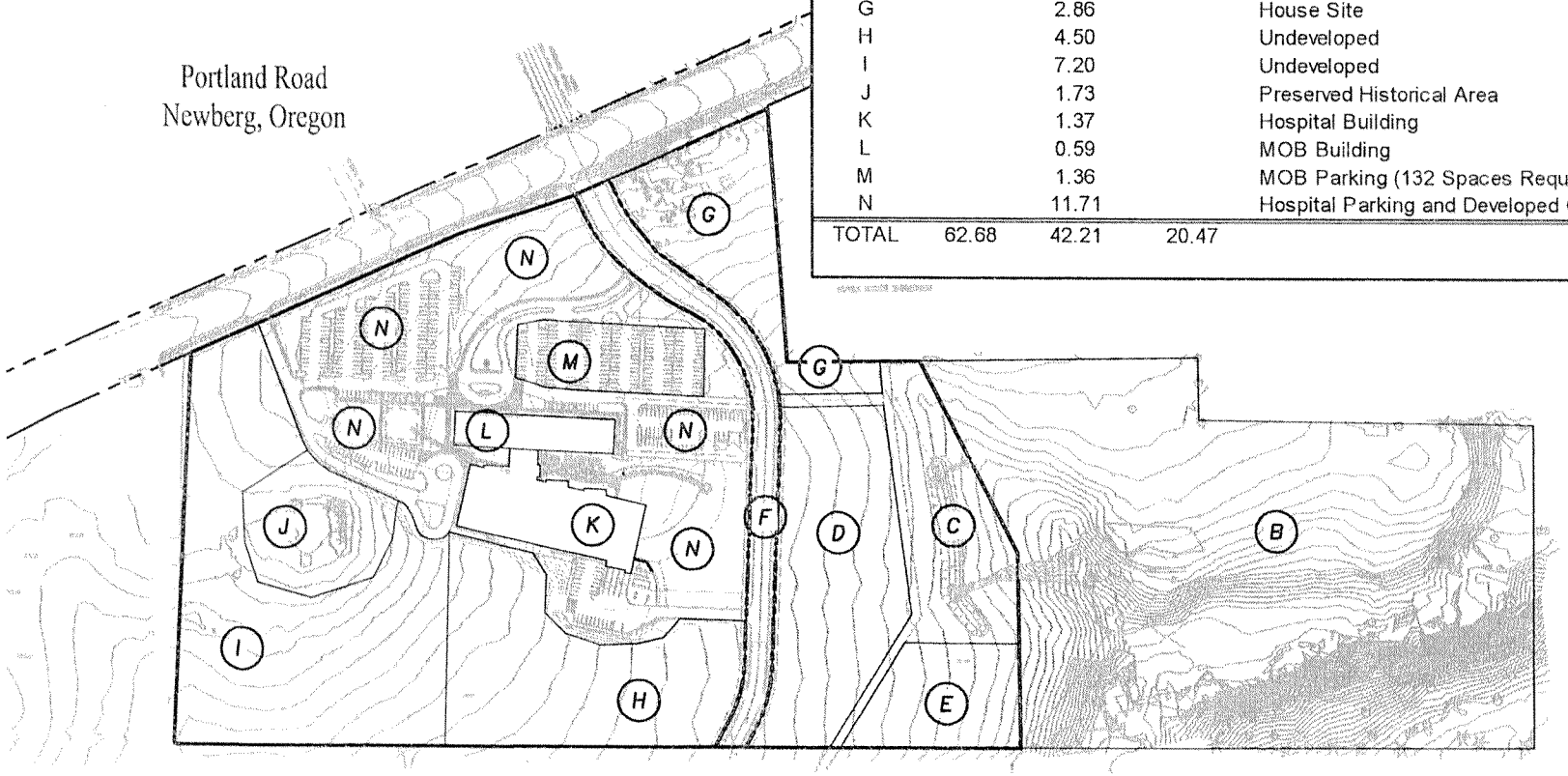
Providence Newberg Medical Center

Portland Road
Newberg, Oregon

GRAPHIC SCALE

AREAS AND USE

I.D.	AREA (acres)	CITY	COUNTY	DESCRIPTION
	62.68			Property Total
A		42.21		City Total
B			20.47	County Total
C		2.98		Utility Zone
D		4.20		Undeveloped
E		1.67		Undeveloped
F		2.04		Public Street Right-of-Way
G		2.86		House Site
H		4.50		Undeveloped
I		7.20		Undeveloped
J		1.73		Preserved Historical Area
K		1.37		Hospital Building
L		0.59		MOB Building
M		1.36		MOB Parking (132 Spaces Required)
N		11.71		Hospital Parking and Developed Common Area
TOTAL	62.68	42.21	20.47	

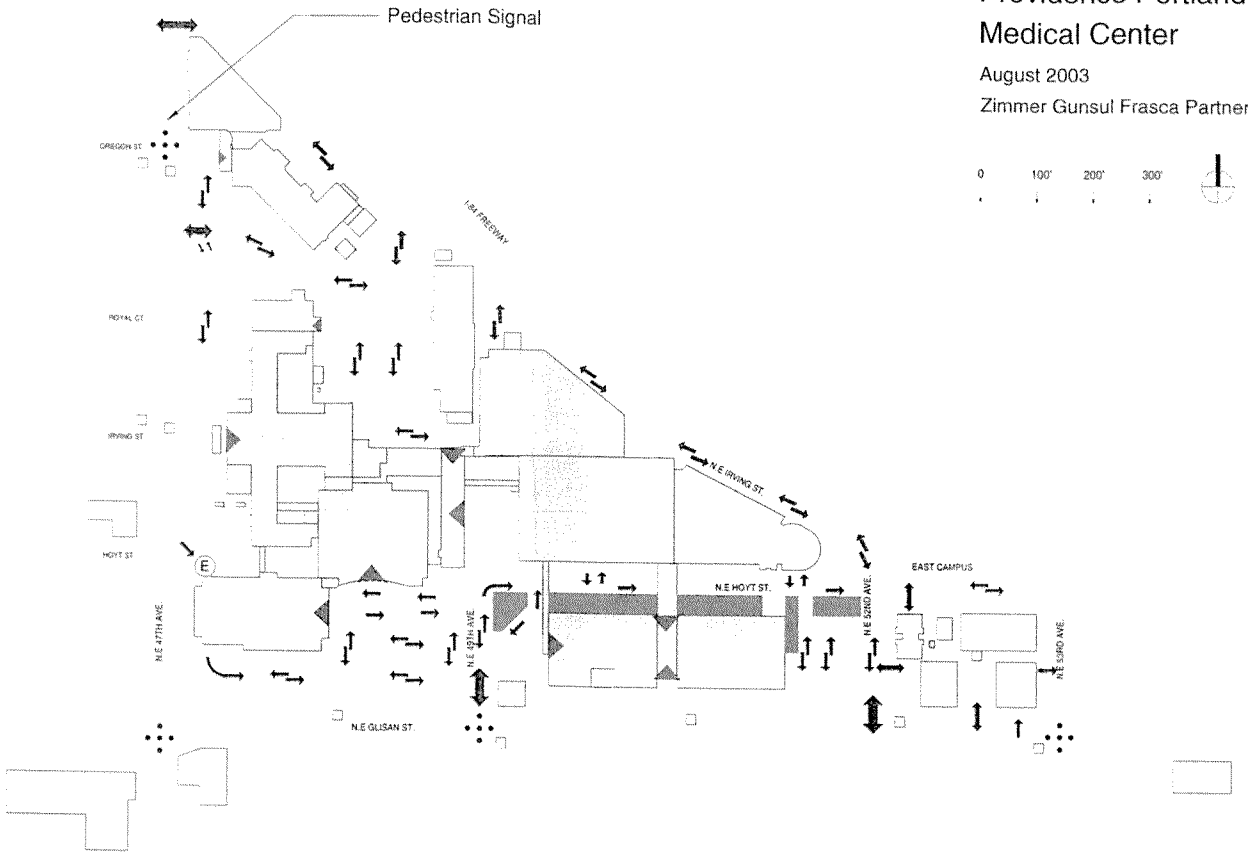


PRINT DATE: MARCH 30, 2007

Anderson Engineering, Inc.
Civil Engineering Land Surveying Mapping
112 N. Springbrook Road
Newberg, Oregon 97132
(503) 537-1110 fax (503) 537-0910

LEGEND

- CAMPUS ENTRANCE POINT
- PUBLIC TRAFFIC DIRECTION
- SERVICE TRAFFIC DIRECTION
- BUS / SHUTTLE STOP
- MAJOR BUILDING ENTRANCE
- EXISTING TRAFFIC SIGNALS
- E AMBULANCE ENTRANCE



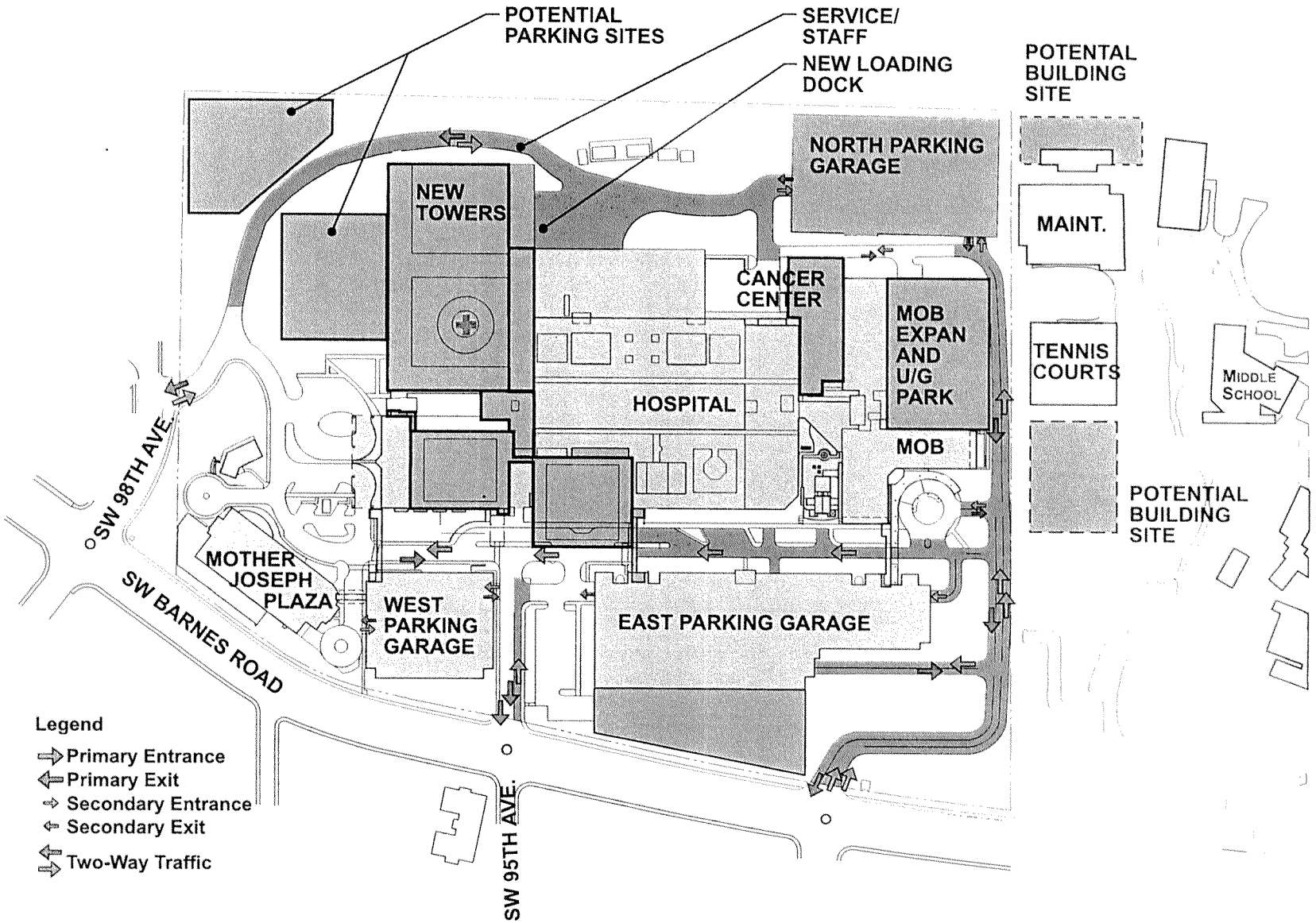
Existing Campus Vehicle Circulation

Providence Portland Medical Center

August 2003

Zimmer Gunsul Frasca Partnership

0 100' 200' 300'



2040 Vehicular Traffic Circulation

Site Circulation and Traffic

FILE
UGB-05-015

Barton Brierley

From: Mike Ard [mike.ard@gmail.com]
Sent: Tuesday, June 05, 2007 5:10 PM
To: Barton Brierley
Subject: Providence Questions and Answers
Attachments: ProvidenceQuestionsMemo.pdf

Barton,

Attached is a short memo discussing the questions Providence has raised regarding the proposed east/west street connection. I have also attached some reference data that was not previously included in the record that I drew on for the answers.

One additional note not included explicitly in the memo that you should be aware of: I believe the distance between Highway 99W and the 1st driveway serving Providence allows for about 200 feet of storage for the northbound intersection approach to 99W. This means that the projected 95th percentile queues for the unconnected scenario would just barely fit in the available storage, and that with the road connection the queues would extend beyond the driveway. This probably sounds more problematic than it is, since the queuing vehicles would largely be coming from the Providence driveway and the new east/west road. This means that during 5% of the year 2025 peak hour, one to two vehicles may be waiting to turn onto Providence Drive.

If you would like me to send this information to John Bridges, please let me know. It may help keep things cleaner if you pass it along though.

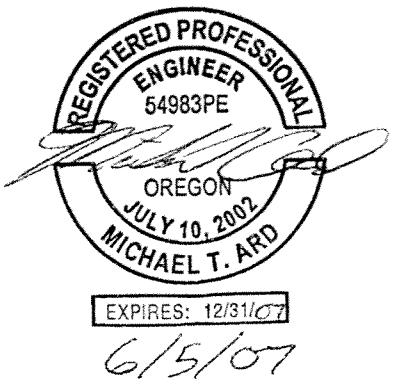
If you have any other questions or concerns, please feel free to call me at any time.

Thank you,

Michael Ard, PE
Lancaster Engineering
(503)248-0313

LANCASTER engineering

MEMORANDUM



TO: Barton Brierley, City of Newberg

FROM: Michael Ard, P.E.

DATE: June 5, 2007

SUBJECT: **SE Newberg URA/UGB Expansion: Questions from Providence Newberg**

We have received an inquiry from Providence Newberg Hospital regarding future traffic operations in the vicinity of the hospital and the likely impacts of the proposed east/west connector road between Providence Drive and Corral Creek Road. This memo was written to summarize the questions and provide answers based on our previous analysis work.

1) It has been proposed that the east/west connector road could be routed to intersect Providence Drive north of the hospital in order to minimize the impact of through traffic on the hospital campus. How many of the east/west connection trips travel to and from the commercial areas west of Providence on the south side of Highway 99W and may continue to pass through the hospital campus?

The select zone assignment provided by TPAU indicated that about 14% of site trips will have destinations in this area. Since trips originating from the vicinity of Fernwood Road to Wilsonville Road would not be expected to use the new east/west roadway, it is anticipated that only about one third of the trips destined to this area would use the roadway. In total, approximately 80 to 100 trips may go through the hospital site traveling to and from destinations in the commercial areas during the evening peak hour.

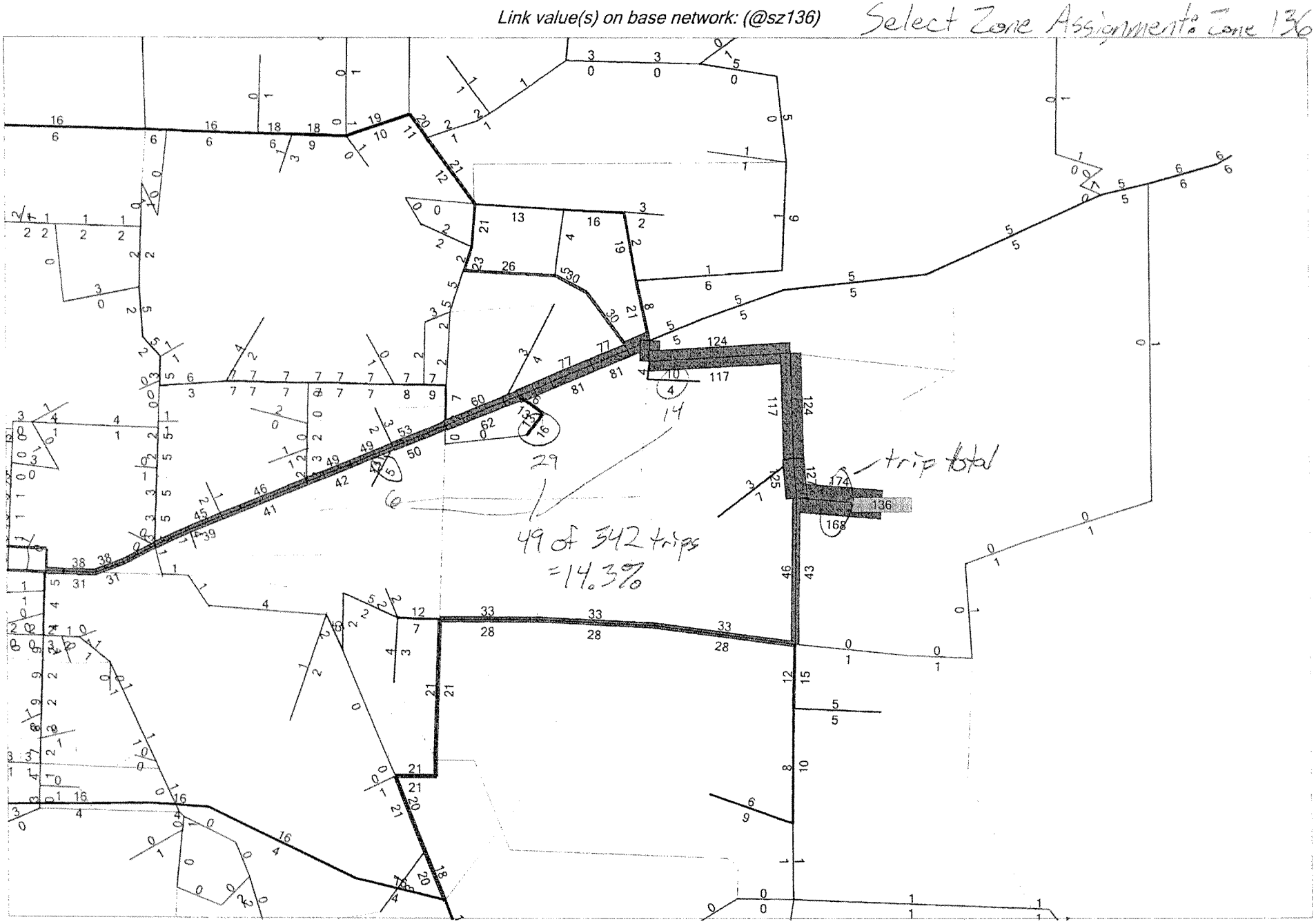
2) How do the projected traffic volumes on Providence Drive compare to the traffic volumes that would have been experienced at the previous hospital location on Villa Road?

Based on data provided in the Providence Newberg Hospital Master Plan Traffic Impact Study, under year 2025 background traffic conditions Villa Road would accommodate 1,040 vehicles during the evening peak hour. Providence Drive is projected to serve 1,097 vehicles during the evening peak hour under year 2025 traffic conditions without an east/west connector road. With the east/west connection, Providence Drive is projected to serve 1,527 vehicles during the evening peak hour.

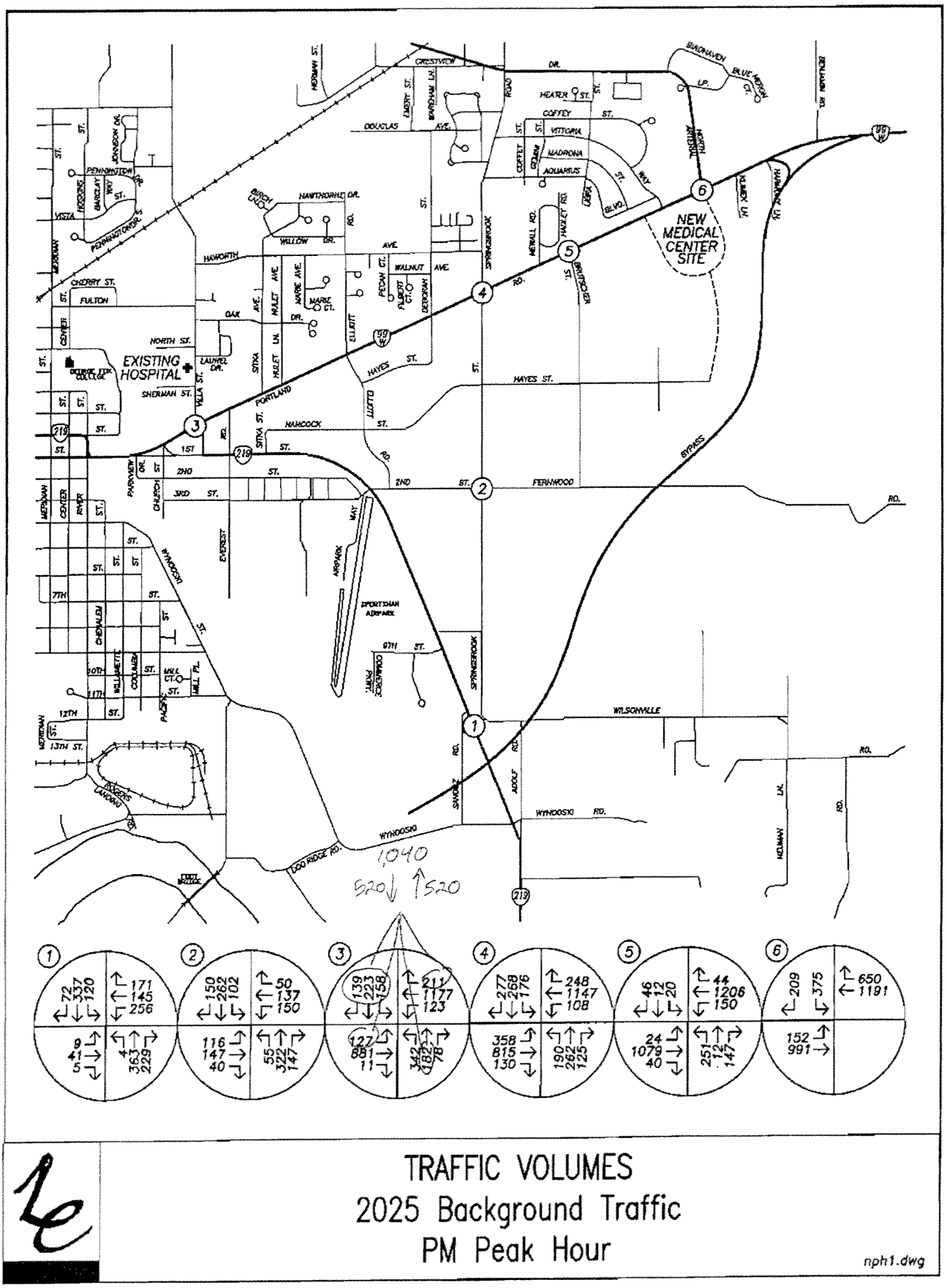
3) How long are the projected northbound queues on Providence Drive at Highway 99W?

The projected queue lengths will depend greatly on the lane configuration and timing plan that are ultimately selected for this intersection. Based on previous preliminary design work, we expect that the northbound approach will likely have dual left-turn lanes. Under optimized timing plans, the projected 95th percentile queue length for left turns on the northbound Providence Drive approach is about 190 feet without the east/west connector roadway and about 230 feet with the connection.

321 SW 4th Avenue, Suite 400 ▪ Portland, OR 97204 ▪ Phone 503.248.0313 ▪ Fax 503.248.9251



modified project title
Scenario 2401: City's UGB Expansion, Alt. 1 (Altered Scenario 2400)
2006-03-14 16:40 (hwye81u)



TRAFFIC VOLUMES
2025 Background Traffic
PM Peak Hour

nph1.dwg

Intersection: 1: 99W & Brutscher St

Movement	EB	EB	WB	WB	WB	NB	NB	NB
Directions Served	T	TR	L	T	T	L	L	R
Maximum Queue (ft)	590	619	364	184	204	440	292	250
Average Queue (ft)	369	381	239	102	114	202	182	77
95th Queue (ft)	572	596	347	167	182	352	277	179
Link Distance (ft)	607	607		1712	1712	1421		
Upstream Blk Time (%)	0.00	0.01						
Queuing Penalty (veh)	0	0						
Storage Bay Dist (ft)			400				250	250
Storage Blk Time (%)			0.00			0.03	0.01	0.00
Queuing Penalty (veh)			1			16	3	0

Intersection: 2: 99W & Providence Dr

Movement	EB	EB	EB	WB	WB	WB	NB	NB	NB	NB	SB	SB
Directions Served	L	T	TR	L	T	TR	L	L	T	R	L	L
Maximum Queue (ft)	425	590	618	321	419	414	252	260	160	207	67	71
Average Queue (ft)	130	400	444	139	251	235	152	155	45	73	21	29
95th Queue (ft)	316	550	578	257	372	347	231	234	112	159	53	63
Link Distance (ft)		1712	1712		6108	6108			1522			
Upstream Blk Time (%)												
Queuing Penalty (veh)												
Storage Bay Dist (ft)	400			350			600	600		200	300	300
Storage Blk Time (%)		0.05			0.01					0.01		
Queuing Penalty (veh)		9			2					3		

Intersection: 2: 99W & Providence Dr

Movement	SB	SB
Directions Served	T	R
Maximum Queue (ft)	182	210
Average Queue (ft)	54	76
95th Queue (ft)	125	165
Link Distance (ft)	1492	
Upstream Blk Time (%)		
Queuing Penalty (veh)		
Storage Bay Dist (ft)		200
Storage Blk Time (%)	0.00	0.00
Queuing Penalty (veh)	0	1

Intersection: 1: 99W & Brutscher St

Movement	EB	EB	WB	WB	WB	NB	NB	NB
Directions Served	T	TR	L	T	T	L	L	R
Maximum Queue (ft)	586	604	385	261	261	320	281	250
Average Queue (ft)	339	357	230	90	95	182	170	74
95th Queue (ft)	533	563	363	244	233	268	250	166
Link Distance (ft)	607	607		1712	1712	1421		
Upstream Blk Time (%)	0.00	0.01						
Queuing Penalty (veh)	0	0						
Storage Bay Dist (ft)			400				250	250
Storage Blk Time (%)			0.02			0.01	0.01	0.00
Queuing Penalty (veh)			9			5	1	0

Intersection: 2: 99W & Providence Dr

Movement	EB	EB	EB	WB	WB	WB	NB	NB	NB	NB	SB	SB
Directions Served	L	T	TR	L	T	TR	L	L	T	R	L	L
Maximum Queue (ft)	364	552	573	298	453	435	202	212	106	194	87	91
Average Queue (ft)	130	315	337	92	262	246	115	120	31	75	27	32
95th Queue (ft)	275	551	571	203	415	388	183	189	81	155	65	73
Link Distance (ft)		1712	1712		6108	6108			1522			
Upstream Blk Time (%)												
Queuing Penalty (veh)												
Storage Bay Dist (ft)	400			350			600	600		600	300	300
Storage Blk Time (%)	0.00	0.03			0.02							
Queuing Penalty (veh)	0	4			2							

Intersection: 2: 99W & Providence Dr

Movement	SB	SB
Directions Served	T	R
Maximum Queue (ft)	150	203
Average Queue (ft)	29	80
95th Queue (ft)	87	168
Link Distance (ft)	1492	
Upstream Blk Time (%)		
Queuing Penalty (veh)		
Storage Bay Dist (ft)		200
Storage Blk Time (%)		0.01
Queuing Penalty (veh)		1

V GB-05-015

Jivanjee Architect, AIA
Professional Corporation
Architecture • Planning • Urban Design

June 8, 2007

Barton Brierley
Planning & Building Director
City of Newberg
Planning & Building Department
P.O. Box 970, Newberg, OR 97132

Dear Barton,

The proposed amendment to the Newberg Transportation Plan has several issues that the planning commission needs to address at the next meeting.

1. The area indicated for future growth is based on inaccurate soils information. This was confirmed during the last meeting from the representative from Yamhill County. Until the city gets an accurate soils information and delineates areas of appropriate agriculture value, the city is not in a position to talk about transportation plan until the developable area is defined.
2. The proposed plan assumes that city growth will be based on high use of automobiles, which means all services will be located in a manner that everyone would have to have an automobile to access all services. There would be no services available based on walking or cycling distance. If this assumption is made, then there is a future potential for the city to be litigated due to environmental damages in the surrounding area.

If the City Planning Department does not inform the planning commission about creating a sustainable city, then the city will be liable in the future, because this information is currently available, and the planning process has not incorporated thus far. To ignore the potential mitigation solution for environmental problems caused by the planning process, which includes high use of automobiles within urban areas, would demonstrate a lack of responsibility on both the planning department and the elective members of the City of Newberg.

Please include this letter as part of my testimony at the next public hearing.

Also, you have still not informed me of the rules in which the planning department can restrict testimony, and based on your notice, the planning commission needs to establish what would be considered new information, so that the people who testified before can testify.

Sincerely,

Saj Jivanjee
M.Arch., M.U.P., NCARB, AIA

• 9055 S.W. Beaverton-Hillsdale Hwy. • Portland, Oregon 97225 • Tel. (503) 297-5160 • Fax (503) 297-4635

URA -05-010

Halsey Resources LLC
51 Garibaldi
Lake Osewgo, OR 97035
(503) 519-9691

Elaine Taylor
Newberg Urban Area Management Commission
Planning and Building Department
414 E. First Street
Newberg, Oregon 97132

June 8, 2007

RE: Wilsonville Road Southeast Area

We are writing in response to the request for testimony relating to the three additional parcels on the south side of Wilsonville Road being included in the urban reserve.

We would encourage the Newberg Urban Area Management Commission to consider extending the reserve boundary south of Wilsonville Road to at least the full length of the future high school site, or as far as where Wilsonville Road turns south. This would ensure the entire length of Wilsonville Road, and the land on both sides of it, was considered in future transportation planning. Additionally it would put into reserves land that while poor for farming is well suited for parks, green spaces, recreational or residential development.

Best Regards,

Dave Halsey

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JUN 07 2007

Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Region 2
455 Airport Rd. SE, Bldg B
Salem OR 97301-5395
(503) 986-2600
(503) 986-2840

September 28, 2007

Mr. Barton Brierley
Planning and Building Director
City of Newberg
414 E. First Street
Newberg, OR 97132

Dear Mr. Brierley,

Thank you for the opportunity to further comment on the Newberg Southeast Land Use and Transportation Plan (file #UGB 05-015) and the Urban Reserve Area (URA) Justification report (file #URA 05-010) in advance of your upcoming City Council hearings. As you are aware, the Oregon Department of Transportation (ODOT) has a significant interest in these documents and land use actions as we continue to coordinate Newberg Dundee Bypass development issues and the operation and maintenance of the existing state highway system with Newberg's land use planning processes.

Our concerns remain basically the same as were expressed during the NUMAC hearings that began last April. We respectfully request that our previous letter to you addressing these issues and sent in advance of the NUMAC hearings in April (dated March 28, 2007) also be added to the City Council record on these proposed actions. In addition, ODOT would also like to provide additional testimony to the City Council with the intent of addressing a number of transportation-related questions raised during the NUMAC hearings and aiding the Council's decision making.

One of the principle points that ODOT made in its previous testimony to NUMAC was that the Newberg Dundee Bypass could not be relied on as a planned transportation improvement for the purpose of supporting land use plan amendments and zone changes as per Oregon Administrative Rule 660-12-0060. While URA and UGB expansions can technically be accomplished without addressing this OAR, ODOT noted that it would have to oppose any land use plan amendments or zone changes that relied on the construction of the bypass to mitigate state transportation system impacts until the bypass could be deemed "reasonably likely" to be constructed during the 20-year planning horizon. Without a feasible and acceptable funding plan for the bypass, ODOT cannot make such a determination at this time.

In response to ODOT's position, a number of concerns about the possible impacts of expanding the URA and authorizing urban development in SE Newberg before a bypass is constructed were raised during the course of the NUMAC hearings. None of the analysis presented to NUMAC or the City to date has addressed the likely transportation system impacts that would occur over the

20-year planning horizon in association with the development of the SE Newberg area if the traffic reductions on the existing transportation system that are projected to occur with construction of the bypass do not actually occur during the 20-year planning horizon. Among the concerns raised were questions about impacts to Oregon 99W at key intersections from Corral Creek Road to Springbrook Road, impacts to the local road network, and the possible need for or value of a new road connection between Corral Creek Road and Providence Drive.

To address these concerns and answer some of these questions, ODOT contracted with the consulting firms of CH2M Hill and Kittleson and Associates to conduct a sub-area traffic analysis to assess likely 2025 traffic conditions in SE Newberg if it develops within the proposed URA expansion area without the bypass. We expect to have a final report on these issues within the next several weeks. In the meantime, we would like to share with you some preliminary findings of this analysis as you begin your consideration of the proposed transportation plan for SE Newberg and the proposed URA expansion. This analysis addresses PM peak hour conditions in 2025.

Oregon 99W Improvement Needs

First and foremost, with development of the proposed URA expansion area in SE Newberg and without the bypass to reduce the associated traffic on the existing road system, Oregon 99W will need to be expanded to at least three travel lanes in each direction just to avoid complete failure at the Brutscher Road and at Providence Drive intersections. Additionally, with the proposed development of this area, operations on anywhere along Oregon 99W from the County line to the Newberg Couplet will not be able to meet Oregon Highway Plan (OHP) mobility standards without being expanded to three travel lanes in each direction.

In addition to the need for additional travel lanes on Oregon 99W, significant intersection improvements will be needed at Oregon 99W's intersections with Sringbrook, Brutscher, and Providence Drive. Additional through and turn lanes will also be needed at each of these intersections. These needs are depicted on the attached diagrams.

The unsignalized intersections at Oregon 99W and Corral Creek and Oregon 99W and Parret Mountain were both assumed to be limited to right-in/right out movements as a base condition in 2025. With this configuration, both intersections could operate without completely failing during the PM peak hour, although the Corral Creek right out would not meet OHP mobility standards.

Left outs from the A-Z Winery (Rex Hill) and from Corral Creek and Parret Mountain would both fail completely unless a two-stage gap acceptance is assumed. This is not a condition that ODOT would likely allow due to the safety concerns that would be associated with this movement on such a high volume, high speed section of highway. With the mobility problems for the right-out at Corral Creek in the PM peak, it is likely that ODOT would seek full closure of this intersection as the traffic that would divert onto other local roadway and intersections with Oregon 99W could be accommodated by the mitigation that would be needed in any case as described above and because the AM peak operations for this movement would be even worse than the PM conditions.

Local Road Improvement Needs

A variety of mitigations would be needed on the local road network with the bypass or other capacity relief on Oregon 99W. Fernwood and Brutscher would need additional turn lanes and signalization. Additional travel lanes would be needed on Springbrook on either side of Oregon 99W in order to receive the dual left turn lanes that would be needed at the Oregon 99W and Springbrook intersection. Additional turn lanes and/or signalization are also needed at Springbrook and Fernwood, Springbrook and 8th/9th Street, and Oregon 219 and Wynooski.

You should note that the attached diagram from the preliminary analysis incorrectly shows that the 8th/9th Street intersection with Oregon 219 would need additional turn lanes and a signal—this intersection is currently being developed for construction with a signal and some of the recommended mitigation. The currently planned configuration will be reflected in the final report. In any case, the analysis does indicate that an additional travel lane in each direction will be needed on Oregon 219 in order to support the URA expansion and proposed industrial development near Wynooski and also meet OHP mobility standards in 2025.

The Corral Creek to Providence Connector Road Issue

Ag great deal of discussion about the possible value of a Corral Creek to Providence connector road occurred during the NUMAC hearings. Our preliminary findings on this issue is that the primary value of this connector road would be to reduce traffic volumes along Providence Drive and Hayes Drive between the intersection of Providence and the connector road and the intersection of Brutscher and Hayes.

The reason for this is fairly intuitive in that the Oregon 99W to Providence to Hayes to Brutscher to Fernwood path is the shortest path between Fernwood (as the main collector of the SE Newberg URA expansion area with the restrictions to or closure of Corral Creek and Oregon 99W) and Oregon 99W for trips to and from the North/East (i.e., to and from Portland). The traffic modeling conducted for this analysis shows that more trips from the new URA area would choose to access Oregon 99W via Hayes/Providence than would via Brutscher or Springbrook.

If a Corral Creek to Providence connector road was constructed, it would become the shortest path between the URA and Oregon 99W and much of the new URA traffic would divert from Fernwood to the new connector. As a result, traffic volumes on Providence/Hayes south of the connector would be much lower with the connector than they would be without the connector. With or without the connector, impacts to and mitigation needs on Oregon 99W would be essentially the same as traffic would still feed to and from Oregon 99W to and from the local system at the same intersections, regardless of the connector road.

As a result, the apparent value of the connector road would be to provide (1) a more direct connection between the SE Newberg URA and a signalized intersection with Oregon 99W (2) an alternative to relying on Fernwood as the sole access to the SE Newberg URA, and (3) lower volumes along Hayes and Providence south of the connector road. A very rough cost estimate for the connector road (and bridge) was also developed. Without right-of-way costs and with a 40% contingency included, the rough cost estimate for this improvement is about $8 million.

Summary

ODOT continues to be concerned about the implications of expanding the Newberg URAs, and eventually the UGB, as recommended in the Urban Reserve Area (URA) Justification report and the Newberg Southeast Land Use and Transportation Plan. As demonstrated in the preliminary analysis of this area without a bypass to provide system wide traffic congestion relief, the transportation system impacts associated with the growth implied by these proposed land use changes are significant and the likely mitigation needs are extensive.

At this time, we continue to be unable to identify the Newberg Dundee Bypass as a planned facility that is reasonably likely to be funded and constructed within the 20 year planning horizon. If or when we can identify the bypass as a planned and funded transportation facility upon which you could rely to support the comprehensive plan changes that would be needed to implement development in the proposed URAs, we still have transportation system safety concerns associated with the reassignment of future growth to the URAs adjacent to Corral Creek Road and development of these areas in advance of bypass construction. We hope that the preliminary analysis described in this letter and that will be provided in the final report that we expect to be available in a few weeks will be helpful as you consider the issues before you.

ODOT does appreciate the opportunity to provide additional comment on these two documents. We continue to appreciate your need to plan for Newberg's future land needs based on your adopted population and employment forecasts. We look forward to working with you on these issues over the coming months and request that we receive copies of any decisions made by your City Council regarding these proposed URA or subsequent UGB expansions or other comprehensive plan or zone amendment proposals. Please contact me at 503-986-2632 or Terry Cole at 503-986-2674 with any questions that you may have about ODOT's position on this matter.

Sincerely,

Erik Havig

Erik Havig, P.E.
ODOT Region 2 Planning Manager

CC: Doug Tindall, ODOT Deputy Director
Jerri Bohard, ODOT Transportation Development Division Director
Jeff Scheick, ODOT Region 2 Manager
Tim Potter, ODOT Area 3 Manager
Terry Cole, ODOT Region 2 Lead Planner
Leslie Lewis, Yamhill County Commissioner
Mike Brandt, Yamhill County Planning Director

DRAFT

Intersection	Standard	V/C or LOS	Mitigations	V/C or LOS with Mitigations
Springbrook & 99W	0.70	>1.0	NBT, SBT, EBL	0.89
Brutscher & 99W	0.70	>1.0	SBL, NBR, NBL	0.99
Providence & 99W	0.70	>1.0	SBL, NBL, EBL	1.10
Corral Creek & 99W	0.70	0.91	None	0.91 (1.12 with SBL)
Old Parret Mountain & 99W	0.70	0.08	None	0.08
Springbrook & Fernwood	LOS E	LOS F	Signal, SBL, WBR, WBL, NBR, EBL, EBR	LOS C
Brutscher & Fernwood	LOS E	LOS F	Signal, SBL	LOS C
Corral Creek & Fernwood	LOS E	LOS B	None	LOS B
OR 219 & 8th & 9th	? (0.8)	>1.0	Signal, SBT, SBL, SBR, WBR, 2 WBL, NBT, NBR, NBL, EBL	0.80
Springbrook & 8th	LOS E	LOS F	Signal, SBR, NBL, EBL	LOS D
OR 219 & Wynooski	? (0.8)	>1.0	Signal, SBT, SBR, NBT, NBL, EBL	0.77

- Right-in/right-out intersections operate acceptably at Corral Creek/99W and Parrett Mountain/99W in the future. Left-turns out of Rex Hill will be over capacity in future.
- Northbound-left turns at Corral Creek/99W and Parrett Mountain/99W operate under capacity if two-stage gap acceptance is assumed. However, two-stage gap acceptance may not be safe in a high-speed environment.
- Adding EBL and SBT at Springbrook/99W will require two receiving lanes on Springbrook to the north and south of 99W. Minimum length of 1500' recommended for the additional lane to improve lane utilization.
- Meeting ODOT standards at Springbrook/99W and Brutscher/99W is not possible without expanding 99W to 3 lanes in each direction.
- Providence/99W will not operate under capacity under future conditions without either the Bypass or widening 99W to 3 through lanes in each direction.
- Construction of the Providence/Corral Creek Connector does not appreciably increase traffic at Providence/99W. In the absence of the Connector, cars access Providence via Hayes Street.
- Corral Creek/99W is shown over capacity due to southbound lefts out of the winery, but the right-out onto 99W is under capacity.
- Corral Creek/99W operates under capacity, but over ODOT mobility standards, as a Right-in/Right-out under future conditions.

FILENAME: H:\PROJFILE\8755 - EAST NEWBERG URA EXPANSION\REPORT\DRAFT\ISSUESSUMMARY.DOC

- Parrett Mountain/99W also needs to be restricted to Right-in/Right-out to operate acceptably in the future.

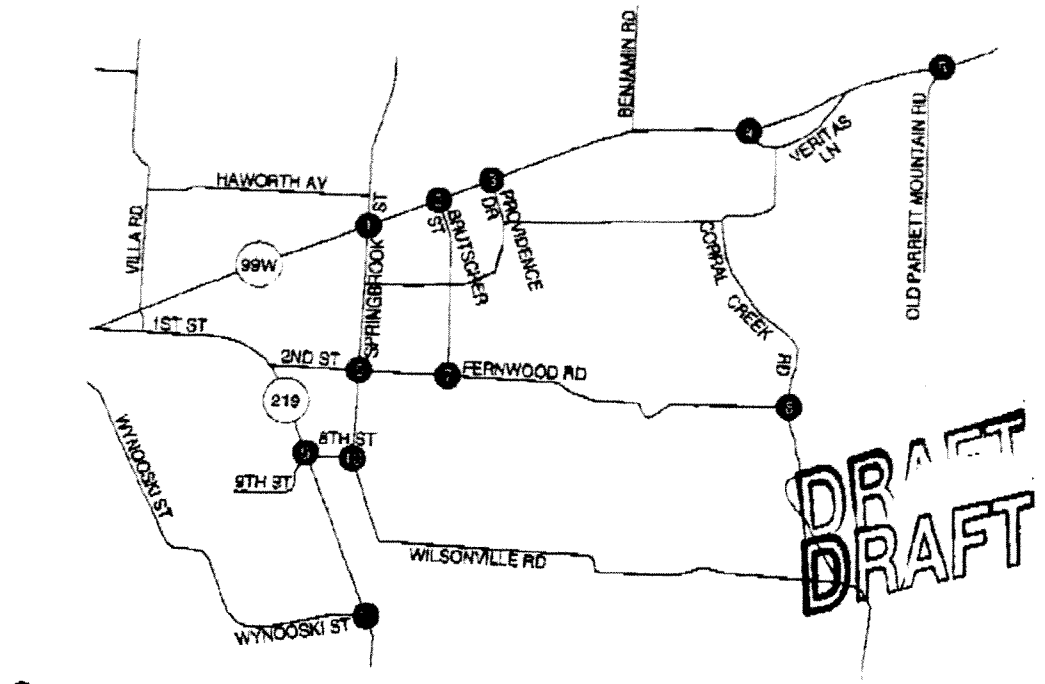
- Brutscher/Fernwood and Springbrook/Fernwood operate acceptably with signalization and widening, as described above.

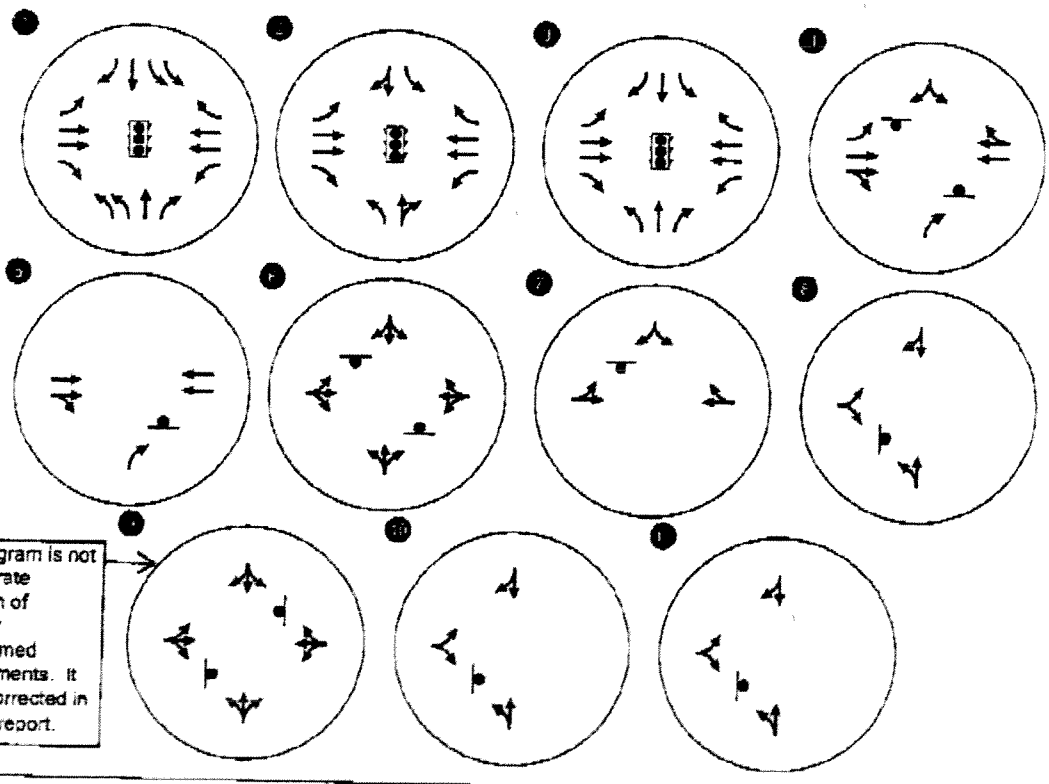
- OR 219 must be widened to a 5-lane cross-section to accommodate traffic at Wynooski/219 and 9th/219. Based on EIS analysis, the 5-lane cross-section may be required to extend north to 2nd Street. However, this is not a study intersection for this project.

- Widening of 219 is required to meet ODOT mobility standards regardless of whether or not the Bypass is constructed.

- The Springbrook and Brutscher corridors will operate adequately with 1 through-lane in each direction, given the intersection improvements listed above.

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This diagram is not an accurate depiction of currently programmed improvements. It will be corrected in the final report.

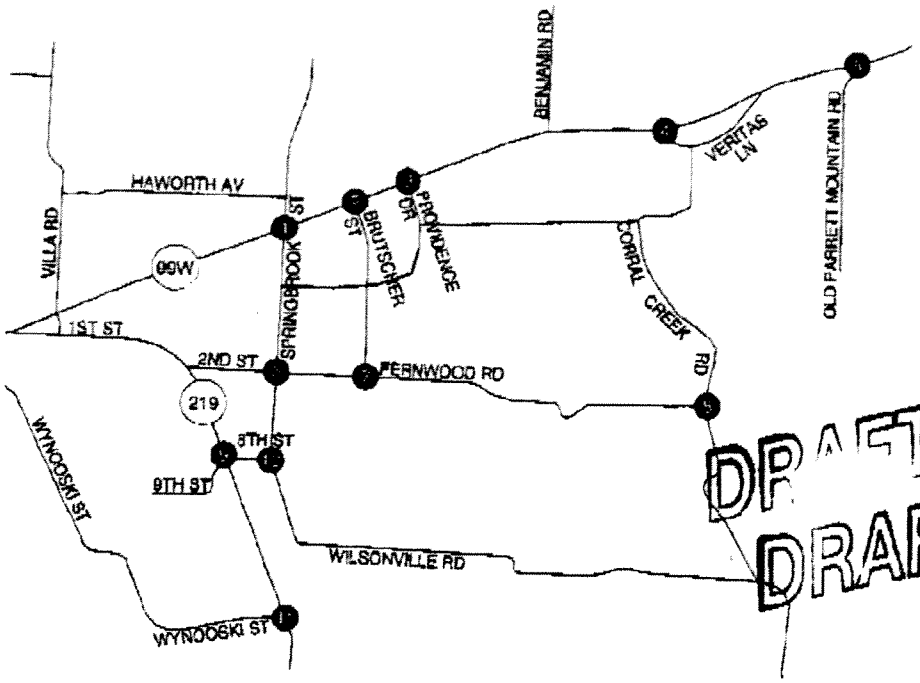
TSP BUILD WITHOUT BYPASS, 2025 RUN FULL URA
NO BUILD LANE CONFIGURATIONS
NEWBERG, OREGON

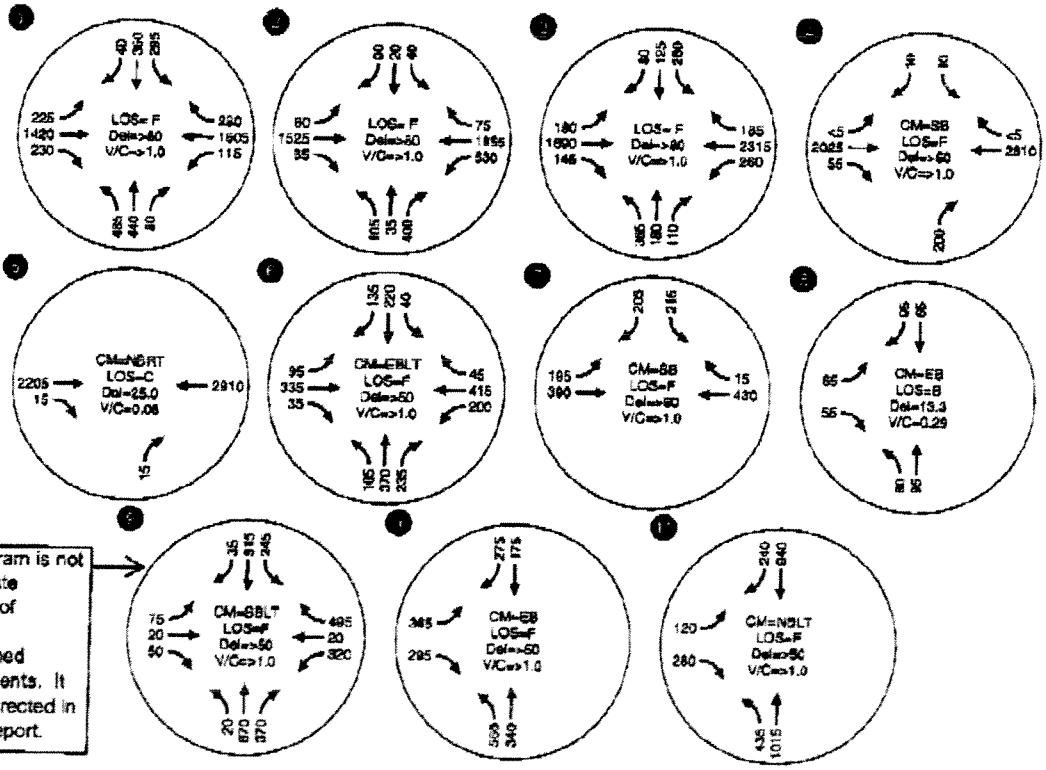
FIGURE 1

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

Analysis of system operations without the connector road was also conducted and will be included in the final report.

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This diagram is not an accurate depiction of currently programmed improvements. It will be corrected in the final report.

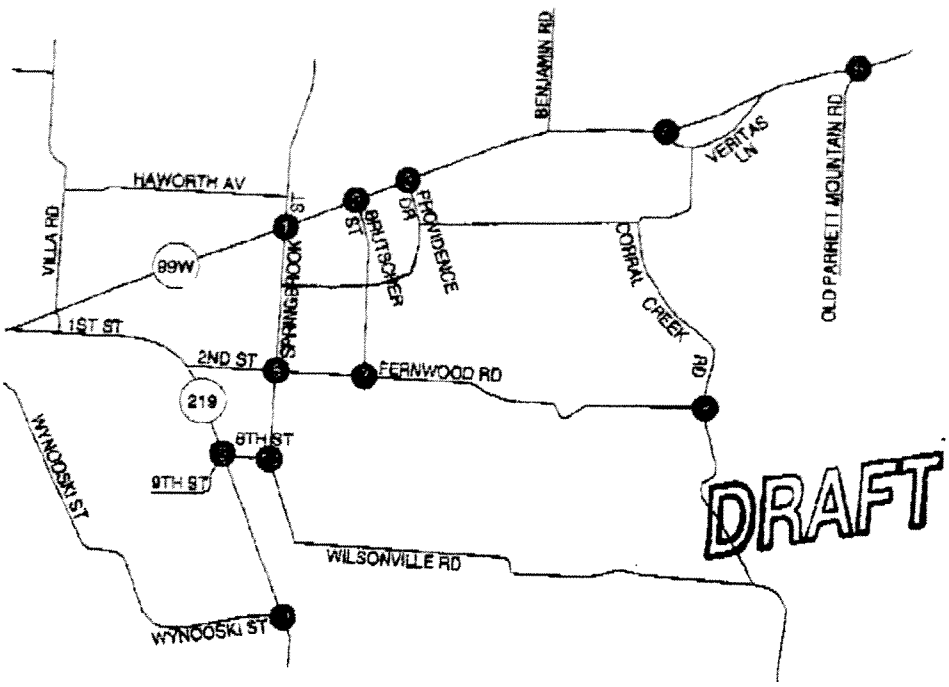
TSP BUILD WITHOUT BYPASS, 2025 RUN, FULL URA
NO BUILD TRAFFIC CONDITIONS
NEWBERG, OREGON

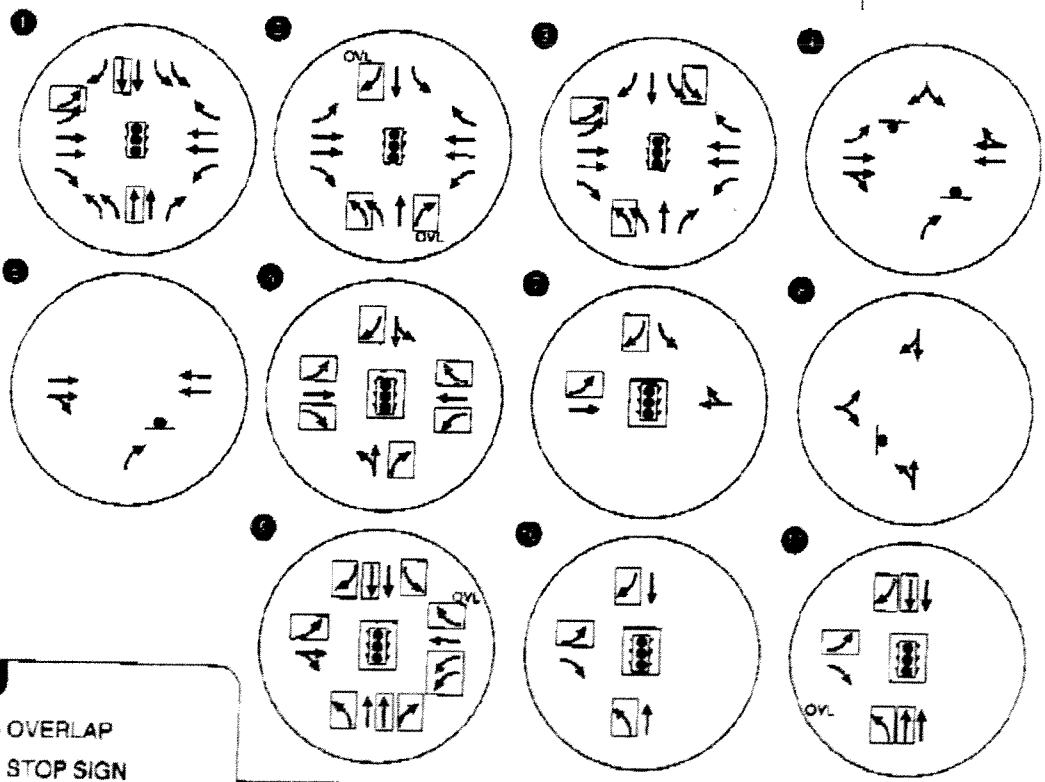
DRAFT 2

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

Analysis of system operations without the connector road was also conducted and will be included in the final report.

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LEGEND

OVL - OVERLAP

- STOP SIGN

- TRAFFIC SIGNAL

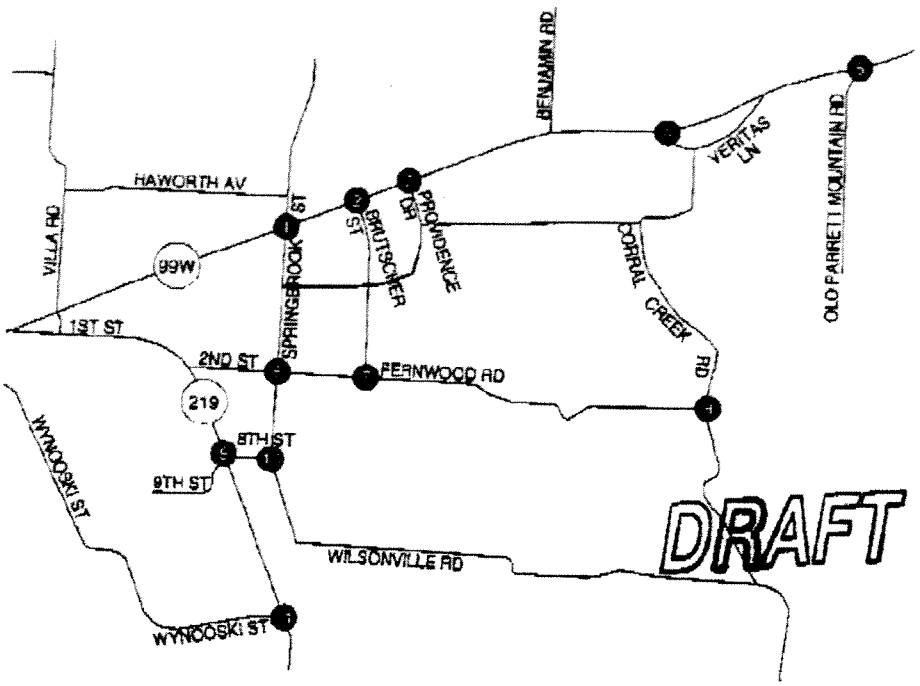
TSP BUILD WITHOUT BYPASS, 2025 RUN, FULL URA MITIGATED LANE CONFIGURATIONS NEWBERG, OREGON

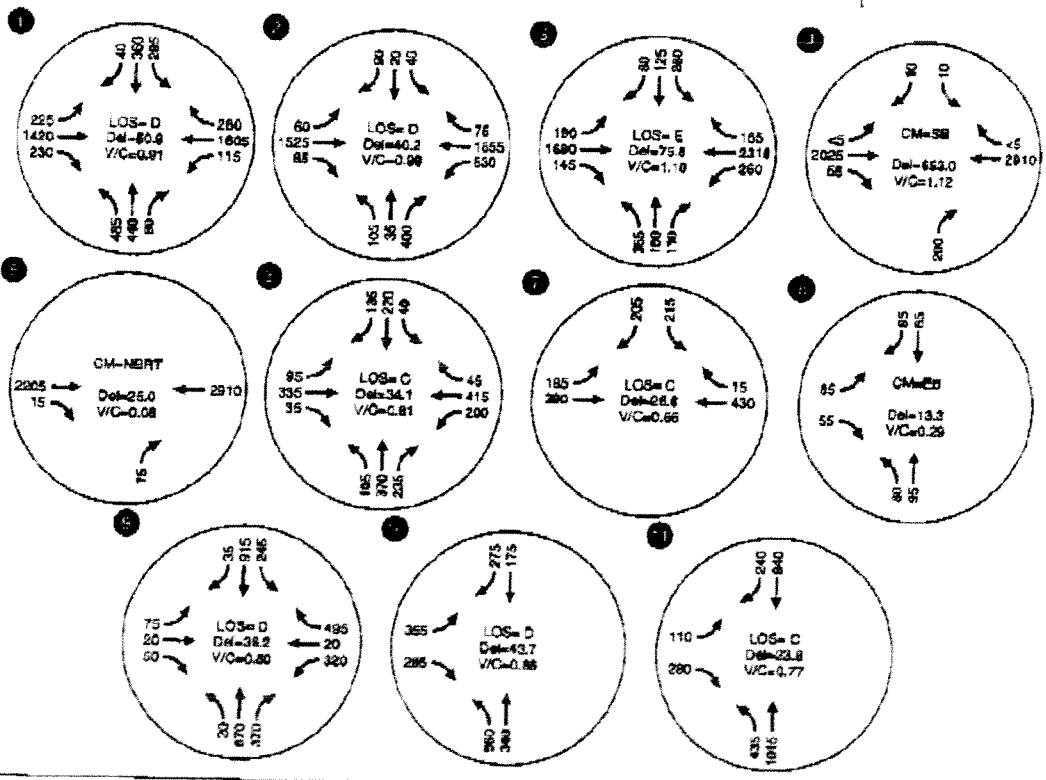
FIGURE 3

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

Analysis of system operations without the connector road was also conducted and will be included in the final report.

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TSP BUILD WITHOUT BYPASS, 2025 RUN, FULL URA MITIGATED TRAFFIC CONDITIONS NEWBERG, OREGON

4

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

Analysis of system operations without the connector road was also conducted and will be included in the final report.

H:\proj\Bell\675 - East Newberg URA Expansion\drawings\figs\675Mitgate.dwg Sep 25, 2007 - 3:24pm - cranclar Layout Tab: MITIGATED CONDITIONS

CH2MHILL
TYPICAL SECTION: MAJOR COLLECTOR
LEGEND:

CH2M HILL

SUMMARY - QUICK COST ESTIMATE DRAFT

PROJECT: Newberg URA - Corral Creek to Providence Connector			
DESIGN LEVEL: Planning	PREPARED BY: Billy Adams / 503.235.5000		DATE: 9/26/2007
KIND OF WORK: Roadway	LENGTH (MILE): 0.61		SHEET: 1 of 1

NO.	ITEM	UNIT	QUANTITY	UNIT COST	COST
2	Bike Boulevard	Mi.		$140,600.00	$0
4	Overlay Existing Roadway	Lane-Mi.	0.34	$61,300.00	$20,659
6	Intersection Widening	EA		$68,400.00	$0
8	Restriping Existing Roadway	Lane-Mi.		$8,700.00	$0
10	New Signal	EA		$150,000.00	$0
12	Transit Enhancements	EA		$25,000.00	$0
14	Illumination	Mi.		$260,000.00	$0
16	Bridges	SF	18,000	$150.00	$2,700,000
				SUBTOTAL	$4,133,739

	ADDITIONAL CONST. COSTS	SUGGESTED	PERCENTAGE		COST
	TP & DT	3.0-8.0%	3.0%		$124,000
	Erosion Control	0.5-2.0%	2.0%		$82,700
	Escalation (per year)	0.5-2.0%			
	Construction Year		2007		$0
				TOTAL CONSTRUCTION COST	$6,490,039

	RIGHT OF WAY COSTS	UNIT	QUANTITY	UNIT COST	COST
	ENGINEERING COSTS	**SUGGESTED**	**PERCENTAGE**		**COST**
	Construction Engineering	10.0%	10.0%		$649,000
				TOTAL PROJECT COST	$7,982,739

Assumptions:

Proposed Width: 2 x 5' Bike Lanes, 2 x 12' Travel Lanes, 2 x 5' Planter Strips, 2 x 5' Sidewalks, (34' Curb to Curb)
Proposed Structure: 360' Long x 50' Wide (curb tight sidewalks)
Pavement Section: 6" Asphalt Over 10" Aggregate Base
Proposed R/W Width = 56'. Does not include the cost to buy Right-of-Way.

Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Region 2
455 Airport Rd. SE, Bldg. B
Salem, Oregon 97301-5395
503-986-2600
FAX 503-986-2630

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MAR 30 2007
O.D.O.T. REGION

FILE CODE:

March 28, 2007

Mr. Barton Brierley
Planning and Building Director
City of Newberg
414 E. First Street
Newberg, OR 97132

Dear Mr. Brierley,

Thank you for the opportunity to comment on the Newberg Southeast Land Use and Transportation Plan (file #UGB 05-015, scheduled for NUMAC hearing on 4/11/07) and the Urban Reserve Area (URA) Justification report (file #URA 05-010, scheduled for NUMAC hearing on 4/25/07). As you are aware, the Oregon Department of Transportation (ODOT) has a significant interest in these Plans as we continue to coordinate Newberg Dundee Bypass development issues and the operation and maintenance of the existing state highway system with Newberg's land use planning processes. While we are committed to continue to coordinate with you and support your efforts to craft the foundation for Newberg's future growth, we do have several comments that we would like to get on the record for the hearings referenced above.

1. **Bypass Funding and Compliance with the TPR**- As noted in your existing Comprehensive Plan Policy K (Transportation), Goal 2, the City of Newberg intends to "Establish policies which require concurrent consideration of transportation/land use system impacts." The subsections of this Goal also state that transportation improvements shall be used to guide urban development (sub a.), that zoning and development overlays shall be adopted by manage land uses and access in the vicinity of the bypass interchanges consistent with the function of the bypass to serve through traffic and consistent with the Oregon Highway Plan (sub b.), and that Interchange Area Management Plans (IAMPs) shall be developed to establish a framework for managing land use along major transportation facilities such as the bypass (sub c.).

   More specifically, Policy K.4.k. under Goal 4 ("Minimize the impact of regional traffic on the local transportation system") states that the Newberg Dundee Bypass cannot yet be relied upon as a planned facility for purposes of Urban Growth Boundary (UGB) expansion, comprehensive plan amendments, or zone changes.

Until the Design (Tier 2) EIS is granted a build Record of Decision (ROD) by the Federal Highway Administration (FHWA) and a funding plan that is mutually accepted by ODOT, Yamhill County, Newberg, Dundee, and Dayton is developed, ODOT cannot state that it is reasonably likely that the Bypass will be funded and constructed within or beyond the Comprehensive Plan planning horizon.

Implementation of land uses within the new URAs identified in these documents is dependent upon construction of the Bypass in order to meet state highway mobility standards and comply with the Transportation Planning Rule (TPR), Oregon Administrative Rule (OAR) 660-12-0060. We do expect that with the bypass in place, the rest of the current state highway system will be able to acceptably serve the development implied by your URA and, ultimately, UGB expansions by the end of the current planning horizon. We are currently updating our analysis to affirm this expectation. However, there is no doubt that the total sum of this additional growth cannot be adequately served without the bypass.

The TPR requires that the transportation improvements needed to mitigate the impacts associated with plan amendments and zone changes be deemed reasonably likely to be funded and in place at the end of the associated (generally 20 year) planning horizon when the facilities in question currently meet mobility standards. When the facilities in question do not currently meet the standards, the test is to ensure that mitigation sufficient to cause no further degradation of performance is provided when needed. It is the agency that has jurisdictional responsibility for the facilities in question that makes the determination of what is reasonably likely to be funded and, therefore, what projects on its system may be considered as planned facilities.

As stated in the findings of the URA Justification Report, we entered into intergovernmental agreements in 2004 and the City subsequently adopted policies to defer any URA, UGB, plan, or zone changes until IAMPs are completed and adopted for both proposed bypass interchanges. The expectation at that time was that both a funding plan and the IAMPs would be completed by the end of 2007. The current expectation for the IAMPs is that they will be ready for adoption by the Spring of 2008.

Although we are fully committed to continue working to find an acceptable means to fund and construct the bypass, the time frame for completing a funding plan and proceeding to construct is uncertain. None of the tolling strategies developed thus far are capable of providing enough revenue to fund the bypass project and still meet the project purpose and need and gain public acceptance. While we are continuing to investigate this funding potential, there is no time certain when or if this approach will be capable of enabling bypass construction. There is also no certainty that other adequate public funding will become available. Even if we do find an acceptable

funding strategy via tolling or some mix of public funding or some mix of both, completing an acceptable funding strategy will still require that other issues be addressed and resolved before ODOT will be able to regard the bypass as a planned facility for the purpose supporting UGB, comprehensive plan, or zone changes. Chief among these issues are agreement about the timing and responsibility for needed interim improvements, local funding contributions and jurisdictional transfer of bypass facilities. It is reasonable to expect that these issues will take some time to resolve, but ODOT is committed to working through them with you as quickly as possible.

None of these issues would necessarily prevent you from adopting new URAs. However it would trigger Policy K.4.r. under Goal 4 of your Comprehensive Plan which states that the City will not approve URA or UGB expansions until the IAMPs are prepared and adopted by ODOT, Newberg, and Yamhill County. If the City were to adopt the URAs with a provision that their implementation is contingent upon adoption of the IAMPs (one remedy mentioned in your report), ODOT would support this action as a means to move your process forward. Nonetheless, we also need you to be aware that subsequent ODOT support for annexing, planning, zoning and, developing these URAs must be contingent upon development of an adequate and acceptable funding plan and adoption of mutually acceptable IAMPs for both proposed interchanges.

2. **Transportation Impact in Advance of Bypass Completion**- The changes in the location of the URAs and the expected growth in each creates additional safety and operational concerns related to the timing of the bypass construction and safety concerns in advance of the bypass construction. Specifically, the new growth envisioned in the Corral Creek and Wilsonville Northeast areas poses significant interim safety and operational problems that were not of nearly as much concern when the bulk of your future residential growth was targeted for the North Hill URA.

When future growth was primarily assigned to the North Hills URA, the primary access to the existing state highway system for that future growth would have been via the signalized Crestview/Providence intersection with Oregon 99W. Implementation of growth in that area would have caused interim operational degradation at this intersection. However, because it is an established signalized intersection within the City Limits ODOT could implement interim traffic operations measures to mitigate for safety and operational concerns.

The new proposed scenario shifts the growth previously shown in the North Hills URA to the Corral Creek and Wilsonville Road Northeast URA. The resulting shift of residential growth to this area and the extension of the planning horizon from 2025 to 2030 creates a new set of concerns. Our initial assessment of this situation is much like yours in that the intersection of Corral Creek and Oregon 99W would be unable to safely and efficiently handle much, if any increase in traffic volume due to its

existing design and location. While this problem would be addressed by a Corral Creek undercrossing and new frontage road back to the Crestview/Providence intersection as is proposed in conjunction with the construction of the bypass, it is more difficult to address prior to the completion of the bypass and associated improvements.

In your report, you noted four possible remedies to this problem. Of these options, the first listed, a new collector from Corral Creek to Providence, seems to be the most feasible and logical. ODOT would have no objection to this approach, although it would need to be coordinated with the bypass design. The second, a direct connection to the East Newberg interchange, does not work from an operational standpoint and is not technically feasible. This would not be supported by ODOT under any circumstance. It is also dependent on the construction of the bypass and would not be available as a short-term or interim measure, even if it was feasible. The third option, improvements at Corral Creek and Oregon 99W, may hold some limited, short-term, benefit as noted in your report, but it is more likely that ODOT would simply seek to close this connection if traffic increased at this location. The fourth option is the Corral Creek undercrossing that is being proposed with construction of the bypass. Unfortunately, this improvement would not be available until the bypass is constructed and thus is not a short-term or interim measure. ODOT will continue to work with the City to identify possible short-term or interim measures with the expectation that an acceptable funding plan will be developed and such measures will be needed to deal with the impacts that occur prior to bypass construction.

3. **Parrett Mountain Collector Road Issues**- In the Southeast Land Use and Transportation Report, in Table 2, Project CP-1, a proposed rural collector between Corral Creek Road and Parrett Mountain Road is shown with funding responsibility attributed to ODOT. This is incorrect. ODOT has made it clear that it does not consider such a facility as necessary to address impacts created by the bypass. While not necessarily opposed to such a project, we also do not advocate its construction and believe that if it were to be constructed, the responsibility for gaining necessary land use approvals and funding would be that of the initiating local jurisdiction and not ODOT. With respect to land use approvals, it should be noted that as a new transportation facility outside of an UGB it is likely that a goal exception from Yamhill County would be needed to enable construction. Because such a road would primarily be serving urban land uses inside an UGB, it would be necessary to demonstrate that its function could not be served by some other improvements inside the UGB. Given that the Corral Creek to Providence collector would provide similar access to Oregon 99W, it would likely be hard to make that case. The collector to Parrett Mountain would also present numerous constructability problems due to the steep grade of the hillside that it would need to traverse and the rural residential neighborhood that it would go through. If built, in addition to the traffic related impacts to the rural neighborhoods, it would also allow high volumes of traffic to

of 6access Oregon 99W in a higher speed area (compared to the location of the Providence/Crestview intersection with Oregon 99W where speeds are reduced on the approaches to that signalized intersection). This would be a significant safety concern for ODOT.

4. **IAMP Implications**- With substantial new development potential in the East Newberg interchange area, it will be necessary to consider developing a trip budget similar to that already identified as a management tool for the 219 interchange area as part of the IAMP process. The management overlay boundaries for both interchanges will also need to be adjusted to encompass the expanded URAs and mechanisms will need to be developed to address timing issues associated with eventual annexation of the URAs into the UGB and rezoning. This trip budgeting will be a useful management tool to help correlate new development with the pre-bypass transportation improvement needs.

Summary

ODOT has concerns about the implications of expanding the Newberg URAs, and eventually the UGB, as recommended in the Urban Reserve Area (URA) Justification report and the Newberg Southeast Land Use and Transportation Plan. While we are committed to continue working with you as you plan for your City's future, the transportation system impacts associated with the growth implied by these proposed land use changes is dependent upon construction of the Newberg Dundee Bypass to avoid significant impacts to the state highway system. At this time, we are not able to identify the Newberg Dundee Bypass as a planned facility that is reasonably likely to be funded and constructed within the 20 year planning horizon. If or when we can identify the bypass as a planned and funded transportation facility upon which you could rely to support your proposed comprehensive plan changes, we still have transportation system safety concerns associated with the reassignment of future growth to the URAs adjacent to Corral Creek Road and development of these areas in advance of bypass construction.

We also want to be clear that the potential new collector road between Corral Creek Road and Parrett Mountain Road (Project CP-1) should not be shown as an ODOT funding responsibility. We do not advocate making such a connection (even if it were possible to construct—a point that is also unclear) and do have significant safety-related concerns when the likely result would be to divert substantial urban area traffic through a rural area to connect with a point on Oregon 99W where providing a safe intersection for that high level of traffic would be problematic. Finally, in response to your URA proposal, we will need to rethink our IAMP strategy, particularly for the East Newberg Interchange, to ensure that the proper tools are developed to monitor and manage the growth that would eventually be expected in this area if or when the bypass is funded and constructed.

ODOT does appreciate the opportunity to comment on these two documents. We appreciate your need to continue to plan for Newberg's future land needs based on your adopted population and employment forecasts. We also appreciate all of the work that

has gone into this effort thus far and would like to support advancement of this process in coordination with the development of the bypass and the ongoing maintenance of safe operations on Oregon 99W. We look forward to continuing to work with you on these issues over the coming months and would appreciate receiving copies of any decisions made by your City Council regarding these proposed URA or UGB expansions. Please contact me at 503-986-2632 or Terry Cole at 503-986-2674 with any questions that you may have about ODOT's position on this matter.

Sincerely,

Erik M. Havig

Erik M. Havig, P.E.
ODOT Region 2 Planning Manager

CC: Doug Tindall, ODOT Deputy Director
Jerri Bohard, ODOT Transportation Development Division Director
[redacted]
Tim Potter, ODOT Area 3 Manager
Terry Cole, ODOT Region 2 Lead Planner
Leslie Lewis, Yamhill County Commissioner
Mike Brandt, Yamhill County Planning Director

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REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15	
Order No. ____ Ordinance No. ___ Resolution No. 2007-2735 XX Motion ___ Information ___	
Date Submitted: September 28, 2007 **PUBLIC HEARING** **SUBJECT: Request for approval Supplemental Budget #1. To recognize carryover balances from 06/07 fiscal year, increase Head Start Building grant needs, and fund Villa Road and 2nd Street project costs.**	**Contact Person (Preparer) for this Resolution: Elizabeth Comfort** **Dept.: Finance** **File No.:** *(if applicable)*

RECOMMENDATION:

Adopt **Resolution No. 2007-2735** which recognizes audited actual carryover from fiscal year 2006-2007, increase Head Start building grants, and fund Villa Road and 2nd Street project costs.

BACKGROUND:

1. Carryover estimates for 2007-2008 General Fund (01) were prepared by anticipating revenues and expenditures for the remaining four months of the fiscal year. The actual ending balance of the General Fund for 2006-2007 was $797,523 more than estimated. The revenues were approximately $630,000 higher than anticipated and expenditures were less by approximately $165,000. The 2007-2008 beginning balance should be increased by $797,523, for a total of $2,492,834. The additional resources can then be recognized in the 2007-2008 contingency, increasing it to $941,812.

2. Fund 38, CDBG (Community Development Block Grant) is the pass-through fund for City approved joint projects grants. One of these projects is The Head Start building project which was scheduled to begin last fiscal year. The funding is now in place and the construction is due to begin soon. The supplemental budget identifies the request of $600,000 be added to the current budget of $200,000 to appropriate the financing of the whole project at $800,000.

3. The Equipment Replacement Fund (32) is for the City's departments to hold reserved funds over multiple years. In the budget process the departments estimate what their needs will be for the remainder of the year and that is subtracted from the available balance. The difference is placed in the budget. Because at year-end we are able to calculate the actual balance in the reserves it would be appropriate to recognize the true available balance in the department's reserves for use during the fiscal year.

3. The final piece of the supplemental budget is to transfer additional monies from the Street System Development fund - SDC (42) to the Street Capital Projects fund (18). This transfer will recognize an ODOT Grant, and Federal Exchange, Climax and Yamhill County reimbursements totaling $621,191, and the need to move $798,192, from the Street SDC contingency, for two projects: Villa Road Improvements, $872,000, and the 2nd Street Construction project, $572,383. Both projects were identified after the start of the 2007-2008 fiscal year.

FISCAL IMPACT: General Fund contingency increase of $797,523, an additional pass-through of $600,000 for Head Start, recognizing $150,179 more in actual reserve funds in 32, and $621,191 of project funding and reimbursements, will raise the 2007-2008 budget by $2,168,893.

STRATEGIC ASSESSMENT:
The adoption of this supplemental budget will accurately reflect the activity of the City and allow for more responsible knowledge of resources and permit the city to complete needed street improvements. The public hearing for the supplemental budget was noticed in the paper of record, the Newberg Graphic, the week of October 1, 2007.

RESOLUTION NO. 2007-2735

A RESOLUTION TO ADOPT SUPPLEMENTAL BUDGET #1 FOR FISCAL YEAR 2007-2008 BEGINNING JULY 1, 2007 AND ENDING JUNE 30, 2008

RECITALS:

1. The 2007-2008 Budget was adopted by Resolution No. 2007-2715, June 28, 2007, by the City Council.

2. Since then circumstances request changes to the budget. See Exhibit 'A'.

THE CITY OF NEWBERG RESOLVES AS FOLLOWS:

1. To recognize audited actual carryover in the General Fund and Replacement Fund Beginning Balances and increase budgeted beginning balances. General Fund beginning balance to be $2,492,834 and Replacement Reserve fund beginning balance to be $818,703.

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2. To appropriate additional funds for the Head Start Building project. The total reflected in the budget is to be $800,000.

3. To receive $621,191 from; an ODOT Grant $286,191, Climax $85,000, Yamhill County $100,000 and $150,000 in Federal Exchange dollars and transfer them with a portion of the Street SDC contingency funds, $798,192, to the Street Capital Projects Fund for the Villa Road Improvement and 2nd Street Construction projects.

- **EFFECTIVE DATE** of this resolution is the day after the adoption date, which is: October 16, 2007.

ADOPTED by the City Council of the City of Newberg, Oregon, this 15th day of October, 2007.

_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this _____ day of _____, 2007.

_____
Bob Andrews, Mayor

LEGISLATIVE HISTORY

By and through _____ Committee at __/__/200x__ meeting. Or, _X_ None.
(committee name) *(date)* *(check if applicable)*

City of Newberg
Supplemental Budget #1
Fiscal Year 2007-2008

GENERAL FUND			BUDGET	CHANGE	REVISED
01-0000-300000	Beg F/B - Net Working Capital	*Increase*	1,695,311	797,523	2,492,834
01-9180-800000	Contingency	*Increase*	144,289	797,523	941,812

To recognize the increased carryover from 06/07 ending fund balance.

FUND 38 - CDBG FUND			BUDGET	CHANGE	REVISED
38-0000-334042	CDBG Grant - Head Start Bldg	*Increase*	200,000	600,000	800,000
38-1110-533042	CDBG Grant - Head Start Bldg	*Increase*	200,000	600,000	800,000

To recognize and appropriate the total CDGB grant received for the Head Start building.

FUND 32 - EQUIPMENT REPLACEMENT FUND			BUDGET	CHANGE	REVISED
32-0000-300000	Beg F/B - Net Working Capital	*Increase*	668,524	150,179	818,703
32-1110-610100	Capital Outlay - Computers	Decrease	2,045	(7)	2,038
32-1210-610100	Capital Outlay - Computers	Decrease	1,662	(194)	1,468
32-1310-610100	Capital Outlay - Computers	*Increase*	31,107	1,362	32,469
32-1330-610100	Capital Outlay - Computers	*Increase*	12,811	550	13,361
32-1410-610100	Capital Outlay - Computers	*Increase*	5,003	3,108	8,111
32-1510-610100	Capital Outlay - Computers	Decrease	6,679	(33)	6,646
32-2110-610000	Capital Outlay - Vehicles	Increase	152,102	2,349	154,451
32-2110-610001	Capital Outlay - Equipment	*Increase*	64,385	12,685	77,070
32-2110-610100	Capital Outlay - Computers	Decrease	37,167	(11,011)	26,156
32-2210-610100	Capital Outlay - Computers	*Increase*	13,324	584	13,908
32-2310-610001	Capital Outlay - Equipment	*Increase*	14,001	25,768	39,769
32-3110-610100	Capital Outlay - Computers	*Increase*	8,000	1	8,001
32-4110-610100	Capital Outlay - Computers	*Increase*	8,481	2,964	11,445
32-4210-610000	Capital Outlay - Vehicles	*Decrease*	29,530	(5)	29,525
32-4210-610100	Capital Outlay - Computers	*Increase*	17,383	2,995	20,378
32-5110-610002	Capital Outlay - MaintVeh Repl	*Increase*	403,465	34,734	438,199
32-5110-610102	Capital Outlay - Maint Computers	*Increase*	17,435	1,629	19,064
32-5110-610003	Capital Outlay - Eng Vehicles	Decrease	29,620	(41)	29,579
32-5110-610103	Capital Outlay - Eng Computers	Decrease	37,124	(125)	36,999
32-5110-610131	Capital Outlay - Garage Computers	*Increase*	3,657	477	4,134
32-5162-562000	Pool Car Fuel	*Increase*	690	16	706
32-5164-610000	Facilities Repair/Replacement	*Increase*	109,972	72,373	182,345

To recognize and appropriate the differences between estimated and actuals from the 2006-07 ending fund balance.

FUND 42 - STREET SYSTEM DEVELOPMENT			BUDGET	CHANGE	REVISED
42-0000-334000	Grant - Federal Exchange	*Increase*	-	621,191	621,191
42-9180-800000	Contingency	Decrease	1,565,902	(798,192)	767,710
42-9170-918000	Transfer Out - Street Capital Projects	*Increase*	2,835,000	1,419,383	4,254,383

To recognize federal grant funding, decrease of Contingency to the Transfer-Out expenditure line, and increased transfer expense to Fund 18 for street capital projects.

FUND 18 - STREET CAPITAL PROJECTS			BUDGET	CHANGE	REVISED
18-0000-390042	Transfer In - Street Development	*Increase*	2,835,000	1,419,383	4,254,383
18-5150-702103	Capital Projects - Villa Road Improv	*Increase*	75,000	847,000	922,000
18-5150-702154	Capital Projects -2nd Street Constructi	*Increase*	-	572,383	572,383

To recognize additional budget needs for the Villa Road improvement of $872,000 and the 2nd Street reconstruction of $572,383. Of these project costs $621,191, will be reimbursed through various funding.

REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15	
Order No. ____ Ordinance No. ___ Resolution No. 2007-2734 XX Motion ___ Information ___	
Date Submitted: September 24. 2007 **SUBJECT: A RESOLUTION REQUESTING A HARDSHIP WATER CONNECTION FOR SERVICE OUTSIDE OF THE CITY LIMITS FOR JAN AND MARY WHEELER AT 23600 DILLON ROAD.**	**Contact Person (Preparer) for this Resolution: Dan Danicic, PE** **Public Works Director** **Dept.: Public Works Department** **File No.:** *(if applicable)*

RECOMMENDATION:
Deny or Approve **Resolution No. 2007-2734** for a hardship request for a connection for water service outside of the City limits for Jan and Mary Wheeler at 23600 Dillon Road based on the City Council's interpretation of findings of fact.

BACKGROUND:

1. Jan and Mary Wheeler reside and own the property at 23600 Dillon Road (Tax Lot R 3324-00800). The property is located outside of the Newberg City Limits, Urban Growth Boundary and the Urban Reserve Area. Refer to Exhibit A for a vicinity map.

2. This property is in an existing development within Yamhill County, with a home and other outbuildings constructed in 1928. The current owners purchased the property in 1996.

3. On July 27, 2007, the owners submitted a written request for a hardship connection to City water (Exhibit B) through the Northwest Newberg Water District based on the following reasons:

   a. The owner states that their well is under capacity at 1-1/2 gallons per minute.
   b. The well is non-potable due to bacteria contamination.

4. The Northwest Newberg Water District has indicated that they are willing and capable of providing water service to this property, pending City approval. (Exhibit C)

5. Municipal Code of Ordinances Title V Chapter 52 authorizes the Newberg City Council to approve hardship connections to the City's water system provided the criteria contained in Section 52.12 are met.

6. Staff has prepared findings relative to Section 52.12 (Exhibit D).

FISCAL IMPACT: The connection would add one additional house to the water supply system. The City would collect system development charges for the new connection. The water consumption will show up as additional consumption on the water district's monthly bill. The property owner would also pay full cost of extending water district services to their property.

RESOLUTION NO. 2007-2734

A RESOLUTION REQUESTING A HARDSHIP WATER CONNECTION FOR SERVICE OUTSIDE OF THE CITY LIMITS FOR JAN AND MARY WHEELER AT 23600 DILLON ROAD

RECITALS:

1. Jan and Mary Wheeler reside and own the property at 23600 Dillon Road (Tax Lot R 3324-00800). The property is located outside of the Newberg City Limits, Urban Growth Boundary and the Urban Reserve Area. Refer to Exhibit A for a vicinity map.

2. This property is in an existing development within Yamhill County, with a home and other outbuildings constructed in 1928. The current owners purchased the property in 1996.

3. On July 27, 2007, the owners submitted a written request for a hardship connection to City water (Exhibit B) through the Northwest Newberg Water District based on the following reasons:

   a. The owner states that their well is under capacity at 1-1/2 gallons per minute.
   b. The well is non-potable due to bacteria contamination.

4. The Northwest Newberg Water District has indicated that they are willing and capable of providing water service to this property, pending City approval (Exhibit C).

5. Municipal Code of Ordinances Title V Chapter 52 authorizes the Newberg City Council to approve hardship connections to the City's water system provided the criteria contained in Section 52.12 are met.

6. Staff has prepared findings relative to Section 52.12 (Exhibit D).

THE CITY OF NEWBERG RESOLVES AS FOLLOWS:

1. The City Council hereby approves the request to provide a hardship connection to the City water system for property located at 23600 NE Dillon based on the criteria and findings shown in Exhibit D.

2. The City Council affirms that this approval does not bind this Council nor future Councils, to hear, consider, or grant additional requests for water service outside the City limits, and, that this decision is not a precedent for future decisions.

- **EFFECTIVE DATE** of this resolution is the day after the adoption date, which is: October 16, 2007.

ADOPTED by the City Council of the City of Newberg, Oregon, this 15th day of October 2007.

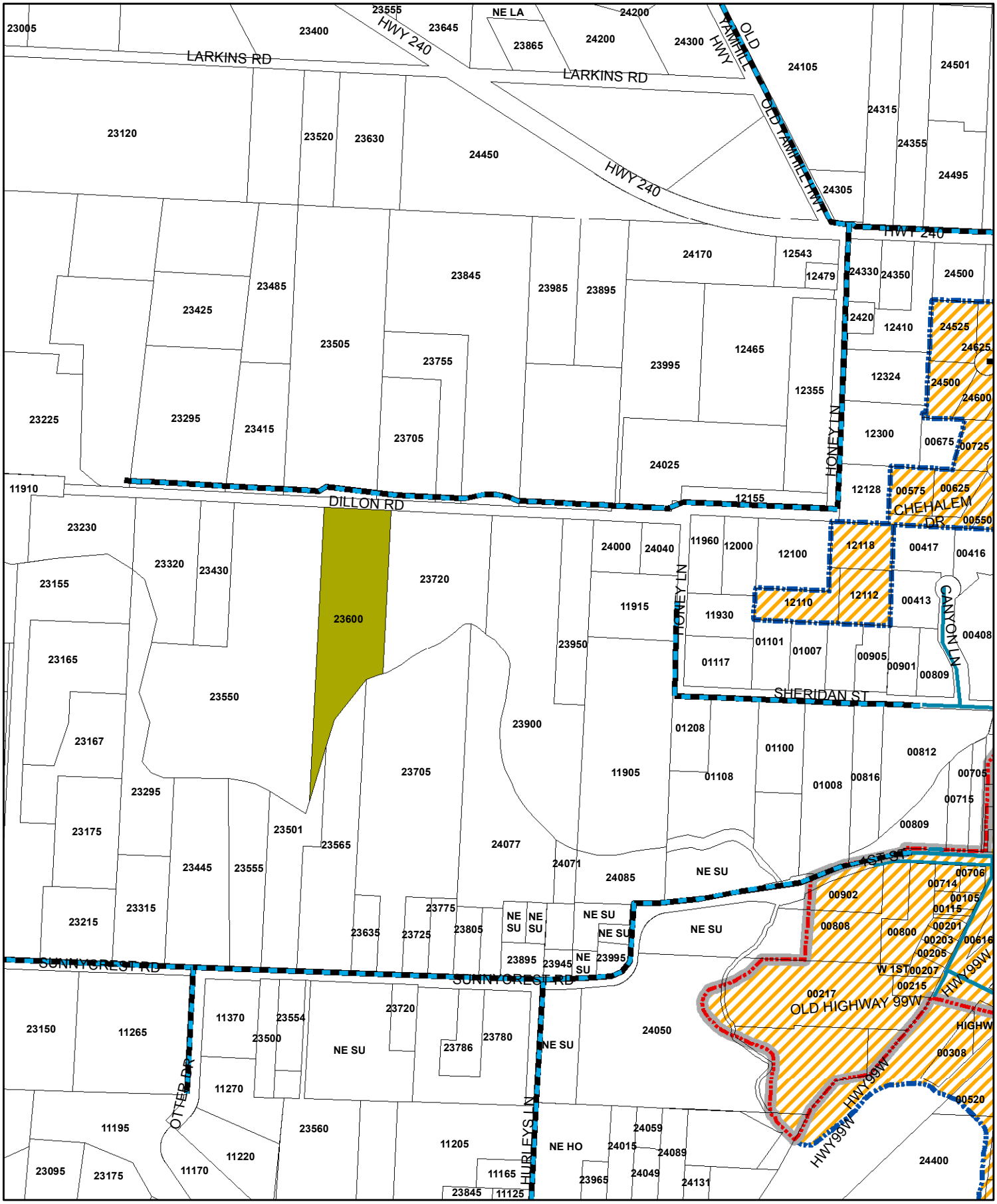
_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this 18th day of October 2007.

_____
Bob Andrews, Mayor

LEGISLATIVE HISTORY

By and through _____ Committee at __/__/200x meeting. Or, **X** None.
(committee name) *(date)* *(check if applicable)*



City of Newberg

Legend

Water Lines

Type

- Main
- Water District Main

Newberg City Limits

ugb

N W E S

500 Feet

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09/28/2007 @ 4:03:21 PM

#1

June 7,2007
Jan & Mary Wheeler
23600 Dillion Rd.
Newberg, OR 97132

City of Newberg, Public Works – Engineering Department
Attn: Lawrence B. Fain, PE
414 E. First Street
Newberg, OR 97132

RE: Application for Hardship Water Connection for 23600 Dillion Rd., Newberg, OR 97132 (Tax Lot R3324 00800)

Dear Mr. Fain

It is my desire to have the City of Newberg provide domestic water service through my local water district (N W Newberg Water District) to my property located at 23600 Dillion Rd., Newberg, OR 97132 (R3324 00800). That service will be in accordance with City Municipal Code Sections 52.12 and 52.14. As such the following information is provided:

(1) A statement addressing each of the criteria under Newberg Code 52.12 – Currently domestic water service to my property is provided by a Well. This source will not be available because,The Well Is 1 ½ Gal. Per Minute & Not Podable.(Enclosed is the Test)

(2) A reference to the parcel where the hardship is requested – 23600 Dillion Rd., Newberg, OR 97132 (Tax Lot R 3324 00800)

(3) Jan & Mary Wheeler, 23600 Dillion Rd., Newberg, Oregon 97132, Phone Number 541-767-1050.

(4) The water service to be provided will be for domestic water use at our home located on the property, which was constructed in 1928.

(5) As the owner, I believe that approval of this application is needed for the following reasons. I am on the process of selling my house and with the G.P.M. being so low and it is not Podable . No one can get a loan on the property without being put on City Water from the Water District. I would appreciate an approval as soon as Possible.

I realize that service to my property directly from the City is not possible and that service will need to be provided by the N W Newberg Water District. They have indicated a willingness to do so through their existing system. They will comply with City Municipal Code Sections 52.14. Simultaneously with this application I am officially request service from them per the letter at Enclosure 1. Thanks you for your assistance with this

application, please contact me at the phone number above, you have any further questions.

Jan Wheeler

Mary Wheeler
541-767-1050

To: Newberg City Council
Re: 23600 Dillion Rd, Newberg
Jan + Mary Wheeler

The Well on my property is 1½ Gallons per minute. and is not Potable.
For Financing it must be 3 G.P.M. and I have not been able to sell my property for the last 7 months without water.
I need to be approved by your Council to be hooked to Northwest Newberg Water Assoc, They already have approved me,

Thank you,
Mary Wheeler
Jan Wheeler 9/24/07

NORTHWEST NEWBERG WATER ASSOCIATION
PO BOX 742
NEWBERG OR 97132

September 10, 2007

Jan and Mary Wheeler
23600 NE Dillon Rd
Newberg OR 97132

Dear Mr. & Ms. Wheeler:

Your request to the NW Newberg Water Association has been received and reviewed by the board. We are happy to welcome new members to our water association provided we have written permission from the City of Newberg to add more meters to our lines.

Sincerely,

Secretary for
Northwest Newberg Water Association
Board of Directors

Cc: file

FINDINGS

Requests for hardship exceptions to allow water connections outside of City limits are governed by City Municipal Code of Ordinances Title V Chapter 52.

Section 52.12. Exceptions due to Hardships. An exception to Section 52.11 may be granted by the City Council in cases of hardship. The following process shall be used in determining whether the exception shall be granted, and the criteria shall be strictly applied with the burden of proof upon the applicant:

(A) Eligibility. The applicant must meet the following criteria:

1. The new or additional water connection can be used only to supply water to an existing structure and will not be used to allow any new development.

Response: The property was purchased by the Wheelers in June 1996. The owner states that the single-family residence was constructed on the property in 1928.

2. Annexation of the property upon which the structure is located is not immediately feasible.

Response: Annexation of the property is not feasible. The property is located outside the City, Urban Growth Boundary (UGB) and Newberg Urban Reserve Area (URA).

(B) Hardship Determination. A request for a new or additional water connection due to hardship shall be accompanied by evidence of the following:

1. A genuine hardship exists due to quality and/or quantity of water for domestic consumption.

Response: Water quality: The owner has provided a written statement that the well capacity is only 1-1/2 gallons per minute and is non-potable. This was based on based on recent test results. No evidence has been provided as to whether water may be obtained by drilling deeper or on another site within the property.

2. All other alternatives have been investigated and are not economically feasible.

Response: The owner indicated that they do not believe that they will be able to drill a successful well on this property.

3. The dwelling to be served is in close proximity of existing services, either private or public and the granting of the additional connection would not overburden existing lines, either private or public, or overburden the City's water supply.

Response: The owner states that Northwest Newberg Water District has a water line in Dillon Road adjacent to this property. City staff have contacted the water district and they stated that they are able to provide water service to this property.

(C) Application for Hardship. A request in letter form for a hardship exception to Section 52.11 shall be made to the City Council. The request shall be accompanied by a statement and evidence to be used in the determination. The request shall be reviewed and a recommendation made to the Council by the Community Development Department prior to the Council's consideration of the matter. A granting of the request for an exception can be made by the Council, provided that all the conditions stated in division (B) exist.

Response: A letter has been submitted by the owners and is attached to the Request for Council Action (Exhibit B) for review by City Council.

(D) Conditions of Hardship. Any exception granted shall be subject to the following conditions:

1. The owner of the property shall agree to pay the full cost of extending services to the parcel with all services meeting City standards and including all development charges.

2. The owner of the subject property agrees to annex to the City at such time as annexation is legally possible and is requested by the City.

3. Water shall be for domestic purposes only and no water granted under this exception shall be permitted for agricultural use.

4. A written agreement as to the conditions under which the exception was granted shall be recorded on the Yamhill County Deed Records with the applicant paying all fees.

Response: The property owners in their letter of June 7, 2007 have stated that the service will be in accordance with the provisions of the City Municipal Code of Ordinances Title V Chapter 52. These conditions will be incorporated into the legal agreement should City Council choose to approve this hardship.

REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15	
Order No. ____ Ordinance No. ___ Resolution No. 2007-2736 XX Motion ___ Information ___	
Date Submitted: October 4, 2007 **SUBJECT: Appointing manager pro tem until employment of manager pro tem for the interim of recruiting and hiring a city manager.**	**Contact Person (Preparer) for this Resolution: Dawn Wilson** **Dept.: Legal** **File No.:** *(if applicable)*

RECOMMENDATION:

Adopt **Resolution No. 2007-2736** appointing manager pro tem with the public works director being the manager pro tem during temporary absence of the city attorney.

BACKGROUND:

1. The Newberg City Charter provides that a manager pro tem shall be appointed when the office of city manager becomes vacant. [Chapter 8 – Appointive Officers, Section 34(h) – City Manager.] Please see attachment "A."

2. By Resolution No. 2005-2557, the City Council appointed the city attorney to serve as manager pro tem during the temporary absence of the city manager. The resolution also states that the Council would appoint (by resolution) a manager pro tem if the office became vacant.

3. The mayor has appointed a subcommittee of the Council to make recommendations to the Council concerning the employment of a manager pro tem during an interim period. Additionally, the subcommittee will make recommendations concerning the recruitment and hiring of the permanent city manager.

4. The subcommittee of the Council dealing with the city manager recruitment met on October 4, 2007. After deliberation, they recommend the appointments as setout in the resolution.

FISCAL IMPACT: Significant compensation cost-savings to the City until an outside manager pro tem is hired and appointed to serve during the interim.

STRATEGIC ASSESSMENT: To continue providing outstanding service to the community by providing efficient and continuous operation of city government.

City Charter Excerpt:
Chapter VIII
APPOINTIVE OFFICERS

Section 34. City Manager.

(a) The office of city manager is established as the administrative head of the city government. The city manager is responsible to the mayor and councilors for the proper administration of all city business. The city manager will assist the mayor and councilors in the development of city policies, and carry out policies established by ordinances, resolutions, and orders.

(b) A majority of the council must appoint and may remove the manager. The appointment must be made without regard to political considerations and solely on the basis of education and experience in competencies and practices of local government management.

(c) The manager need not reside in the city or the state at the time of appointment.

(d) The manager may be appointed for a definite or an indefinite term, and may be removed at any time by a majority of the council. The council must fill the office by appointment as soon as practicable after the vacancy occurs.

(e) The manager must:

(1) Attend all council meetings unless excused by the mayor or council;
(2) Make reports and recommendations to the council about the needs of the city;
(3) Administer and enforce all city ordinances, resolutions, orders, franchises, leases, contracts, permits, and other city decisions;
(4) Appoint, supervise and remove city employees;
(5) Organize city departments and administrative structure;
(6) Prepare and administer the annual city budget;
(7) Administer city utilities and property;
(8) Encourage and support regional and intergovernmental cooperation;
(9) Promote cooperation among the council, staff and citizens in developing city policies, and building a sense of community;
(10) Perform other duties as directed by the council;
(11) Delegate duties, but remain responsible for acts of all subordinates.

(f) The manager has no authority over the council, city attorney, or the judicial functions of the municipal judge.

(g) The manager, the city attorney, and other employees designated by the council may sit at council meetings but have no vote. The manager may take part in all council discussions.

(h) When the manager is temporarily disabled from acting as manager or when the office of manager becomes vacant, the council must appoint a manager pro tem. The manager pro tem has the authority and duties of manager, except that a pro tem manager may appoint or remove employees only with council approval.

RESOLUTION NO. 2007-2736

A RESOLUTION DESIGNATING THE CITY ATTORNEY TO SERVE AS MANAGER PRO TEM DUE TO THE VACANCY OF THE CITY MANAGER'S OFFICE AS A RESULT OF JAMES H. BENNETT'S RESIGNATION AND TO SERVE UNTIL A PRO TEM MANAGER IS APPOINTED WHO WILL SERVE DURING THE RECRUITMENT PROCESS FOR THE CITY MANAGER POSITION

RECITALS:

1. The Newberg City Charter provides that a manager pro tem shall be appointed when the office of city manager becomes vacant. [Chapter 8 – Appointive Officers, Section 34(h) – City Manager.] Please see attachment "A."

2. By Resolution No. 2005-2557, the City Council appointed the city attorney to serve as manager pro tem during the temporary absence of the city manager. The resolution also states that the Council would appoint (by resolution) a manager pro tem if the office became vacant.

3. The mayor has appointed a subcommittee of the Council to make recommendations to the Council concerning the employment of a manager pro tem during the interim period. Additionally, the subcommittee will make recommendations concerning the recruitment and hiring of the permanent city manager.

4. The subcommittee of the Council dealing with the city manager recruitment met on October 4, 2007. After deliberation, they recommend the appointments as setout in the resolution.

THE CITY OF NEWBERG RESOLVES AS FOLLOWS:

1. The city attorney is hereby appointed as manager pro tem to serve until a new manager pro tem is appointed, the position of city manager is filled, or further direction is received from the City Council.

2. If the city attorney is absent or temporarily cannot act as manager pro tem, the Council appoints the public works director to act as manager pro tem until the city attorney returns or is able to resume duties.

3. The manager pro tem shall have the authorities and duties of manager, except that the pro tem manager may appoint or remove employees only with the Council's approval. [Newberg City Charter: Chapter 8 – Appointive Officers, Section 34(h) – City Manager.]

4. The purpose of this resolution is to provide efficient and continuous operation of city government.

- **EFFECTIVE DATE** of this resolution is the day after the adoption date, which is: October 16, 2007.

ADOPTED by the City Council of the City of Newberg, Oregon, this 15th day of October, 2007.

_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this 18th day of October, 2007.

_____
Bob Andrews, Mayor

LEGISLATIVE HISTORY

By and through _____ Committee at __/__/2007 meeting. Or, _X_ None.
(committee name) *(date)* *(check if applicable)*

ATTACHED IS ADDITIONAL INFORMATION FOR OCTOBER 15, 2007 CITY COUNCIL MEETING. PLEASE INCLUDE THIS IN YOUR PACKETS:

ITEM VIII-2
Ordinance No. 2007-2682
Correspondence
Add

ITEM IX
Ordinance No. 2007-2681
Replace

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BROWN, TARLOW, BRIDGES & PALMER, P.C.
Attorneys at Law

ALLYN E. BROWN
DONALD O. TARLOW
JOHN BRIDGES
STEPHEN C. PALMER
TRUMAN A. STONE
KAREN M. SMITH*

**Also admitted in Washington and Idaho*

515 EAST FIRST STREET
NEWBERG, OREGON 97132
PHONE: (503) 538-3138
FAX: (503) 538-9812

RECEIVED
OCT 10 2007
By

October 10, 2007

Barton Brierley
City Planner
City of Newberg
414 E. First Street
Newberg, OR 97132

Re: Legislative Southeast Transportation Plan

Dear Barton:

Please place the enclosed Exhibits in the public record for the Legislative Southeast Transportation Plan. Feel free to contact me with any questions about this matter.

Yours very truly,

BROWN, TARLOW, BRIDGES & PALMER, P.C.

John Bridges

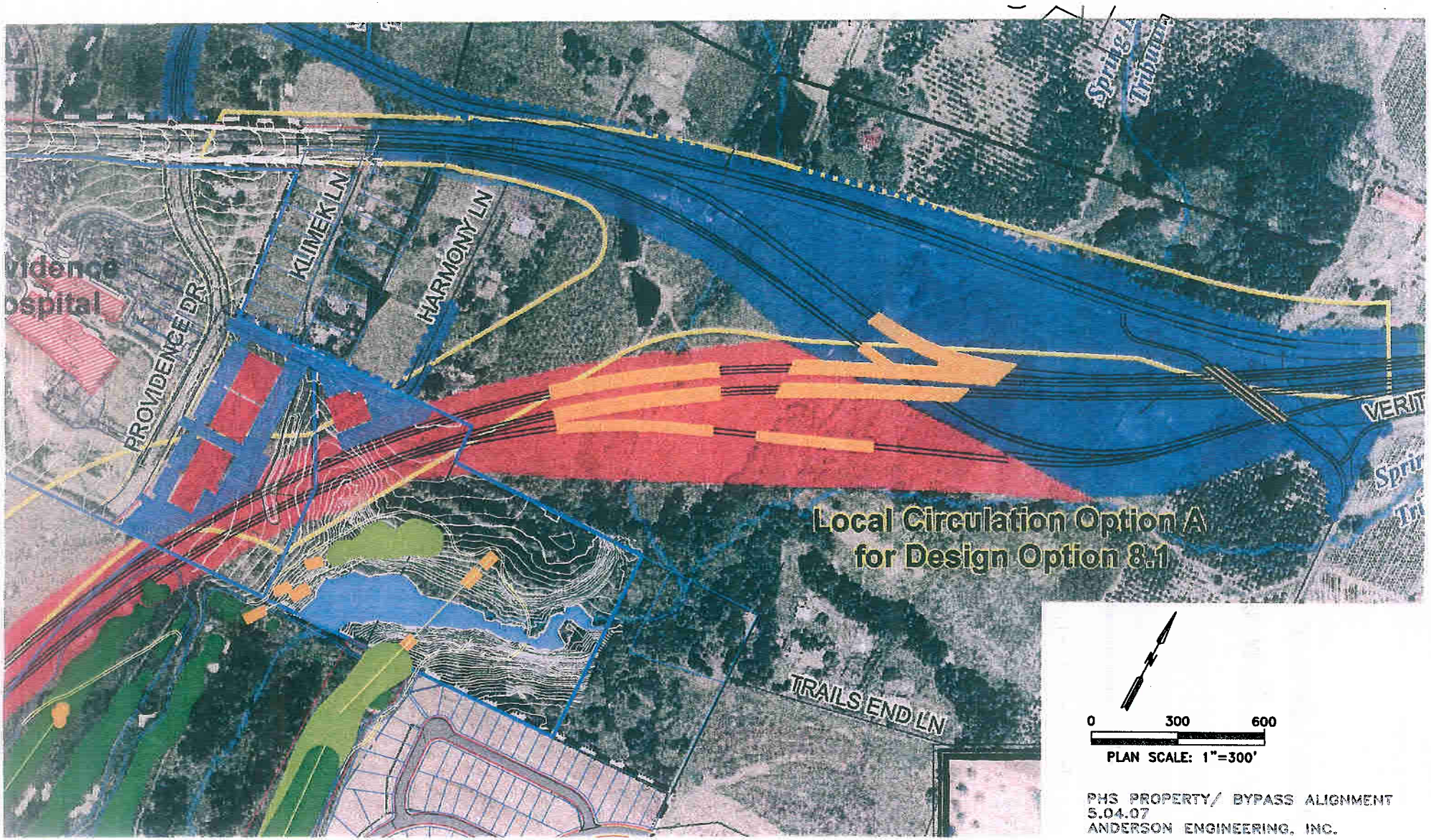
JTB:cml

Enclosures

cc: Dana White

Providence Newberg Medical Center
Transportation Exhibits

1. Map – ODOT Bypass Local IAMP Circulation
2. Map – Providence Newberg Medical Center Acreage
3. Map – Southeast Transportation Plan Improvements - Proposed
4. Map – Providence Portland Medical Center - Existing Campus Vehicle Circulation
5. Map – Providence St. Vincent Medical Center
6. Traffic Study – Dated January 1991 from Kittelson & Associates, Inc. (Fred Meyer Development)
7. Traffic Study – Dated June 1999 from Kittelson & Associates, Inc. (Springbrook Oaks Mixed-Use Development)
8. Excerpted Findings from Ordinance No. 2002-2569 and 2002-2567, Providence Newberg Medical Center approvals (passed September 3, 2002, and July 15, 2002, respectively)
9. Traffic Study – Dated March 4, 2004, to Joe Schiewe, P.E., from Jim Hanks, JRH Transportation Engineering (The Greens Development)
10. Memo – Dated May 7, 2007 to John Bridges from Michael Ard, P.E.
11. Letter – Dated May 7, 2007 to Mayor Bob Andrews from John Bridges
12. Memo – Dated May 30, 2007 to Newberg Urban Area Management Commission from Barton Brierley
13. Excerpt of Newberg Southeast Transportation Plan dated September 28, 2007
14. Map – Werth Plat (2007)
15. Map – Plat Map of Oak Meadows II Subdivision (Potential)



PHS PROPERTY/ BYPASS ALIGNMENT
5.04.07
ANDERSON ENGINEERING, INC.

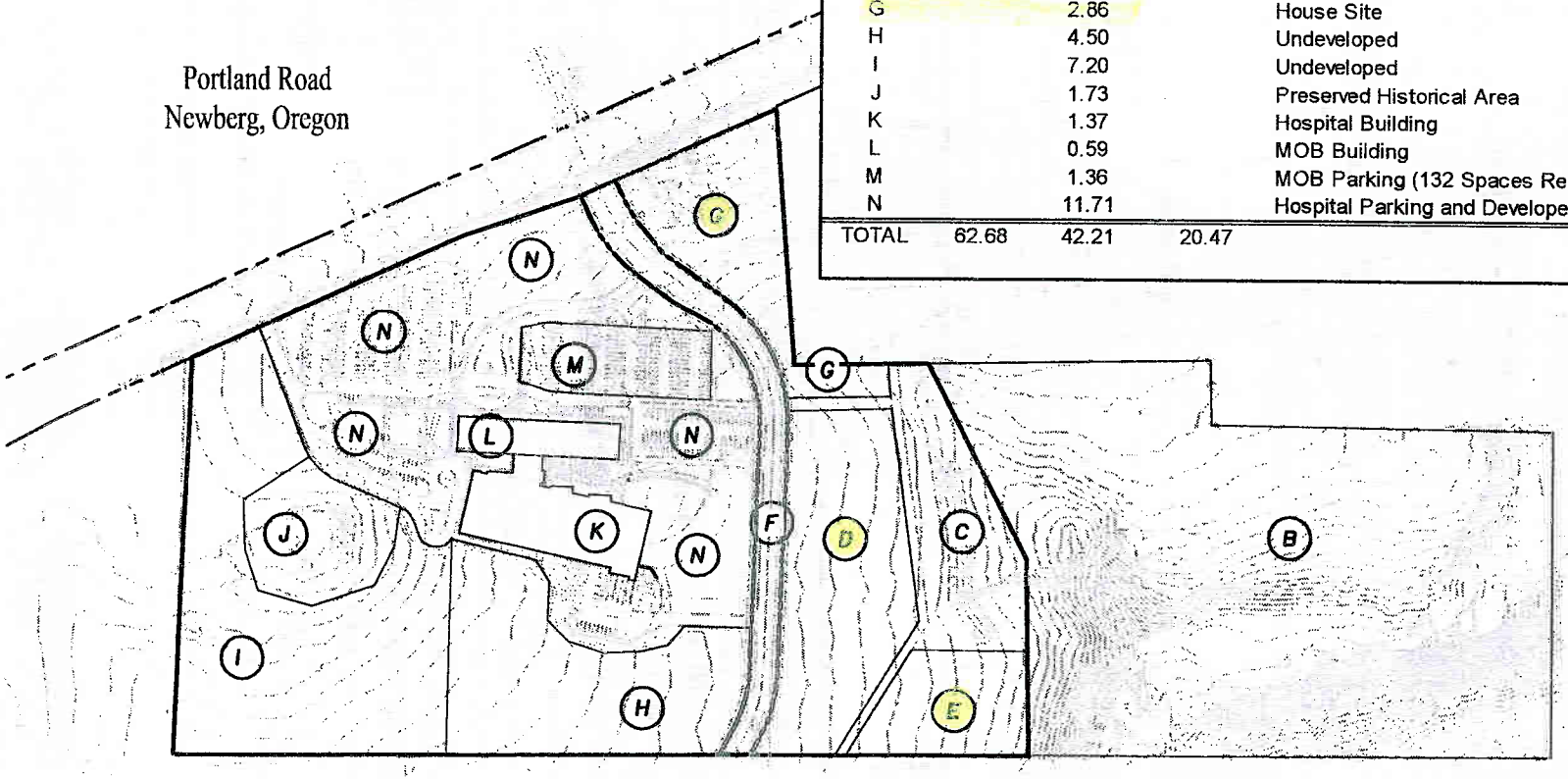
Providence Newberg Medical Center

Portland Road
Newberg, Oregon

GRAPHIC SCALE

AREAS AND USE

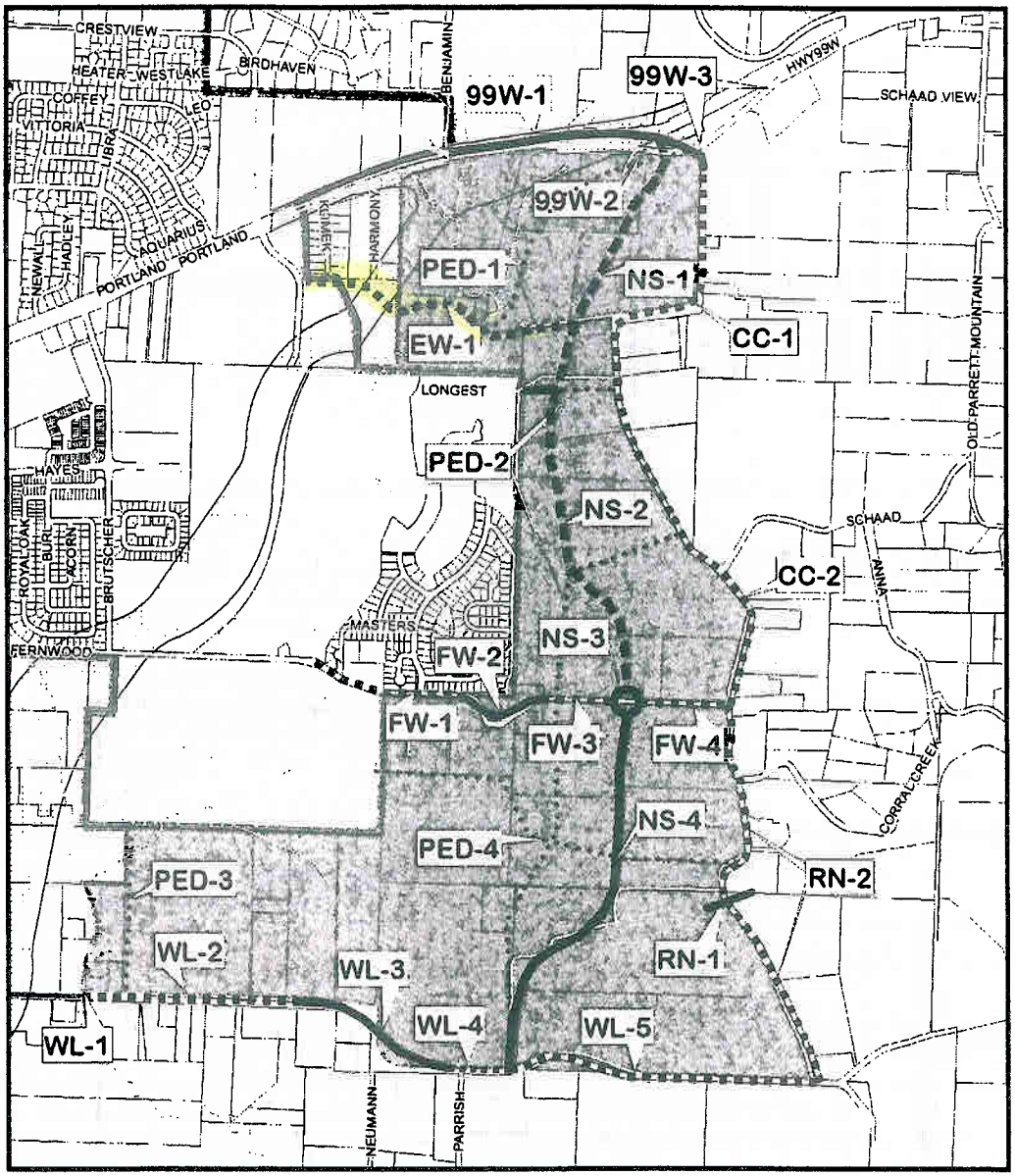
I.D.	AREA (acres)	CITY	COUNTY	DESCRIPTION
	62.68			Property Total
A		42.21		City Total
B			20.47	County Total
C		2.98		Utility Zone
D		4.20		Undeveloped
E		1.67		Undeveloped
F		2.04		Public Street Right-of-Way
G		2.86		House Site
H		4.50		Undeveloped
I		7.20		Undeveloped
J		1.73		Preserved Historical Area
K		1.37		Hospital Building
L		0.59		MOB Building
M		1.36		MOB Parking (132 Spaces Required)
N		11.71		Hospital Parking and Developed Common Area
TOTAL	62.68	42.21	20.47	



PRINT DATE: MARCH 30, 2007

Anderson Engineering, Inc.
Civil Engineering Land Surveying Mapping
112 N. Springbrook Road
Newberg, Oregon 97132
(503) 537-1110 fax (503) 537-0910

Figure 11. Transportation Improvements



Southeast Transportation Plan
Transportation Improvements

Draft 8/1/2007

City of Newberg

New Road
Road Improvement
New Path
WL-1 Improvement ID#

Study Area
UGB
Urban Reserve
Bypass Study Corridor

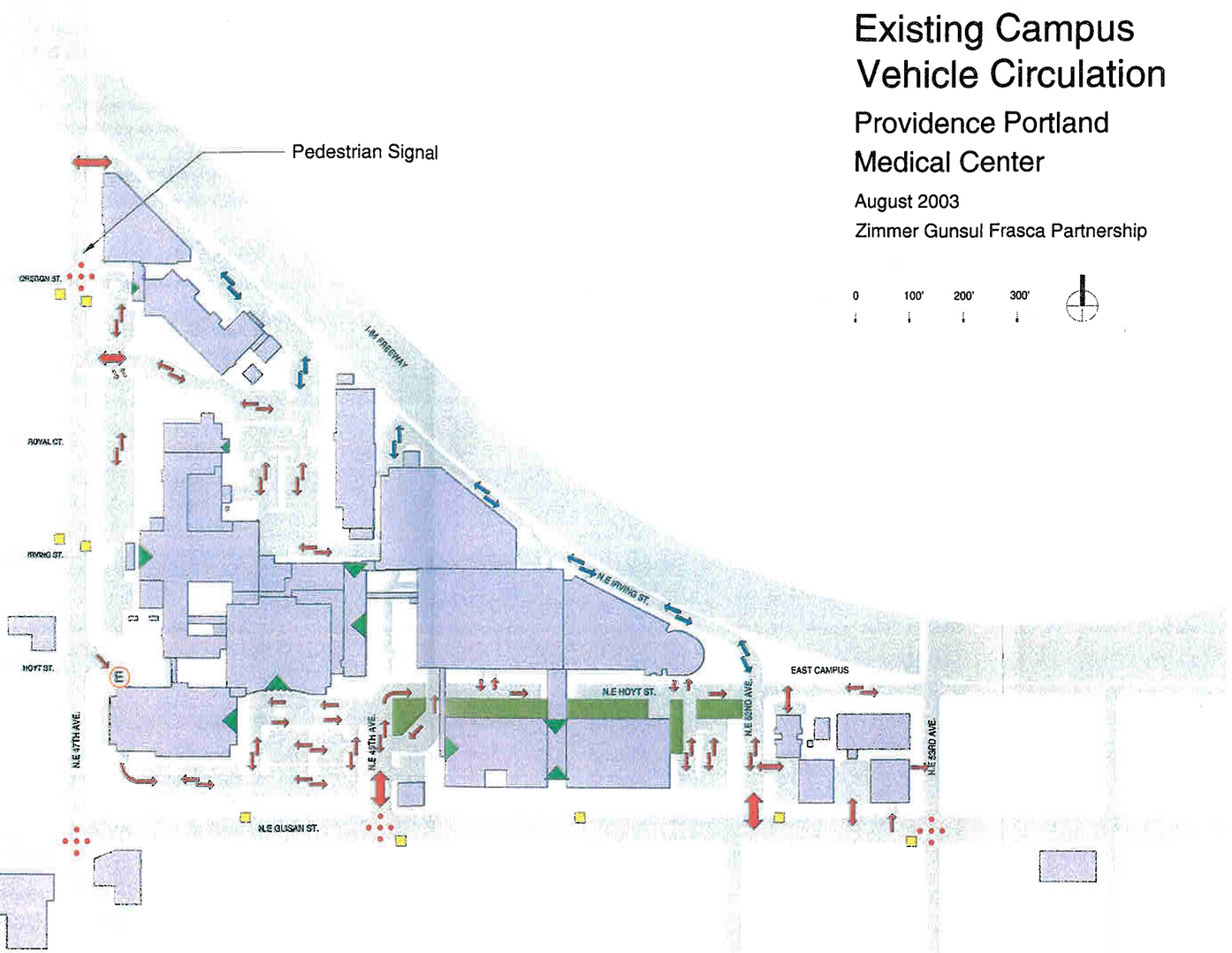
N W E S

0 500 1,000
Feet

K:\ARC\BARTON\SE Trans Plan.mxd

LEGEND

- CAMPUS ENTRANCE POINT
- PUBLIC TRAFFIC DIRECTION
- SERVICE TRAFFIC DIRECTION
- BUS / SHUTTLE STOP
- MAJOR BUILDING ENTRANCE
- EXISTING TRAFFIC SIGNALS
- (E) AMBULANCE ENTRANCE



Existing Campus Vehicle Circulation

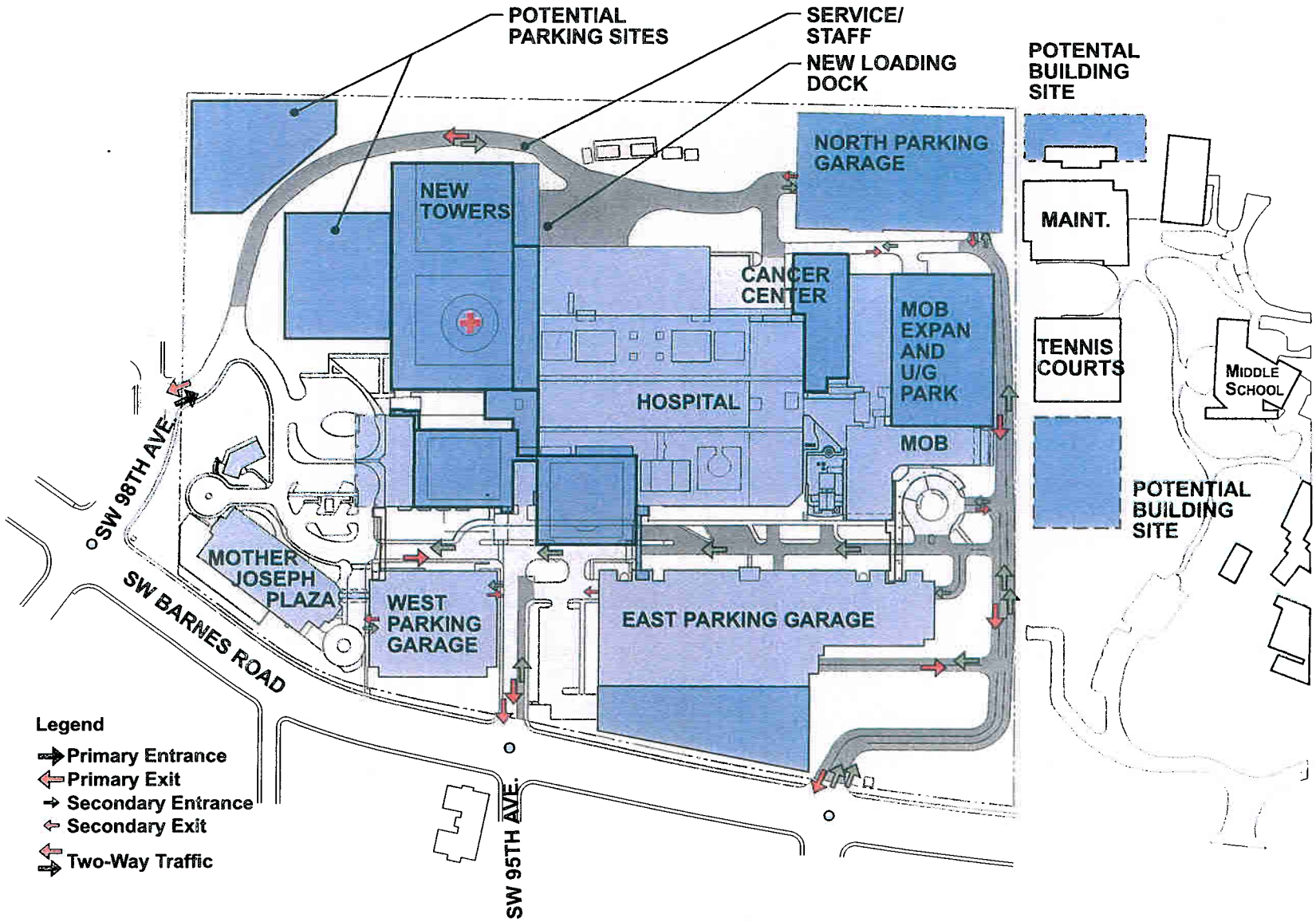
Providence Portland Medical Center

August 2003

Zimmer Gunsul Frasca Partnership

0 100' 200' 300'

4



2040 Vehicular Traffic Circulation

Site Circulation and Traffic

FRED MEYER
PLANNING FILE
DR-3-9

RECEIVED
NOV - 5 1990
BY

TRANSPORTATION IMPACT ANALYSIS

NEWBERG RETAIL CENTER

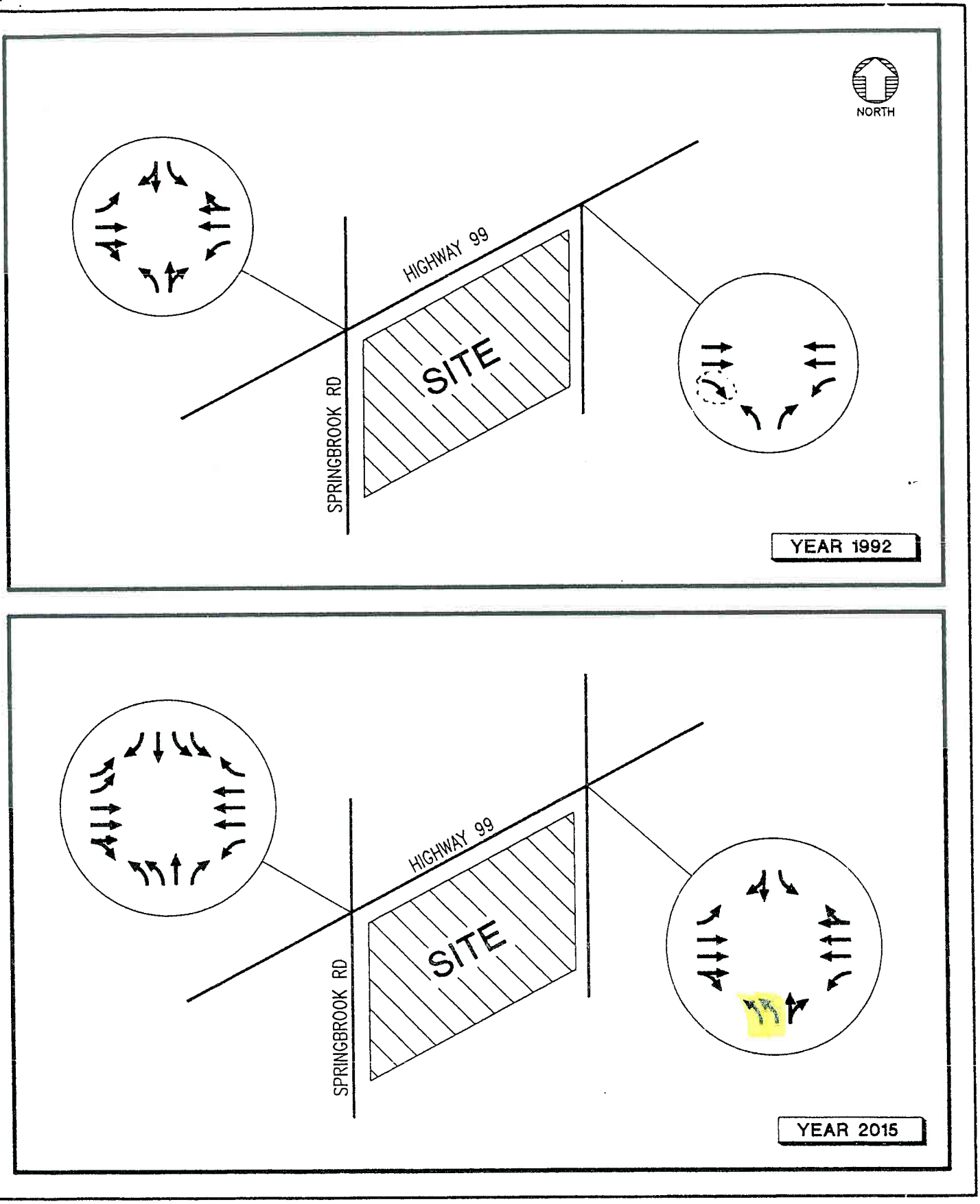
6

Newberg, Oregon

CITY OF NEWBERG
P.O. BOX 970
NEWBERG, OR 97132

KITTELSON & ASSOCIATES, INC.

January 1991



ASSUMED HIGHWAY 99 INTERSECTION
LANE CONFIGURATION

PROPOSED NEWBERG RETAIL CENTER	Figure 5
January 1991	

478F005

Transportation Impact Analysis

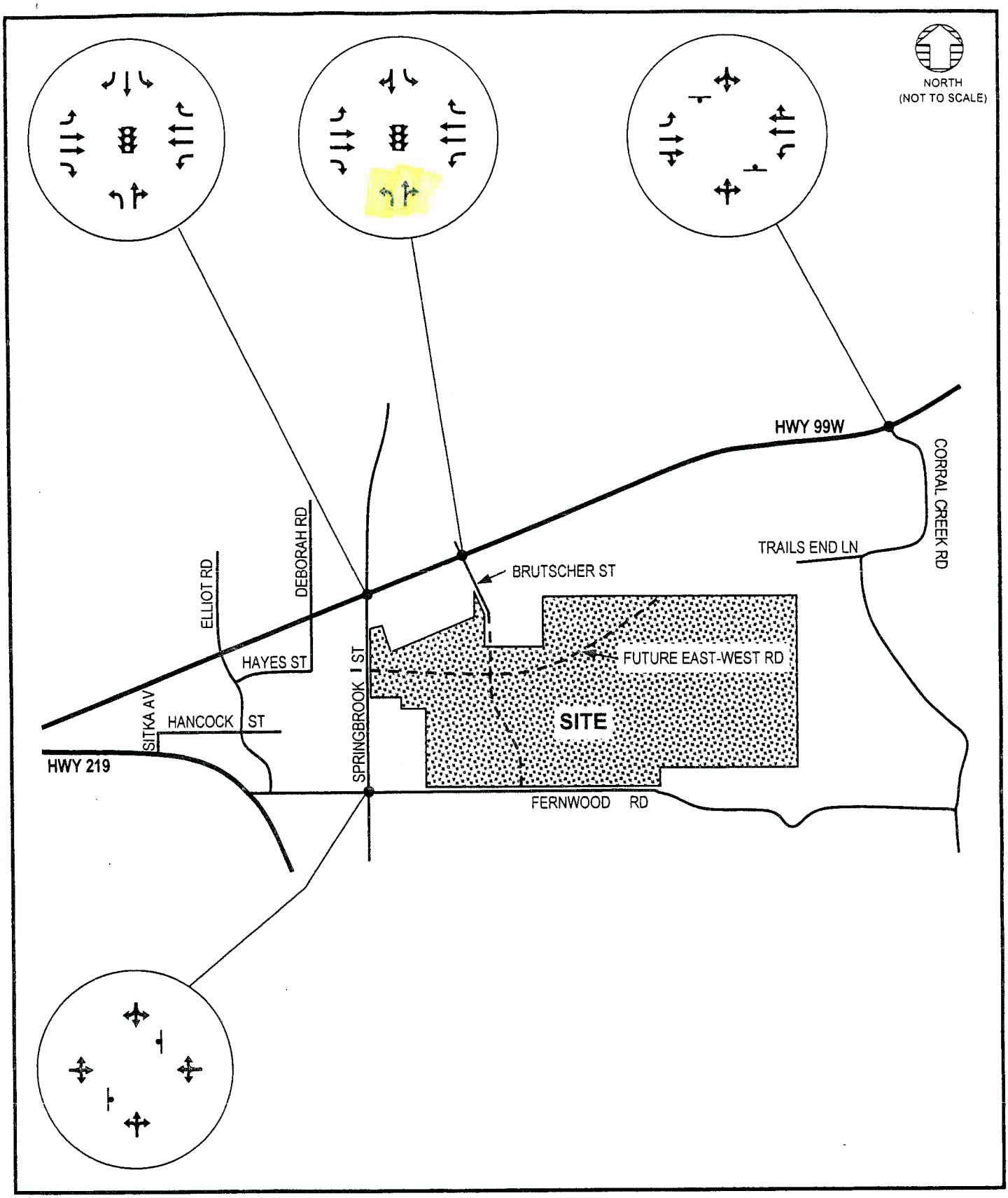
Springbrook Oaks Mixed-Use Development

Newberg, Oregon

7

June 1999

KITTELSON & ASSOCIATES, INC.
Transportation Planning/Traffic Engineering



LEGEND

Traffic Signal

Stop Sign

Existing Lane Configurations & Traffic Control Devices

SPRINGBROOK OAKS MIXED-USE DEVELOPMENT		FIGURE
NEWBERG, OREGON		2
June 1999	#3542	

6/8/99 2:21 PM H:\projfile\3542\Tis\[Tis.xls]View

Copyright (C) 1998. All Rights Reserved

Intersection with Springbrook Street

Three main criteria are important when determining where the future East-West Road should intersect Springbrook Street. First, the intersection needs to be spaced an adequate distance from adjacent intersections to provide for efficient operation of traffic between the intersections. Second, the future East-West Road is intended to serve as an alternative east-west route to minimize congestion on Highway 99W. Therefore, the intersection of the East-West Road should intersect Springbrook Street in a location where it can be extended further west to provide the longest east-west alternative roadway. Third, the East-West Road should be placed an equal distance between Highway 99W and Fernwood Road if traffic signals are anticipated along this corridor in the future.

Separate left-turn lanes are recommended at the major intersections along Springbrook Street. A minimum storage of 100 feet for each left-turn pocket and a 165-foot transition is recommended. This results in a minimum of 365 feet that should be provided between major intersections on Springbrook Street.

The future East-West Road needs to connect with roadways extending west of Springbrook Street to provide an alternative east-west route to minimize traffic on Highway 99W. If feasible, the East-West Road should align with Hayes Street west of Springbrook Street. This proposed extension of Hayes Street would run across the northern portion of the PGE development on the west side of Springbrook Street and would provide one consistent route as far as Elliot Road.

Aligning the future East-West Road with Hancock Street would provide an alternative route that would extend as far west as Sitka Avenue, but the land separating the site from Springbrook Street is not part of the development and is currently occupied by single family homes.

Potentially the best alternative would be two equally spaced, east-west routes. Two east-west routes would provide increased access and reduce the congestion on one roadway. In addition, a second east-west route may reduce the need for a future traffic signal on Springbrook Street as described earlier in the report. But, constructing two east-west roadways may have significant engineering and environmental impacts.

If one east-west road is to be constructed, locating this roadway an equal distance between Fernwood Road and Highway 99W is recommended. This provides the maximum distance between major intersections on Springbrook Street. In addition, equal spacing results in better progression if traffic signals are required along this corridor in the future.

Although it is recommended that future connection of east-west routes connect with either Hayes Street or Hancock Street, the utilization of either route as an alternative east-west roadway is limited by Hess Creek. Motorists that would travel on the future roadway will still need to travel on Highway 99W to cross Hess Creek when going downtown or further west.

The above parameters are intended as guidelines in conjunction with the environmental and engineering constraints of the roadway to help develop the best overall route/routes to serve the community.

Eastern Alignment

In order to provide access to land east of Spring Brook, a bridge crossing over the brook and associated wetland must be constructed. The route of the eastern extension of the future East-West Roadway is not critical to its utilization as long as future connections to the land north and east of the site are provided. The golf course or 90 homes planned on the east side of the site are low trip generators and can be provided adequate access via Fernwood Road. Therefore, it is recommended

Conclusions

The results of the traffic impact analysis indicate that the site can be developed while maintaining acceptable operations on the surrounding transportation network. The site was assumed to be developed with high trip generating uses to result in a conservative analysis. Actual trip generation may be less as the site develops. In addition, the analysis assumes no other significant changes to the surrounding transportation system other than future East-West Road and extension of Brutscher Street. Therefore, the need for and timing of the recommended improvements may vary as the site develops and the surrounding transportation system changes. Specific conclusions and recommendations are listed below.

CONCLUSIONS

- The study intersections currently operate with acceptable levels of service under existing weekday a.m. and p.m. peak hour traffic conditions.
- Regardless of development of the site, 2012 background traffic conditions will require the construction of a separate northbound right-turn lane at the Springbrook Street/Highway 99W intersection to maintain acceptable traffic operations. The remaining intersections will continue to operate acceptably under 2012 background traffic conditions.
- Construction of dual northbound left-turn lanes at the Springbrook Street/Highway 99W intersection is recommended after development of approximately 40 percent of the site in order to maintain acceptable traffic operations. Construction of dual southbound left-turn lanes at this intersection is recommended after development of 60 percent of the site.
- Construction of a separate southbound left-turn lane is recommended at the future East-West Road/Springbrook Street intersection after development of approximately 10 percent of the site.
- The future East-West Road/Springbrook Street intersection will require a traffic signal after development of approximately 60-percent build-out of the site. Construction of more than one access on Springbrook Street may eliminate or postpone the need for this signal by distributing the traffic.
- If the majority of site traffic is directed through the future Brutscher Street/East-West Road intersection, then this intersection will require a traffic signal in the future. Alternatives to a traffic signal include construction of a roundabout or an internal grid network of streets to disperse traffic.
- The Corral Creek Road/Highway 99W, Brutscher Street/Highway 99W, Fernwood Road/Springbrook Street, and Brutscher Street/Fernwood Road intersections are expected to continue to operate acceptably with development of the site.
- A two-lane roadway will provide adequate capacity for the future East-West Road, but separate left-turn lanes should be provided at all major intersections.
- Intersecting the future East-West Road halfway between Highway 99W and Fernwood Road will provide the ideal spacing between major intersections. If this is not feasible, a minimum of 365 feet of space is recommended between the future East-West Road and any other major intersections on Springbrook Street.
- The East-West Road should be constructed for future connection with Hancock Street and/or Hayes Street west of Springbrook Street to provide an alternative east-west route to

EXCERPTED FINDINGS FROM ORDINANCE NO. 2002-2569

Which Amended the UGB to Include

Providence Newberg Medical Center

(Passed September 3, 2002)

Goal 12, Transportation.

Additionally, the site has been designed to provide local access to property to the south, thereby increasing connectivity.

To fully develop the Springbrook Oaks Specific Plan site east of Springbrook Creek, the Springbrook Oaks Specific Plan identifies a northern access road. The specific location and alignment of this road has not been determined. Portions of the road may need to cross the eastern portion of the PHS property at some point in the future.

Goal 14, Urbanization.

(d) Maximum efficiency of land uses within and on the fringe of the existing urban area.

8

It is proposed that the new PNH regional medical center will be built in four phases over a 20-year period to meet the projected population growth in Newberg and surrounding communities

within its service area. As described in the development program, the facility will be constructed in a campus-like setting to include the main hospital and accessory medical office buildings (MOBs), conference/community education facility, and related parking, open space and landscaping. This development program will require a minimum of 21.0 acres. Therefore, sites containing individual or aggregated tax lots of this minimum size were identified as the first level of analysis.

Transportation - Policy 4(a). Enhance the efficiency of the existing collector/arterial street system to move local traffic off the regional system.

Entrance is lined up with the tentative location of the Northern Arterial.

PHS also is proposing an internal circulation system to provide connectivity to the Springbrook Oaks Specific Plan.

Transportation - Policy 8(b). New office park and commercial developments shall provide internal pedestrian circulation by clustering of buildings, construction of pedestrian ways, covered walkways and skywalks, and other similar techniques.

Although an institutional use, the proposal will incorporate these elements into its site plan, as illustrated in Applicant's Figure 12 A-D. The proposal is in compliance with this policy.

Because the new facility will be a regional traffic-generator, an effort has been made to site it so as to minimize its traffic upon the rest of the city. A location near the likely bypass alignment furthers this goal.

The proposed site is available to residential areas to the south/southwest, via an integrated circulation system with connections to streets within the Springbrook Oaks Specific Plan to the south, and to residential areas to the north/northwest via the Northern Arterial, in compliance with this policy.

Public facilities and services are or can be reasonably made available to support the uses allowed by the proposed change.

Highway 99W has adequate transportation capacity to serve the first phase of development, with the completion of the current lane-widening project. Over time, the completion of the Northern Arterial and 99W bypass will continue to expand capacity to accommodate the regional medical center in future phases. In addition, internal roads will be built to City standards and will provide flexibility for adjacent properties to connect to this system.

OAR Standards:

The long-term environmental, economic, social and energy consequence resulting from the use at the proposed site with measures designed to

reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site.

By locating the facility on 99W, the problem of routing sub-regional traffic through the city is avoided. Likewise, the site provides the most direct route to the facility from communities in its service area outside of Newberg.

All other URA sites would have necessitated traffic through the city and residential neighborhoods.

OAR 660-012-0060 - Plan and Land Use Regulation Amendments.

A plan or land use regulation amendment significantly affects a transportation facility if it: (a) Changes the functional classification of an existing or planned transportation facility;

The development will add some additional traffic to this street. (61 p.m. peak vs. in 2025). When this street was originally planned, it was anticipated that it would be used for access for a hospital/medical office building complex. The amendment will not change the functional classification of this roadway.

(d) Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP.

With regard to this positive effect, there is uncontested evidence in the record that the 8.5 acre commercially zoned property presently inside the UGB will generate 750 p.m. peak hour trips if it is developed with a supermarket and gas station, as it could by right under the City's existing zoning, compared to 600 p.m. peak hour trips that would be generated by the entire 45.7 acre regional medical center, at full build-out, if the entire site was rezoned and restricted to institutional uses, as planned.

Yamhill County Comprehensive Plan:

A. Transportation, Section III, Goal I: To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

The Yamhill County Public Works Director makes a similar observation in his response when he stated, "It seems only prudent that we should require that the applicant's traffic study provide information concerning the impacts of this development if no bypass is built or an alternative location is chosen." The applicants responded to this issue and submitted additional traffic data. This data shows how the facility can be served by the existing road systems, and thus the request satisfies this goal. The applicant's additional traffic study data (i.e. letters from traffic engineer Tom Lancaster dated April 17, 2002 stating that upon completion of the bypass, and northern arterial, the impacted intersections on 99W would meet the ODOT standards; and the letter dated April 18, 2002 which analyzes the expected traffic generated from alternative land uses) are incorporated into these findings by this reference.

Supplemental Findings

Providence has revised the area proposed for inclusion in the UGB, along with this text, explaining why this particular site requires 37.7 gross acres for the proposed regional medical center, as opposed to the 21 acre minimum figure that was described in Providence's urban growth boundary original application.

On this particular site there are a number of adjustments that need to be made to this needed area estimate, given the relationship of the property to the surrounding area, including such things as its relationship to Highway 99, the property to the south, and Klimek Lane. The resulting configuration of streets and other infrastructure on site, along with existing constraints like the

historic mound, create additional development limitations that constrain the site.

The following adjustments justify why the original 21 acre "needed area" estimate justifies a 37.7 acre area on this particular site:

1. Mound Area (+2 acres).

2. Gateway Triangle (+2 acres).

3. Klimek Lane Connection (+1.5 acres).

4. Southern Property Access (+2.2 acres).

5. Highway 99 Buffer (+3.5 acres).

6. Water Quality Corner (+3 acres).

7. Conference Center Open Space (+2 acres).

8. Helipad Area (+.5 acres).

ROAD ALIGNMENT SHOWN WITH - - - - SYMBOL INDICATES POTENTIAL ROUTING ONLY. EXACT LOCATION WILL BE DETERMINED AT TIME OF DEVELOPMENT.



Providence Newberg Urban Growth Boundary Amendment **File:** UGB 4-01 **Date:** City Council, August 5, 2002	**EXHIBIT D** **FUTURE STREET PLAN**	**Tax Lot:** 3216-1903 and 3216DA-2000 **Location:** 4100 and 4300 Portland Road **Application By:** Dana White/Providence Health Systems

(Passed July 15, 2002)

The City of Newberg ordains as follows:

C. Development on the total site (TL's 3216-1902, 3216-1903 and 3216DA-2000) shall not generate more than 750 vehicle trips in the PM peak hour. Trip generation will be determined at time of design review application. This requirement may be amended if the applicant shows, through a comprehensive plan amendment, that there are adequate planned facilities to handle additional trips. This may include showing that the exception process is complete for the Newberg Bypass.

E. Shall include provisions for a public local street connection from the southern end of Klimek Lane to the new north-south public road on the project site.

JRH

RECEIVED

MAR 0 8 2004

☐ Jeff ☐ Joe
☐ Julie ☐ Matt

March 4, 2004

REGISTERED PROFESSIONAL ENGINEER
9852
OREGON
JULY 14, 1978
JAMES ROBERT HANKS
RENEWAL DATE 6/30/2005

Joe Schiewe, P.E.
Oakridge Estates Development Corporation
4386 S.W. Macadam Avenue
Portland, OR 97239

RE: Development Parcel H
Springbrook Oaks Specific Plan

Dear Joe:

I have reviewed the documents and maps describing the plans for the development within the Springbrook Oaks Specific Plan (SOSP) Development Parcel H. You provided us with documents and maps describing the proposed 236-lot single-family housing subdivision and a 9-hole golf course in Parcel G replacing a portion of the property previously planned for Light Industrial. In addition, the hospital planned for Parcel F has been constructed on another site directly accessing Highway 99. The 20-acre SOSP hospital site has been replaced with 10 acres of assisted living facilities, and approximately 10 acres are proposed for senior housing.

Kittelson & Associates developed a traffic report for the SOSP in 1999. This letter updates the findings of that report and describes modifications which have occurred.

Review and Update the Assumptions of the Kittelson Traffic Study

Table 1 shows a comparison of the trips generated under the June 1999 Traffic Impact Analysis of the Springbrook Oaks Mixed Use Development with the revised land uses described above. The parcel layout is shown in Figure 1.

9

VOICE 541 687 1081 FAX 541 345 6599 WEB JRHWEB.COM
4765 VILLAGE PLAZA LOOP SUITE 201 EUGENE OREGON 97401

ODOT Highway 99 Bypass

A principal difference in the transportation system since the Kittelson report was published is the provision of the Oregon Highway 99 bypass. This bypass passes through the SOSP area through the southeasterly portion of Parcel F and then through the center of Parcel G. The bypass is currently in the environmental impact study stage. The bypass impacts the SOSP area in a number of ways. First, the land occupied by the bypass will no longer be available for development. This in itself will produce a significant reduction in trip generation. Secondly, the bypass will be access-controlled without an intersection in the SOSP area. Frontage roads will be provided at either side of the bypass to provide local access. The bypass will have a grade-separation with Fernwood Road. Fernwood Road within the proposed ODOT right-of-way would have to be reconstructed to build this grade separation. Because any additional east-west connectivity within the SOSP area would require another grade separation, the Oregon Department of Transportation has recommended that the Hayes Street Extension envisioned in the original SOSP be eliminated.[1] In response, the developer proposes continuing Hayes east from Brutscher and then northward to intersect Highway 99 at Providence Way, which will connect to the planned northern arterial. ODOT believes that Fernwood Road would be adequate to handle the traffic diverted from the eliminated section of Hayes. ODOT recommends that a better system alternative would be Fernwood Road to Brutscher Street to Hayes Street to Springbrook Road.

[1] Letter – Oregon Department of Transportation – July 23, 2003 – to Jim Bennett, City Manager, City of Newberg, from Allen Fox, Project Leader.

LANCASTER engineering

MEMORANDUM

REGISTERED PROFESSIONAL ENGINEER 54983PE OREGON JULY 10, 2002 MICHAEL T. ARD
EXPIRES: 12/31/07
5/7/07

TO: John Bridges

FROM: Michael Ard, P.E.

DATE: May 7, 2007

SUBJECT: **SE Newberg URA/UGB Expansion: Analysis without E/W Frontage Road**

At your request, we have examined the street system in the vicinity of the proposed SE Newberg URA/UGB expansion in order to determine whether the streets and intersections can operate safely, within capacity and with acceptable delays without the addition of an east/west connector roadway between Corral Creek Road and Providence Drive on the south side of Highway 99W.

The analysis was undertaken using existing traffic counts and lane configurations, planned improvements shown in the City of Newberg's Transportation System Plan, analysis output from scenario #4 of the ODOT Transportation Planning and Analysis Unit's year 2025 planning model and historical crash data from ODOT's Crash Analysis and Reporting Unit. Scenario #4 was selected since it specifically modeled the SE Newberg URA/UGB expansion without an east/west connector roadway. This scenario also included a limited right-in, right-out intersection on Highway 99W serving the Corral Creek Road traffic.

According to the 2000 *HIGHWAY CAPACITY MANUAL*, published by the Transportation Research Board, the capacity of extended two-lane roadways is 3,200 passenger cars per hour. The two primary roads that would provide access to the SE Newberg URA/UGB area, Fernwood Road and Corral Creek Road, are currently operating well within this capacity and will continue to operate well within capacity through the year 2025 even with full development of the SE Newberg URA/UGB area. The maximum year 2025 two-way hourly volume indicated on either roadway is 768 vehicles per hour (see Figure 1 in the appendix.)

The 3,200 passenger car per hour capacity refers to the volume of through vehicles that can be accommodated without the influence of intersections and the resulting vehicular conflicts. This demonstrates that the paved sections of roadway between intersections are not the limiting factor in the future capacity of the area roadways. As vehicular volumes increase, it will become increasingly important to provide sidewalks and/or bike lanes along these facilities in order to ensure that conflicts between vehicles, pedestrians and bicyclists are minimized. Left-

10

turn lanes may also be appropriate for local access intersections with significant turning volumes.

The effective capacity of roadways within and surrounding the SE Newberg area will be principally controlled by the capacity of area intersections, where conflicting vehicular movements limit the number of vehicles that can be safely accommodated. Therefore, the area intersections were examined to determine what improvements will be needed to ensure that the intersections will continue to operate within capacity and with acceptable delays under future traffic conditions without the addition of a new connector road between Corral Creek Road and Providence Drive south of Highway 99W.

The intersection of Fernwood Road at Springbrook Road is projected to meet traffic signal warrants under year 2025 traffic conditions either with or without development of the SE Newberg URA/UGB areas. There are no significant constraints that will prevent capacity improvements at this intersection, and a traffic signal is included in the City of Newberg's Transportation System Plan for this location. The intersection can be designed to accommodate the anticipated traffic volumes with acceptable delays, and the intersection will operate within capacity under future traffic conditions.

The intersection of Fernwood Road at Brutscher Street is not likely to require signalization under future traffic conditions. The projected future traffic volumes at this intersection can be accommodated at level of service C assuming that traffic traveling along Fernwood Road is free-flowing and southbound traffic on Brutscher Street is stop-controlled. Alternatively, a roundabout would also provide acceptable future operation at this intersection.

The intersection of Fernwood Road at the new north/south roadway parallel to Corral Creek Road is proposed to be controlled by a roundabout. This traffic control is adequate to safely accommodate the projected traffic volumes at this intersection. The intersection will operate well within capacity and with minimal delays.

The new north/south roadway will serve the majority of the traffic from the SE Newberg URA/UGB addition and is also expected to serve a portion of the through traffic that currently uses Corral Creek Road and Renne Road. Consequently the intersection of Corral Creek Road at Fernwood Road is projected to operate acceptably through 2025 without improvements. Roadway widening and the addition of sidewalks to match the City of Newberg standard cross-sections will be adequate for this intersection.



The intersections of Corral Creek Road at Highway 99W and Veritas Lane at Highway 99W have been proposed to be consolidated and converted to a right-in, right-out intersection to improve safety and minimize delays. Upon completion of the Newberg-Dundee Bypass, the improved intersection would be eliminated. An analysis was undertaken to determine how the intersection will operate as the SE Newberg URA/UGB area develops. Since the year of bypass completion is currently unknown, the analysis included full build-out of the SE Newberg URA/UGB area at the year 2025 planning horizon. The results of the capacity analysis are shown in the table below.

CAPACITY ANALYSIS SUMMARY

	PM Peak Hour		
	LOS	Delay	v/c
Corral Creek Road at Highway 99W			
Existing Conditions	C	22	0.11
Existing Conditions as Right-in, Right-out	B	14	0.05
Year 2012 Right-in, Right-out w/ 25% Build-out	C	18	0.13
Year 2017 Right-in, Right-out w/ 50% Build-out	C	24	0.26
Year 2021 Right-in, Right-out w/ 75% Build-out	E	38	0.44
Year 2025 Right-in, Right-out w/ 100% Build-out	F	74	0.72

LOS = Level of service
Delay = Average delay per vehicle in seconds
v/c = volume-to-capacity ratio

Since this intersection operates under the jurisdiction of ODOT, acceptable intersection operation is defined in terms of the intersection volume-to-capacity ratio (v/c). ODOT allows stop-controlled side street intersections within an urban growth boundary on State Highways with a speed limit in excess of 45mph to operate with a v/c ratio of up to 0.80. Based on this criterion, the intersection is projected to operate acceptably through the planning horizon even with full development of the SE Newberg URA/UGB area.

Local residents have expressed specific concerns regarding the safety of the Corral Creek Road at Highway 99W intersection. Within the last 10 years, there have been a total of three reported crashes at the intersections of Corral Creek Road at Highway 99W and Veritas Lane at Highway 99W. The calculated crash rates at these intersections are extremely low, and not indicative of a particular safety hazard. However, as was detailed in the August 25, 2006 memo "Crash Analysis for Highway 99W at Corral Creek Road and Veritas Lane", crashes at these intersections may be very severe. One of the reported crashes at the intersection of Veritas Lane and Highway 99W resulted in a fatality.

The August 25, 2006 memo recommended improvements for the intersection, including consolidation of the intersections of Corral Creek Road at Highway 99W and Veritas Lane at Highway 99W into a single intersection and conversion of the intersection to right-in, right-out operation only. These modifications would significantly improve both the safety and the operation of the intersection; however the previous memo did not describe in detail how the recommended improvements will impact the safety of the intersection.

Safety hazards at an intersection can generally be described in terms of conflict points. Conflict points are locations where vehicles could potentially interact in a way that results in a collision. In general, there are three types of conflicts that occur at intersections:

- Diverging conflicts are generally the least severe conflicts, and occur at the point where vehicles begin to turn from a through travel lane. Since vehicles typically must slow to make a turn, diverging conflicts can result in rear-end accidents if a following driver is inattentive.

- Merging conflicts are somewhat more serious, and occur at the point where vehicles merge into a travel lane upon completing a turn. Merging conflicts can result in side-swipe or angle collisions.

- Crossing conflicts are generally the most serious conflicts, and occur at points where vehicle paths intersect as the vehicles pass through the intersection from separate origins to separate destinations. Crossing conflicts can result in right angle collisions, turning movement collisions and angle collisions.

The diverging, merging and crossing conflicts at the intersection of Corral Creek Road and Highway 99W are illustrated in Figure 2 of the attached appendix. Currently the intersection has 11 conflict points, with 3 diverging conflicts, 3 merging conflicts and 5 crossing conflicts.

Upon conversion of the intersection to right-in, right-out operation, the intersection will have only one diverging conflict and one merging conflict.

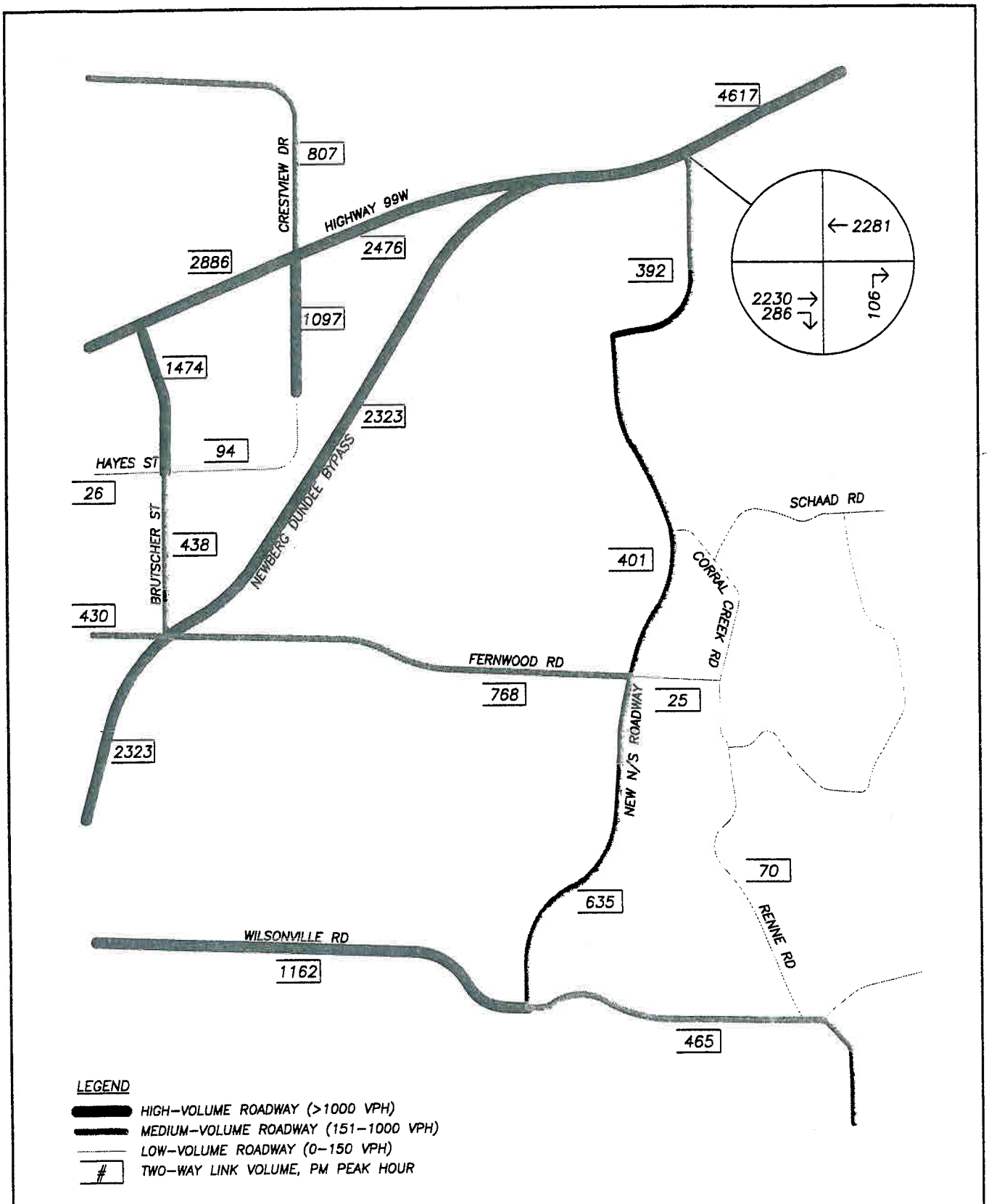
The proposed conversion of the intersection of Corral Creek Road at Highway 99W to right-in, right-out operation will result in elimination of 80 percent of the intersection conflict points including elimination of all of the crossing conflicts at the intersection. It should also be noted that all of the vehicle-to-vehicle collisions in the accident history for Highway 99W at Corral Creek Road and Veritas Lane have occurred at crossing conflict points that would be eliminated by the proposed improvements.

Conclusions:

The roads within the SE Newberg URA/UGB area have sufficient capacity to accommodate the projected build-out traffic demands either with or without the addition of an east/west connector roadway between Providence Drive and Corral Creek Road.

The intersections of Fernwood Road at Springbrook Road, Fernwood Road at Brutscher Street, Fernwood Road at the proposed new north/south roadway and Fernwood Road at Corral Creek Road are projected to operate acceptably, serving the projected build-out traffic demands through the planning horizon either with or without the addition of an east/west connector roadway between Providence Drive and Corral Creek Road.

The proposed operational and safety improvements at the intersection of Corral Creek Road at Highway 99W will have significant operational and safety benefits. The consolidated intersection of Highway 99W at Corral Creek Road is projected to operate acceptably, serving the projected build-out traffic demands through the year 2025 planning horizon either with or without the addition of an east/west connector road between Corral Creek Road and Providence Drive.



PROVIDENCE/CORRAL CREEK CONNECTOR ROAD
Street Layout and Volumes
2025 Link Volumes – PM Peak Hour

no scale

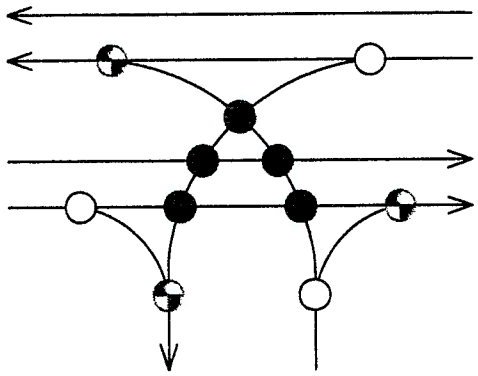
FIGURE 1

APPENDIX

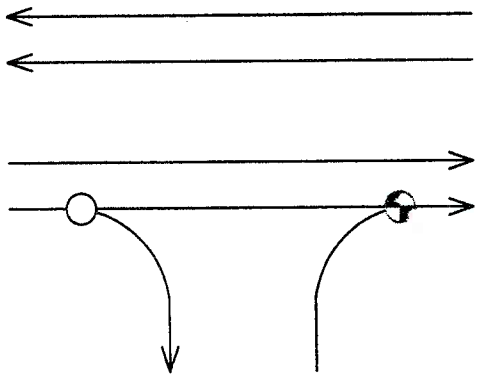
LEGEND

- Crossing Conflict
- Merging Conflict
- Diverging Conflict

T-INTERSECTION W/ ALL MOVEMENTS PERMITTED



T-INTERSECTION LIMITED TO RIGHT-IN, RIGHT-OUT



INTERSECTION CONFLICTS
Possible Intersection Configurations
Corral Creek Road at Highway 99W

no scale

FIGURE 2

APPENDIX

HCS+™ DETAILED REPORT

General Information		Site Information	
Analyst	MTA	Intersection	Springbrook/Fernwood
Agency or Co.	Lancaster	Area Type	All other areas
Date Performed	5/7/2007	Jurisdiction	City of Newberg
Time Period	PM Peak Hour	Analysis Year	2025, Scenario #4
		Project ID	Analysis w/o Providence Road/Corral Creek Road Connector

Volume and Adjustment

	EB			WB			NB			SB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Number of Lanes, N_1	0	1	0	0	1	0	0	1	0	0	1	0
Lane Group		LTR			LTR			LTR			LTR	
Volume, V (vph)	97	17	80	131	66	108	157	313	54	55	265	160
% Heavy Vehicles, %HV	4	4	4	4	4	4	4	4	4	4	4	4
Peak-Hour Factor, PHF	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Pretimed (P) or Actuated (A)	A	A	A	A	A	A	A	A	A	A	A	A
Start-up Lost Time, l_1		2.0			2.0			2.0			2.0	
Extension of Effective Green, e		2.0			2.0			2.0			2.0	
Arrival Type, AT		3			3			3			3	
Unit Extension, UE		3.0			3.0			3.0			3.0	
Filtering/Metering, I		1.000			1.000			1.000			1.000	
Initial Unmet Demand, Q_b		0.0			0.0			0.0			0.0	
Ped / Bike / RTOR Volumes	0	0	0	0	0	0	0	0	0	0	0	0
Lane Width		12.0			12.0			12.0			12.0	
Parking / Grade / Parking	N	0	N	N	0	N	N	0	N	N	0	N
Parking Maneuvers, N_m												
Buses Stopping, N_B		0			0			0			0	
Min. Time for Pedestrians, G_p	3.2			3.2			3.2			3.2		

Phasing	EW Perm	02	03	04	NS Perm	06	07	08
Timing	G = 19.0	G = 0.0	G = 0.0	G = 0.0	G = 35.0	G = 0.0	G = 0.0	G = 0.0
	Y = 3	Y = 0	Y = 0	Y = 0	Y = 3	Y = 0	Y = 0	Y = 0
Duration of Analysis, T = 0.25						Cycle Length, C = 60.0		

Lane Group Capacity, Control Delay and LOS Determination

	EB			WB			NB			SB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Adjusted Flow Rate, v		216			339			582			533	
Lane Group Capacity, c		391			433			787			919	
v/c Ratio, X		0.55			0.78			0.74			0.58	
Total Green Ratio, g/C		0.32			0.32			0.58			0.58	
Uniform Delay, d_1		17.0			18.6			9.2			7.9	
Progression Factor, PF		1.000			1.000			1.000			1.000	
Delay Calibration, k		0.15			0.33			0.30			0.17	
Incremental Delay, d_2		1.7			9.1			3.7			0.9	
Initial Queue Delay, d_3		0.0			0.0			0.0			0.0	
Control Delay		18.7			27.7			12.9			8.8	
Lane Group LOS		B			C			B			A	
Approach Delay	18.7			27.7			12.9			8.8		
Approach LOS	B			C			B			A		
Intersection Delay	15.3			X_c = 0.75			Intersection LOS			B		

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Fernwood/Brutscher
Agency/Co.	Lancaster	Jurisdiction	City of Newberg
Date Performed	5/7/2007	Analysis Year	2025, Scenario #4
Analysis Time Period	PM Peak Hour		

Project Description: *Analysis without Providence/Corral Creek Connector Road*

East/West Street: *Fernwood Road* | North/South Street: *Brutscher Street*

Intersection Orientation: *East-West* | Study Period (hrs): *0.25*

Demand Volumes and Geometrics

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)	24	107			265	228
Peak-Hour Factor, PHF	0.91	0.91	0.91	0.91	0.91	0.91
Hourly Flow Rate, HFR (veh/h)	26	117	0	0	291	250
Percent Heavy Vehicles	2	--	--	0	--	--
Median Type	Undivided					
RT Channelized			0			0
Lanes	0	1	0	0	1	0
Configuration	LT					TR
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)				154		40
Peak-Hour Factor, PHF	0.91	0.91	0.91	0.91	0.91	0.91
Hourly Flow Rate, HFR (veh/h)	0	0	0	169	0	43
Percent Heavy Vehicles	0	0	0	2	0	2
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	0	0	0	0
Configuration					LR	

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration	LT						LR	
v (veh/h)	26						212	
C (m) (veh/h)	1028						488	
v/c	0.03						0.43	
95% queue length	0.08						2.17	
Control Delay (s/veh)	8.6						17.9	
LOS	A						C	
Approach Delay (s/veh)	--	--					17.9	
Approach LOS	--	--					C	

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	Existing
Analysis Time Period	PM Peak Hour		

Project Description: Corral Creek Existing & Future Analysis

East/West Street: Highway 99W	North/South Street: Corral Creek Road
Intersection Orientation: East-West	Study Period (hrs): 0.25

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1260	10	42	1928	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	1298	10	43	1987	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	1	2	0
Configuration		T	TR	L	T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)	8		19			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	8	0	19	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	0	0	0	0
Configuration		LR				

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration		L		LR				
v (veh/h)		43		27				
C (m) (veh/h)		525		238				
v/c		0.08		0.11				
95% queue length		0.27		0.38				
Control Delay (s/veh)		12.5		22.1				
LOS		B		C				
Approach Delay (s/veh)	--	--	22.1					
Approach LOS	--	--	C					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	2007 RIRO
Analysis Time Period	PM Peak Hour		

Project Description: Corral Creek Existing & Future Analysis

East/West Street: Highway 99W	North/South Street: Corral Creek Road
Intersection Orientation: East-West	Study Period (hrs): 0.25

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1260	10		1970	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	1298	10	0	2030	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	0	2	0
Configuration		T	TR		T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			19			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	0	19	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	1	0	0	0
Configuration			R			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					R			
v (veh/h)					19			
C (m) (veh/h)					407			
v/c					0.05			
95% queue length					0.15			
Control Delay (s/veh)					14.3			
LOS					B			
Approach Delay (s/veh)	--	--	14.3					
Approach LOS	--	--	B					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	*MTA*	Intersection	*Highway 99W @ Corral Creek*
Agency/Co.	*Lancaster*	Jurisdiction	*Yamhill County*
Date Performed	*5/4/2007*	Analysis Year	*2012 RIRO*
Analysis Time Period	*PM Peak Hour*		

Project Description *Corral Creek Existing & Future Analysis*

East/West Street: *Highway 99W* | North/South Street: *Corral Creek Road*

Intersection Orientation: *East-West* | Study Period (hrs): *0.25*

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		*1503*	*79*		*2048*	
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*1549*	*81*	*0*	*2111*	*0*
Percent Heavy Vehicles	*0*	--	--	*2*	--	--
Median Type	*Two Way Left Turn Lane*					
RT Channelized			*0*			*0*
Lanes	*0*	*2*	*0*	*0*	*2*	*0*
Configuration		*T*	*TR*		*T*	
Upstream Signal		*0*			*0*	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			*41*			
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*0*	*42*	*0*	*0*	*0*
Percent Heavy Vehicles	*3*	*0*	*3*	*0*	*0*	*0*
Percent Grade (%)		*0*			*0*	
Flared Approach		*N*			*N*	
Storage		*0*			*0*	
RT Channelized			*0*			*0*
Lanes	*0*	*0*	*1*	*0*	*0*	*0*
Configuration			*R*			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					*R*			
v (veh/h)					*42*			
C (m) (veh/h)					*318*			
v/c					*0.13*			
95% queue length					*0.45*			
Control Delay (s/veh)					*18.0*			
LOS					*C*			
Approach Delay (s/veh)	--	--	*18.0*					
Approach LOS	--	--	*C*					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	2017 RIRO
Analysis Time Period	PM Peak Hour		

Project Description: Corral Creek Existing & Future Analysis

East/West Street: Highway 99W | North/South Street: Corral Creek Road

Intersection Orientation: East-West | Study Period (hrs): 0.25

Vehicles Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1745	148		2126	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	1798	152	0	2191	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	0	2	0
Configuration		T	TR		T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			63			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	0	64	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	1	0	0	0
Configuration			R			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					R			
v (veh/h)					64			
C (m) (veh/h)					249			
v/c					0.26			
95% queue length					1.00			
Control Delay (s/veh)					24.4			
LOS					C			
Approach Delay (s/veh)	--	--	24.4					
Approach LOS	--	--	C					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	MTA	Intersection	Highway 99W @ Corral Creek
Agency/Co.	Lancaster	Jurisdiction	Yamhill County
Date Performed	5/4/2007	Analysis Year	2021 RIRO
Analysis Time Period	PM Peak Hour		

Project Description: Corral Creek Existing & Future Analysis

East/West Street: Highway 99W | North/South Street: Corral Creek Road

Intersection Orientation: East-West | Study Period (hrs): 0.25

Major Street Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		1988	217		2204	
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	2049	223	0	2272	0
Percent Heavy Vehicles	0	--	--	2	--	--
Median Type	Two Way Left Turn Lane					
RT Channelized			0			0
Lanes	0	2	0	0	2	0
Configuration		T	TR		T	
Upstream Signal		0			0	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			84			
Peak-Hour Factor, PHF	0.97	0.97	0.97	0.97	0.97	0.97
Hourly Flow Rate, HFR (veh/h)	0	0	86	0	0	0
Percent Heavy Vehicles	3	0	3	0	0	0
Percent Grade (%)		0			0	
Flared Approach		N			N	
Storage		0			0	
RT Channelized			0			0
Lanes	0	0	1	0	0	0
Configuration			R			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					R			
v (veh/h)					86			
C (m) (veh/h)					194			
v/c					0.44			
95% queue length					2.07			
Control Delay (s/veh)					37.6			
LOS					E			
Approach Delay (s/veh)	--	--	37.6					
Approach LOS	--	--	E					

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TWO-WAY STOP CONTROL SUMMARY

General Information		Site Information	
Analyst	*MTA*	Intersection	*Highway 99W @ Corral Creek*
Agency/Co.	*Lancaster*	Jurisdiction	*Yamhill County*
Date Performed	*5/4/2007*	Analysis Year	*2025 RIRO*
Analysis Time Period	*PM Peak Hour*		

Project Description *Corral Creek Existing & Future Analysis*

East/West Street: *Highway 99W* | North/South Street: *Corral Creek Road*

Intersection Orientation: *East-West* | Study Period (hrs): *0.25*

Vehicle Volumes and Adjustments

Major Street	Eastbound			Westbound		
Movement	1	2	3	4	5	6
	L	T	R	L	T	R
Volume (veh/h)		*2230*	*286*		*2281*	
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*2298*	*294*	*0*	*2351*	*0*
Percent Heavy Vehicles	*0*	--	--	*2*	--	--
Median Type	*Two Way Left Turn Lane*					
RT Channelized			*0*			*0*
Lanes	*0*	*2*	*0*	*0*	*2*	*0*
Configuration		*T*	*TR*		*T*	
Upstream Signal		*0*			*0*	

Minor Street	Northbound			Southbound		
Movement	7	8	9	10	11	12
	L	T	R	L	T	R
Volume (veh/h)			*106*			
Peak-Hour Factor, PHF	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*	*0.97*
Hourly Flow Rate, HFR (veh/h)	*0*	*0*	*109*	*0*	*0*	*0*
Percent Heavy Vehicles	*3*	*0*	*3*	*0*	*0*	*0*
Percent Grade (%)		*0*			*0*	
Flared Approach		*N*			*N*	
Storage		*0*			*0*	
RT Channelized			*0*			*0*
Lanes	*0*	*0*	*1*	*0*	*0*	*0*
Configuration			*R*			

Delay, Queue Length, and Level of Service

Approach	Eastbound	Westbound	Northbound			Southbound		
Movement	1	4	7	8	9	10	11	12
Lane Configuration					*R*			
v (veh/h)					*109*			
C (m) (veh/h)					*151*			
v/c					*0.72*			
95% queue length					*4.29*			
Control Delay (s/veh)					*74.2*			
LOS					*F*			
Approach Delay (s/veh)	--	--	*74.2*					
Approach LOS	--	--	*F*					

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months to fill. Instead, it was 100% committed before the structure was even completed. Starting in January 2008 Providence will begin planning a second medical office building. The proposed medical office building will be placed east of the current structures. This also means that future medical office buildings will likely be east of the current structure and be most probably east of Providence Drive.

I have enclosed an aerial photo that shows potential building sites east of Providence Drive. There is also a structure already located east of Providence Drive right at the intersection with Hwy 99W which will at some point be reused as well.

Reworking Golf Course Design

Providence has been concerned about the routing of the Bypass corridor around the golf course. Their concern was based upon the fact that the route around the golf course would eliminate much of the property east of Providence Drive for construction of future buildings. Providence has worked very hard with Chehalem Park and Recreation District (CPRD) and Jeff Smith of J.T. Smith Homes in planning a property sale/swap to address this concern. Attached as an enclosure is a Memorandum of Understanding that the parties have been working under since December 2006 and have recently just completed.

The property east of Providence Drive is very important to Providence as evidenced by Dana White's letter, and the fact that Providence had already placed utilities east of Providence Drive. Based on the City's commitment not to place a frontage road through to Providence Drive, Providence worked hard with their partners to figure out how the Bypass could be rerouted, over a short portion of the current golf course, and in turn a new section of the golf course could be built on Providence property that is east of the Bypass corridor.

This is a classic example of a win-win-win situation. Providence wins because they have the capacity to build several structures east of Providence Drive and can more efficiently utilize their property. CPRD wins because the par three, fifth hole, would be replaced as it historically has been a catch point on the course, and has been criticized by those using the red tees because they have no effective way to avoid the hazard. CPRD also will have a hole that requires a complete carry of the water hazard from all but the red tees. J.T. Smith Homes, developing as The Greens at Springbrook, LLC, had to provide an easement across some of their properties to allow a safe landing zone for the new fairway. They benefit because they will have an increase in the number of lots that will have a view of the golf course.

The City's Estimates are Low

City staff has estimated what this frontage road might cost. Their estimate in our opinion is quite low. As you can see from the topographical map, the frontage road would have to cross Springbrook Creek twice just as the Bypass will. I do not think that you necessarily have to

double the city's estimate, but you probably need to increase it by a margin of about 50% to reasonably anticipate this cost. This cost is unreasonably high for the relatively low traffic improvement especially when considering the risk the through traffic will create for patient safety.

System Function

With this letter we are also submitting materials from Lancaster Engineering regarding the functionality of Fernwood Road at its intersection with Springbrook, Brutscher, a new north/south road, and Corral Creek Road, and the functionality of Corral Creek Road at its intersection with Hwy 99W. We have done this based on a full build out of the southeast area, and on a half build out basis. Fernwood as a road functions appropriately. Fernwood's intersection with Corral Creek Road also functions appropriately over the planning period. Modifying the access at Corral Creek Road at Hwy 99W to a right-in, right-out allows that intersection to function through 2025.

Safety of Patients

This frontage road connecting to Providence Drive as proposed would almost double the traffic traveling along Providence Drive. Providence Newberg Medical Center itself makes up a large portion of the traffic that is planned for this site. The remainder comes from the Hayes Street extension. We are certainly very concerned about people who will use that extension as a cut through to the traffic light at Providence Drive and Hwy 99W. However we are hopeful that we can work with our neighbors to make that less convenient than Brutscher Drive. If that is the case, traffic coming from the south will most likely have a destination of the Providence Newberg Medical Center. Essentially that would mean that all of the trips that use Providence Drive would have an end destination on Providence Drive. This frontage road would completely change the nature of the traffic. Suddenly it would double the traffic and the extra load would only be interested in getting to Hwy 99W. They likely would be thinking ahead about their opportunity to drive on a 55mph road as opposed to those who are patients who are looking to slow down and enter parking lots.

Unfortunately Providence Health System has seen pedestrian/car accidents at other sites. There will be pedestrian walkways between the east Providence Drive buildings and the medical center itself. Some of the pedestrians crossing would be employees, but the vast majority would be patients needing to seek out ancillary services. As you are aware the patient load is generally elderly, infirm or parents with small children. It would make no more sense to turn Providence Drive into a major through collector then it would to plop one down right through the middle of the George Fox University campus. The medical center needs the campus feel not just for aesthetics, but also for safety.

Conclusion

Providence Health System has made a major commitment to our community. That commitment included a $60 million investment in a medical center. They know that in the future they will need to grow, in fact, they are beginning the planning process for a second medical office building east of the current structure this coming year. We as a community should meet their commitment with our own commitment to recognize the unique nature of the medical center campus. Certainly CPRD and J.T. Smith Homes have recognized the importance of the campus and have worked hard on a creative arrangement that allows Providence to maximize their real property. Please also recognize that special need for preserving the safety of the campus. Please once again reject this idea of making Providence Drive a through traffic street and direct staff to stop bringing it back up.

Yours very truly,

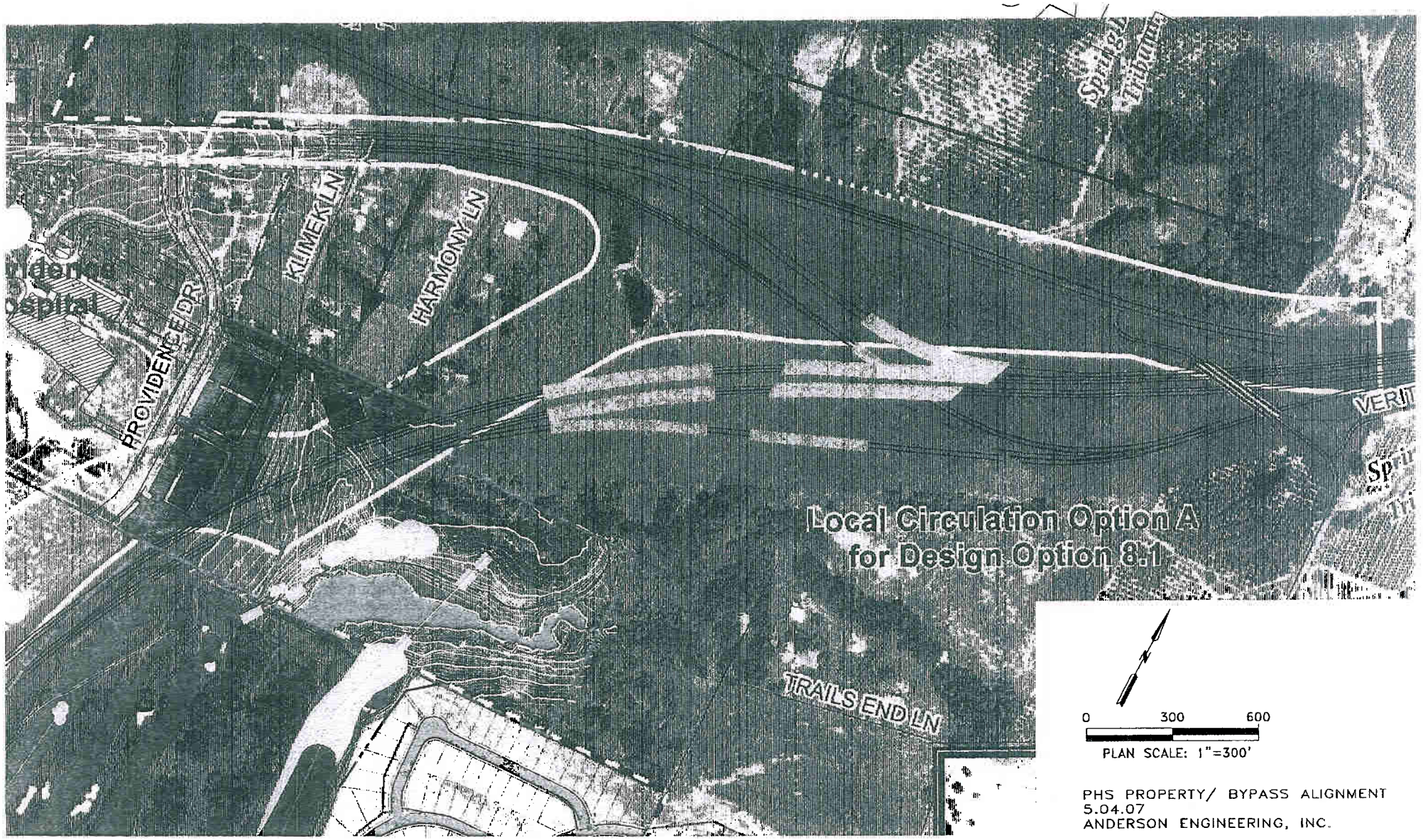
BROWN, TARLOW, BRIDGES & PALMER, P.C.

John Bridges

JTB:cml

Enclosures

cc: Dana White



PHS PROPERTY/ BYPASS ALIGNMENT
5.04.07
ANDERSON ENGINEERING, INC.

MEMORANDUM

12

Date: May 30, 2007

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP BB

RE: Trails End – Providence Drive connection

At your May 14, 2007 meeting, you asked for further information on a potential connection between Trails End Lane and Providence Drive, in conjunction with the Southeast Transportation Plan. You asked us to take a rough look at a possible routing of the road, and to meet with ODOT about the bypass crossings. Also, at the May 14 meeting, there were questions about the cost estimate for the road, and the traffic impacts. This memo is a follow up to those requests.

Note that the information below is a "planning level" analysis only. Certainly more detailed engineering analysis will be needed before any final location is selected. ODOT anticipates providing a further traffic analysis of this connection and the connection to 99W at a later date. Hopefully, however, this will be sufficient information for NUAMC to determine whether or not to pursue such a connection within the Southeast Transportation Plan.

We recommend that NUAMC open the written record until June 7, 2007 to allow public comment on this memo.

Potential Location of Connection Road

Following the May 14, 2007 NUAMC meeting, staff was able to meet with ODOT representatives and discuss potential crossings of the bypass and the location of the connection road. At the meeting, one possible location was identified. Note that this location is only a conceptual location – other locations could be identified through further research.

Providence Drive connection: The connection to Providence Drive might be made at the same location as possible future connection to Klimek Lane and Harmony Lane. As part of the bypass project, it is anticipated that Klimek Lane and Harmony Lane access to 99W will be terminated. Thus, it is likely that a new road to provide access to these neighborhoods will need to be constructed near the south end of these streets to connect Providence Drive. This access road might also be extended to Trails End Lane to access the southeast area.

Bypass crossing: A potential location for crossing the bypass could be near the south end of Harmony Lane. This is south of where the bypass splits into several separate lanes, so the total crossing distance would be minimized. The bypass may not be elevated at this point, so a

separate structure to cross under the bypass may be needed. An undercrossing at this location should be as perpendicular to the bypass as possible to limit the length of the structure.

Creek crossing: The next major obstacle east is Springbrook Creek. It is likely that this creek would need to be bridged. The creek is within a canyon with a fairly steep east side. The creek forks north of Trails End Lane. The concept road shows a crossing south of this fork so that only one bridge is needed.

Trails End connection: East of the creek crossing, the concept road is shown as following the alignment of Trails End Lane and connecting to Corral Creek Road. The location here also is flexible.

Cost Estimate

In an earlier memo, City staff estimated the cost of this road as $7-$10 million. Calculating the cost of a possible bridge over the creek, an undercrossing of the bypass, construction of the road itself, right-of-way acquisition, and possible intersection improvements, this still remains a reasonably conservative estimate.

Traffic Impacts

The potential traffic impacts of this connection are evaluated with the plan itself. Alternative #1 estimates the traffic volumes with the connection and closing the Highway 99W/Corral Creek Road intersection. Alternative #5 estimates the volumes with the connection and converting the Highway 99W/Corral Creek Road intersection to right-out only. These numbers are expressed as 2025 p.m. peak hour volumes.

Attachment: Concept Map



City of Newberg

Concept Map Trails End - Providence Dr. Connection

Draft 5/16/07
This map shows a rough, gener potential location for discussion purposes only. It is not intended to show exact location. If this option is chosen, location would be determin at a later time.

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C. Project Components, Options and Issues

The project components described below are labeled on Figure 11 and listed in Table 2. Each is identified by a component number. For example, "NS-3" refers to the roundabout, a project component on the proposed north-south road.

1. New Roadways and Connections

New E/W North Side Frontage Road and 99W Crossing (99W-1, 99W-2). In conjunction with construction of the Newberg-Dundee Bypass, a new road may be designed to extend from the northern end of Corral Creek Rd. under the bypass and Highway 99W to connect to Crestview Dr. on the north side of Highway 99W. This alignment would allow access from the proposed URA/UGB areas to Highway 99W without adding significant traffic volumes to Providence Dr. Some of the street system alternatives for the bypass interchange area do not include such a roadway at all, so this road may or may not be constructed depending on the construction feasibility and ODOT's IAMP limitations.

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New E/W Collector (EW-1). A new east/west road, depicted as "New E/W Roadway" in Figures 6 and 10, may be constructed to connect Providence Dr. with a new North-South Collector (NS-1 and NS-2). ODOT has indicated that this pre-bypass connecting road may make it less necessary for them to help build the 99W Crossing (99W-2) in conjunction with the bypass.

New N/S Collector (NS-1, NS-2, NS-3, NS-4). A new north/south road depicted as "New N/S Roadway" in Figures 6 through 10 has been proposed to extend from Wilsonville Rd. to Corral Creek Rd. This new roadway would facilitate north/south circulation through the proposed URA/UGB expansion area while helping to reduce traffic volumes on the less direct parallel route, Renne Rd.

The location of the northern terminus of this roadway must be carefully selected in order to ensure that the new roadway provides the needed circulation improvements while minimizing adverse impacts of development on adjacent land east of Corral Creek Rd. At the neighborhood workshops, various people expressed different views as to where that connection should be. A connection south of Schaad Rd. would impact many of the residents living east of Corral Creek Rd., since this intersection provides a primary access to the City of Newberg. In addition, a connection at or south of Schaad Rd. would encourage traffic to travel that roadway, and have impacts on residents there. In response to suggestions at the public workshops, three alternatives were developed for consideration by NUAMC.

Table 2. Southeast Transportation Plan Estimates for Transportation Improvements

Project ID	Improvement Description	Units		Unit Cost		Total Cost	Abutting Properties	New Development	SDC	City*	Yamhill County**	ODOT	Phasing	Trigger
99W-1	New frontage road on north side of 99W - Benjamin Rd. to Corral Creek Rd.	2400	lf	$452	per lf	$ 1,085,000	$ -	$ -	$ -	$ -	$ -	$ 1,085,000	Bypass	Bypass
99W-2	New Corral Creek Road/99W Crossing	1	LS	$2,000,000	ea.	$ 2,000,000	$ -	$ -	$ -	$ -	$ -	$ 2,000,000	Bypass	Bypass
99W-3	Interim 99W/Corral Creek Rd./Veritas improvements	1	LS	$250,000	ea.	$ 250,000	$ -	$ -	$ 250,000	$-	$ -	$ -	Phase 1	Any development in Corral Creek Rd. N
CC-1	Improve Corral Creek Rd. from 99W south in Corral Creek Rd. North Area (major collector/sidewalk one side)	3200	lf	$410	per lf	$ 1,312,000	$ -	$ 1,246,000	$ 66,000	$ -	$ -	$ -	Phase 1	Development of abutting properties
CC-2	Improve Corral Creek Rd. from Fernwood Rd. north in Corral Creek Rd. South Area (major collector/sidewalk one side)	3000	lf	$410	per lf	$ 1,230,000	$ -	$ 1,168,000	$ 62,000	$ -	$ -	$ -	Phase 2	Development of abutting properties
EW-1	Construct new East-West Collector from Providence Dr. to North-South Collector	2900	lf	$452 per lf + bridge cost		$ 8,000,000	$ -	$ 305,000	$ 5,695,000	$ -	$ -	$ 2,000,000	Phase 1	Development in Corral Creek Rd. N
FW-1	Improve Fernwood Rd. from east fork of Springbrook Creek to steep grade (FW-2) (major collector)	1400	lf	$452	per lf	$ 633,000	$ -	$ 570,000	$ 63,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-2	Reconstruct tight curve on grade on Fernwood Rd.	1000	lf	$1,000	per lf	$ 1,000,000	$ -	$ 407,000	$ 593,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-3	Improve Fernwood Rd. (major collector) from steep grade (FW-2) to new North-South Collector	700	lf	$452	per lf	$ 316,000	$ -	$ 284,000	$ 32,000	$ -	$ -	$ -	Phase 3	Development of abutting properties, connection of North-South Collector to Fernwood Rd.
FW-4	Improve Fernwood Rd. from new North-South Collector to Corral Creek Rd. (major collector)	900	lf	$452	per lf	$ 407,000	$ -	$ 366,000	$ 41,000	$ -	$ -	$ -	Phase 5	Development of abutting properties
NS-1	Construct new North-South Collector street from 99W/Corral Creek Rd. intersection to The Greens Ave. connection (major collector)	2900	lf	$543	per lf	$ 1,573,000	$ -	$ 1,416,000	$ 157,000	$ -	$ -	$ -	Phase 1	Development in Corral Creek Rd. N
NS-2	Construct new North-South Collector street from The Greens Ave. connection to Fernwood Road (major collector)	3100	lf	$678	per lf	$ 2,102,000	$ -	$ 1,892,000	$ 210,000	$ -	$ -	$ -	Phase 2	Development in Corral Creek Rd. S
NS-3	Construct roundabout at Fernwood Rd./North-South Collector intersection	1	LS	$150,000	ea.	$ 150,000	$ -	$ -	$ 150,000	$ -	$ -	$ -	Phase 3	Construction of North-South Collector
NS-4	Construct new North-South Collector street from Fernwood Rd. to Wilsonville Rd. (major collector)	4100	lf	$452	per lf	$ 1,854,000	$ -	$ 1,669,000	$ 185,000	$ -	$ -	$ -	Phase 4	Development in Fernwood Road S., Wilsonville Rd. NE
PED-1	Multi-use path from Hayes St./Providence Drive to Corral Creek Rd./99W intersection	4000	lf	$150	per lf	$ 600,000	$ -	$ 600,000	$ -	$ -	$ -	$ -	Phase 1	Development of properties containing path
PED-2	Pedestrian paths in area north of Fernwood Rd.	3800	lf	$100	per lf	$ 380,000	$ -	$ 380,000	$ -	$ -	$ -	$ -	Phase 2	Development of properties containing path
PED-3	Pedestrian path connecting Wilsonville Rd. and golf course	1600	lf	$100	per lf	$ 160,000	$ -	$ 160,000	$ -	$ -	$ -	$ -	Phase 6	Development of properties containing path
PED-4	Pedestrian paths in area between Fernwood Rd. and Wilsonville Rd.	6600	lf	$100	per lf	$ 660,000	$ -	$ 660,000	$ -	$ -	$ -	$ -	Phase 5	Development of properties containing path
RN-1	Eliminate through traffic on Renne Rd.	1	LS	$20,000	ea.	$ 20,000	$ -	$ -	$ 20,000	$ -	$ -	$ -	Phase 3	Connection of North-South Collector to Fernwood Road and prior to development in Fernwood Rd. N
RN-2	Improve Renne Rd. from Fernwood Rd. to Wilsonville Rd. (county rural without curb, gutter or sidewalk)	4000	lf	$368	per lf	$ 1,473,000	$ -	$ 1,473,000	$ -	$ -	$ -	$ -	Phase 5	Development of abutting properties
WL-1	Improve Wilsonville Rd./Springbrook Creek crossing	1	LS	$1,000,000	ea.	$ 1,000,000	$ -	$ 50,000	$ 950,000	$ -	$ -	$ -	Phase 5	Construct before 10% of Wilsonville Rd. NW/Wilsonville Rd. NE is developed
WL-2	Improve Wilsonville Rd. from Springbrook Creek to double curve (major arterial)	2100	lf	$710	per lf	$ 1,492,000	$ -	$ 1,149,000	$ 343,000	$ -	$ -	$ -	Phase 6	Development in Wilsonville Rd. NW
WL-3	Improve double curve on Wilsonville Road	1600	lf	$1,066	per lf	$ 1,705,000	$ -	$ 875,000	$ 830,000	$ -	$ -	$ -	Phase 6	Development in Wilsonville Rd. NE
WL-4	Improve Wilsonville Rd. from double curve to new North-South Collector (major arterial)	500	lf	$710	per lf	$ 355,000	$ -	$ 273,000	$ 82,000	$ -	$ -	$ -	Phase 6	Development of abutting property
WL-5	Improve Wilsonville Rd. from new North-South Collector to Renne Road (minor arterial)	3000	lf	$581	per lf	$ 1,743,000	$ -	$ 1,342,000	$ 401,000	$ -	$ -	$ -	Phase 7	Development of abutting property
	TOTAL					$ 31,500,000	$ -	$ 16,285,000	$ 10,130,000	$ -	$ -	$ 5,085,000		

*Although no direct City funding is anticipated, City financing of improvements will be needed

**No County funding is shown. However, several improvements would improve existing County roads. Newberg and Yamhill County may negotiate some County contribution where jurisdictional transfer of the road occurs.

work with ODOT and Parametrix staff to select the most direct connections possible without impairing the function of the new interchange.

After hearing the testimony and considering the various options for a pre-bypass connection with Hwy 99W, NUAMC recommended redirecting traffic from Corral Creek Rd. to Providence Dr. via an extension of Trails End Ln., and also regulating turning movements from Corral Creek Rd. to 99W to allow only right-in, and right-out. While other options may be possible after the bypass has been constructed, NUAMC members concluded that the combination of these two options was the best choice for now. The recommendation for after the bypass is built was to both 1) continue to use the Trails End/Providence Dr. connection and 2) bring Corral Creek Rd. north to connect with the new frontage road on the north side of 99W (leading to Crestview Dr.).

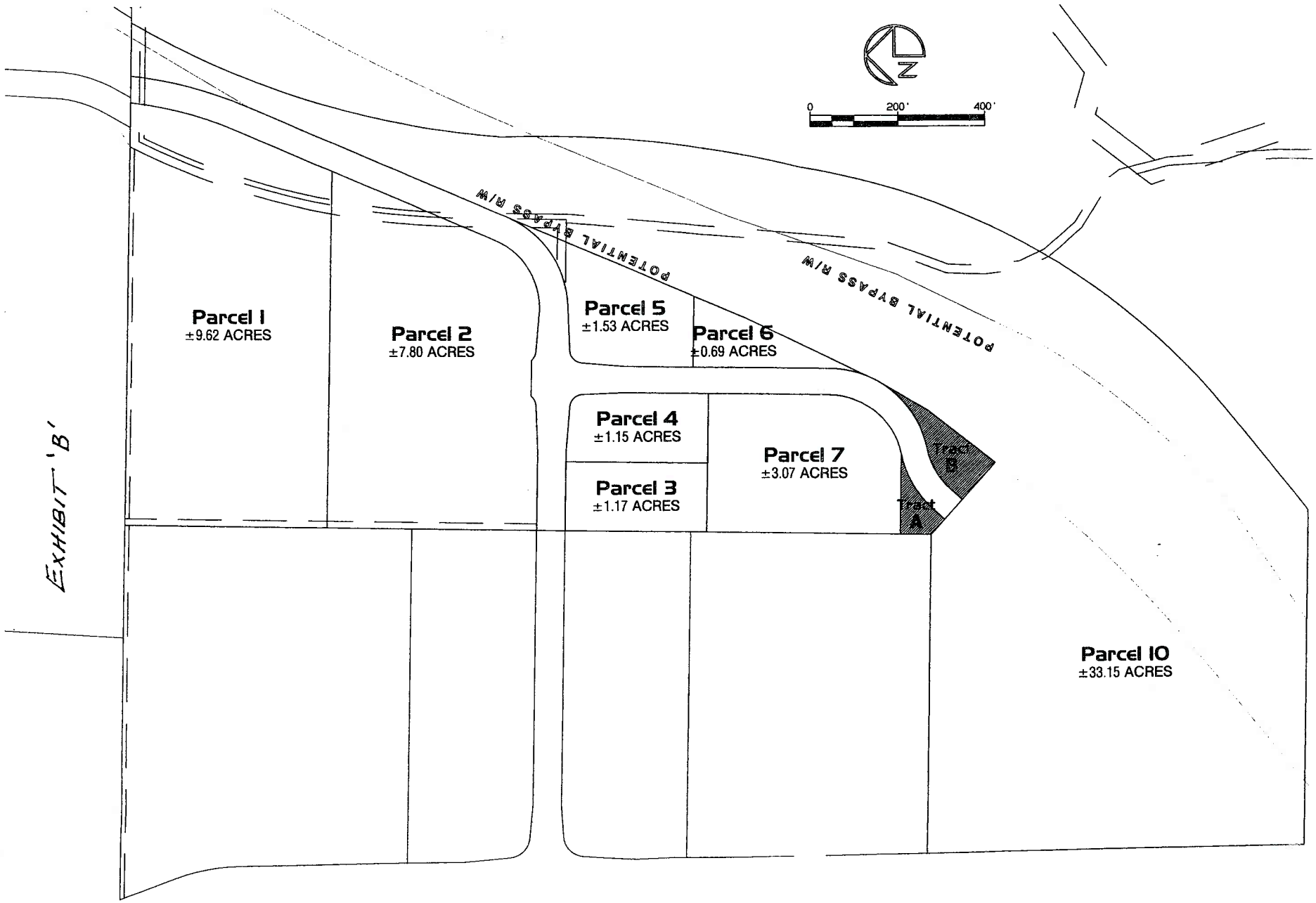
3. Other Improvements Needed in the Area

Corral Creek Rd. (CC-1, CC-2). As discussed earlier in this report, the improvements needed to Corral Creek Rd. could become less critical and less costly to the public if the North-South Collector completely avoids Corral Creek Rd. ("Alternative C") between 99W and Fernwood Rd., with the East-West Collector diverting traffic to the traffic light at Providence Dr. This would take considerable pressure off the existing Corral Creek Rd. alignment. Since Corral Creek Rd. is only 20 feet wide with no shoulders, bike lanes or sidewalks, it would be necessary to improve the existing portions of Corral Creek Rd. in order to utilize the existing alignment. The improvements required would include widening the paved surface to 34 feet curb-to-curb with bike lanes, and installing sidewalks along the roadway. With the selection of Alternative C and the East-West Collector to Providence Dr., it might be possible to cut back these projects significantly, with major reductions in cost.

Fernwood Rd. (FW-1, FW-2, FW-3, FW-4). Fernwood Rd. has an existing curve with limited sight distance located approximately 1,800 feet west of Corral Creek Rd. This curve is proposed to be straightened in order to improve safety on Fernwood Rd. In addition, the existing Fernwood Rd. cross section will need to be widened upon development of the SE Newberg URA/UGB areas. The existing roadway is 20 feet wide in the subject area, and will require widening to 34 feet curb to curb with bike lanes, as well as construction of sidewalks along the roadway.

Wilsonville Rd. (WL-1 through WL-6). Wilsonville Rd. is currently 21 feet wide, and will also require widening upon development of the adjacent land. It is currently classified as a minor arterial, which calls for a 60- to 80-foot right-of-way. The higher figure is recommended to accommodate anticipated long-term development in the surrounding area. Assuming a future cross-section of 46 feet wide from curb to curb with sidewalks and planter strips on both sides, the future roadway width will accommodate through travel lanes and a bike lane for each travel direction as well as a two-way left-turn lane. In reviewing the proposed Southeast Transportation Plan, the Yamhill County Public Roads Advisory Committee felt that Wilsonville Rd. should be planned as a major arterial between Springbrook Rd. and the North-South Collector

14



\\Server\land projects\07-21E\0721-LOTS529.dwg, 5/30/2007 12:14:45 PM, The Saunders Company

EXHIBIT B
FERNWOOD ROAD
BRUTSCHER STREET
HAYES STREET
5.17 AC
M-1 ZONE
33.16 ACRES
M-1 ZONE
TL 3216 2014
4.96 AC
RP ZONE
TL 3216 2012
TL 3216 2009
C1
C2
Corridor
potential R/W
GRAPHIC SCALE
MJG DEVELOPMENT
NEWBERG, OREGON
SPRINGBROOK OAKS
OAK MEADOWS II
MEDICAL OFFICE AND RETIREMENT COMMUNITY
The Saunders Company Inc.
ENGINEERING DIVISION
P.O. Box 536 Dundee, Oregon 97115-0536

JRH

October 12, 2007

Mayor Bob Andrews and the Newberg City Council
414 East First Street
Newberg, OR 97132

RE: Ordinance No. 2007-2681
Information related to the Newberg Southeast Transportation Plan and its impact on Providence Newberg Medical Center (PNMC)

Dear Mayor and City Council Members,

This letter demonstrates that connecting existing Providence Drive to Corral Creek Road via Trails End Lane will impact the operation, circulation, and connectivity of Providence Newberg Medical Center. The added traffic from this connection will further degrade operation of transportation facilities near PNMC. Primary concerns regarding the extension are as follows:

- The intersection of Highway 99W at Providence will fall below acceptable performance levels with already approved developments that do not include a connection to Corral Creek
- The queue lengths at the intersection of Providence Drive at Highway 99W will extend beyond the main driveway to PNMC, resulting in blockage to PNMC
- Additional traffic from additional connections will complicate travel for patients and visitors who may need to visit PNMC and the on-site medical office buildings (MOB). Due to the volume of expected traffic across Providence Drive it may not be possible to navigate as a pedestrian. This is especially true as Providence Drive bisects the medical campus.
- Delays, backups, and queues on Providence Drive will add to confusion and frustration of patients and visitors, many of whom are unfamiliar with the area and may be distressed.
- One of the most important issues in the operation of a hospital is ease of access. If Providence Drive were to become congested, ease of access to this facility would be lost for both vehicular and pedestrian traffic
- Pedestrian connectivity between the east and west portions of the medical center campus would be seriously hampered.

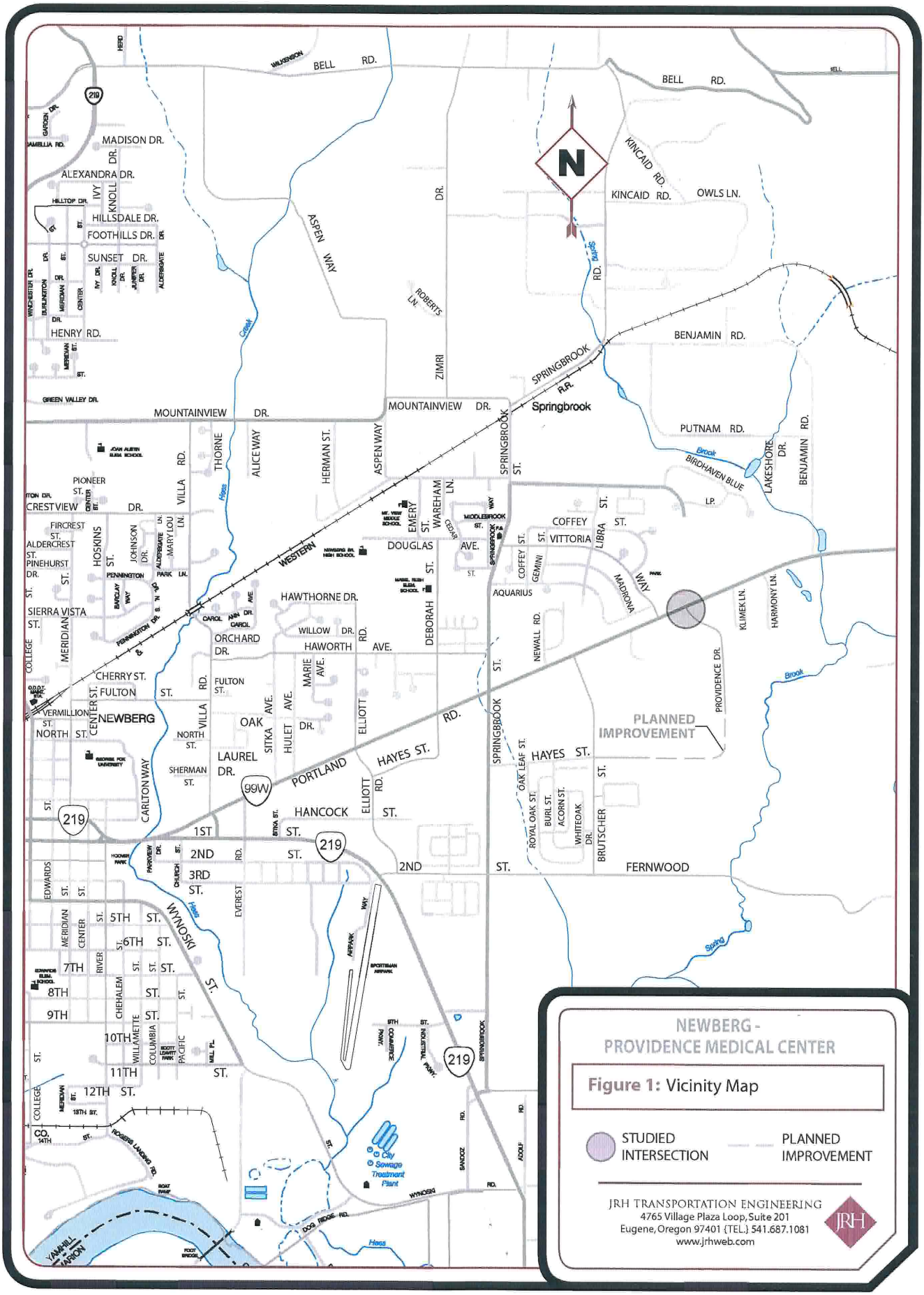
VOICE 541.687.1081 FAX 541.345.6599 WEB JRHWEB.COM
4765 VILLAGE PLAZA LOOP SUITE 201 EUGENE OREGON 97401

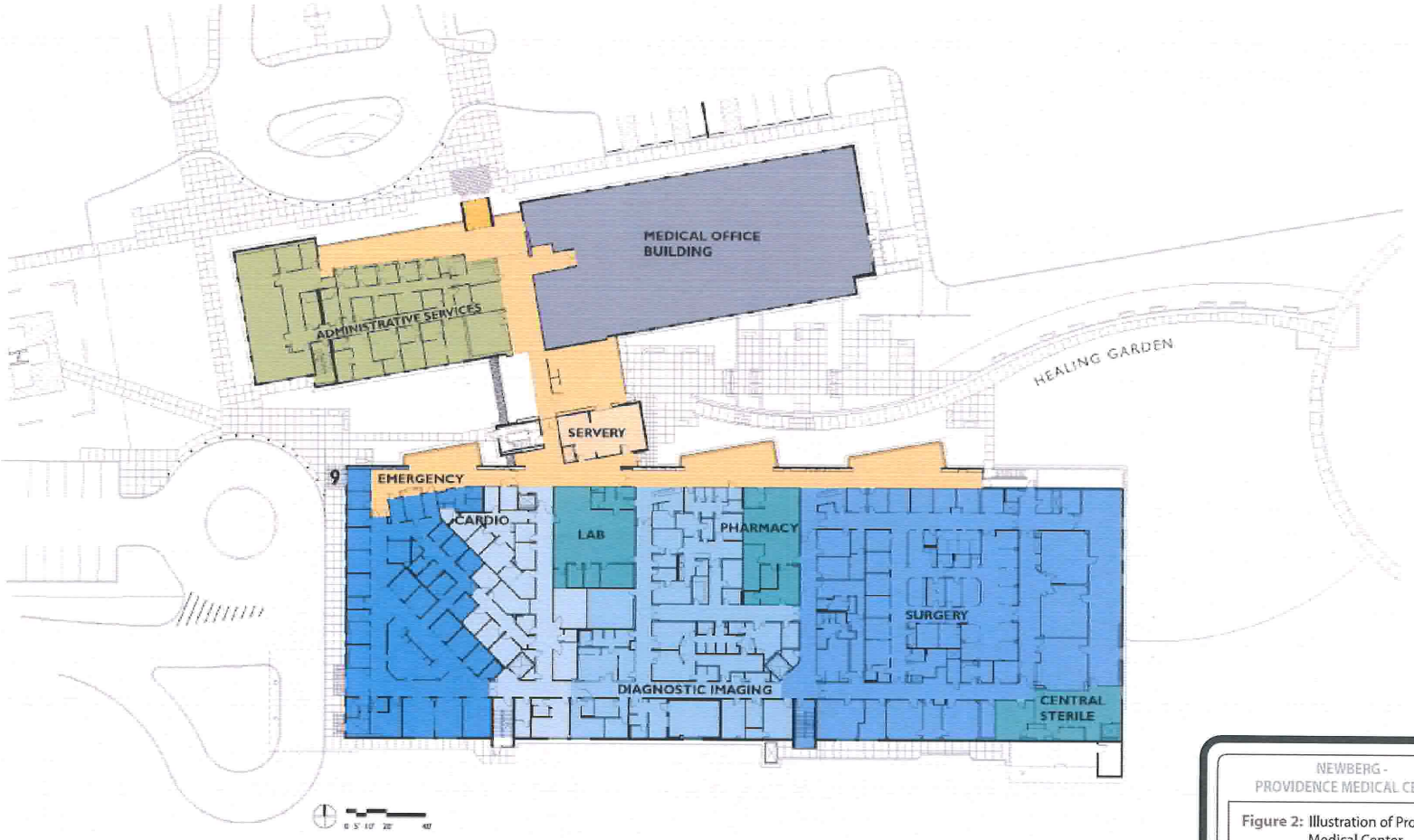
1.0 EXISTING CONDITIONS AND ROADWAY CONFIGURATION

The proposed Southeast Newberg UGB expansion and lack of funding for the Newberg Bypass has raised concerns about maintaining efficient access to PNMC. Providence Hospital has two access points onto Highway 99W, the main entrance at Providence Drive and the emergency entrance located to the west. The following planning level analysis focused on the affects to Providence Hospital with conceptual roadway changes and planned development in place.

The intersection of Highway 99W at Providence Drive is a signalized intersection; Highway 99W is a five-lane facility. Currently, Providence Drive is a two-lane roadway that serves hospital traffic only and terminates south of PNMC. The emergency entrance to PNMC is unsignalized.

The City of Newberg Transportation System Plan has Providence Drive continuing south via Hayes Street to Brutsher Street as a local Street. Further, an extension of Crestview Drive is planned to connect to Highway 99W opposite Providence Drive and will comprise a fourth leg to the Highway 99W at Providence Drive intersection. A vicinity map is provided in Figure 1. A site plan of PNMC is provided in Figure 2, and an excerpt from the Transportation System Plan (TSP) is shown in Figure 3. A graphic showing the Southeast Transportation Plan is provided in Figure 4.


NEWBERG - PROVIDENCE MEDICAL CENTER
Figure 1: Vicinity Map
STUDIED INTERSECTION
PLANNED IMPROVEMENT
JRH TRANSPORTATION ENGINEERING
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Eugene, Oregon 97401 (TEL.) 541.687.1081
www.jrhweb.com
N
BELL RD.
KINCAID RD.
OWLS LN.
MADISON DR.
ALEXANDRA DR.
HILLSDALE DR.
FOOTHILLS DR.
SUNSET DR.
HENRY RD.
ASPEN WAY
ZIMRI
ROBERTS LN.
SPRINGBROOK RD.
BENJAMIN RD.
SPRINGBROOK
Springbrook
MOUNTAINVIEW DR.
PUTNAM RD.
BIRDHAVEN BLUE Brook
LAKESHORE DR.
THORNE
ALICE WAY
HERMAN ST.
VILLA RD.
PIONEER
CREST VIEW DR.
FIRCREST ST.
ALDERCREST ST.
PINEHURST DR.
HOSKINS ST.
JOHNSON DR.
MARY LOU LN.
PENNINGTON PARK LN.
BARCLAY WAY
SIERRA VISTA ST.
MERIDIAN
COLLEGE
WESTERN
EMERY ST.
WAREHAM LN.
CEDAR
MIDDLEBROOK ST.
DOUGLAS AVE.
COFFEY ST.
VITTORIA
LIBRA ST.
GEMINI
AQUARIUS
MADRONA WAY
DEBORAH ST.
HAWTHORNE DR.
WILLOW DR.
ORCHARD DR.
HAWORTH AVE.
NEWALL RD.
KLIMEK LN.
HARMONY LN.
PROVIDENCE DR.
Brook
CHERRY ST.
FULTON ST.
VERMILLION ST.
NORTH ST.
CENTER ST.
NEWBERG
VILLA RD.
OAK DR.
SITKA AVE.
HULET AVE.
MARIE AVE.
ELLIOTT RD.
PLANNED IMPROVEMENT
LAUREL DR.
SHERMAN ST.
CARLTON WAY
99W
PORTLAND RD.
HAYES ST.
OAK LEAF ST.
ROYAL OAK ST.
BURL ST.
ACORN ST.
WHITEOAK DR.
BRUTSCHER ST.
FERNWOOD
HANCOCK ST.
1ST ST.
2ND ST.
3RD ST.
EDWARDS ST.
PARKVIEW DR.
CHURCH ST.
EVEREST
WYNOOSKI ST.
Hess Creek
AIRPARK WAY
SPORTSMAN AIRPARK
5TH ST.
6TH ST.
7TH ST.
8TH ST.
9TH ST.
10TH ST.
11TH ST.
12TH ST.
CHEHALEM
RIVER
CENTER
WILLAMETTE
COLUMBIA
PACIFIC
MILL PL.
COMMERCE PKWY.
SPRINGBROOK
City Sewage Treatment Plant
SANDOZ RD.
ADOLF RD.
DOG RIDGE RD.
ROGERS LANDING RD.
BOAT RAMP
FOOT BRIDGE
YAMHILL
MARION
CO.
Spring Brook
219
99W



NEWBERG - PROVIDENCE MEDICAL CENTER

Figure 2: Illustration of Providence Medical Center

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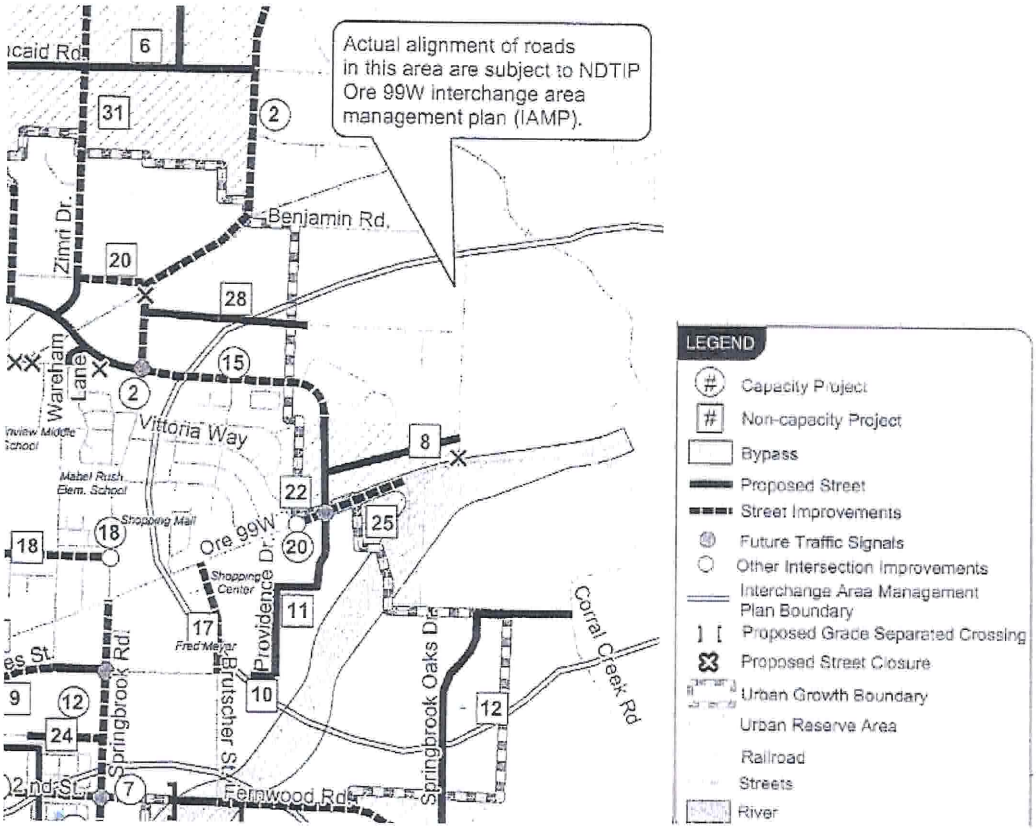
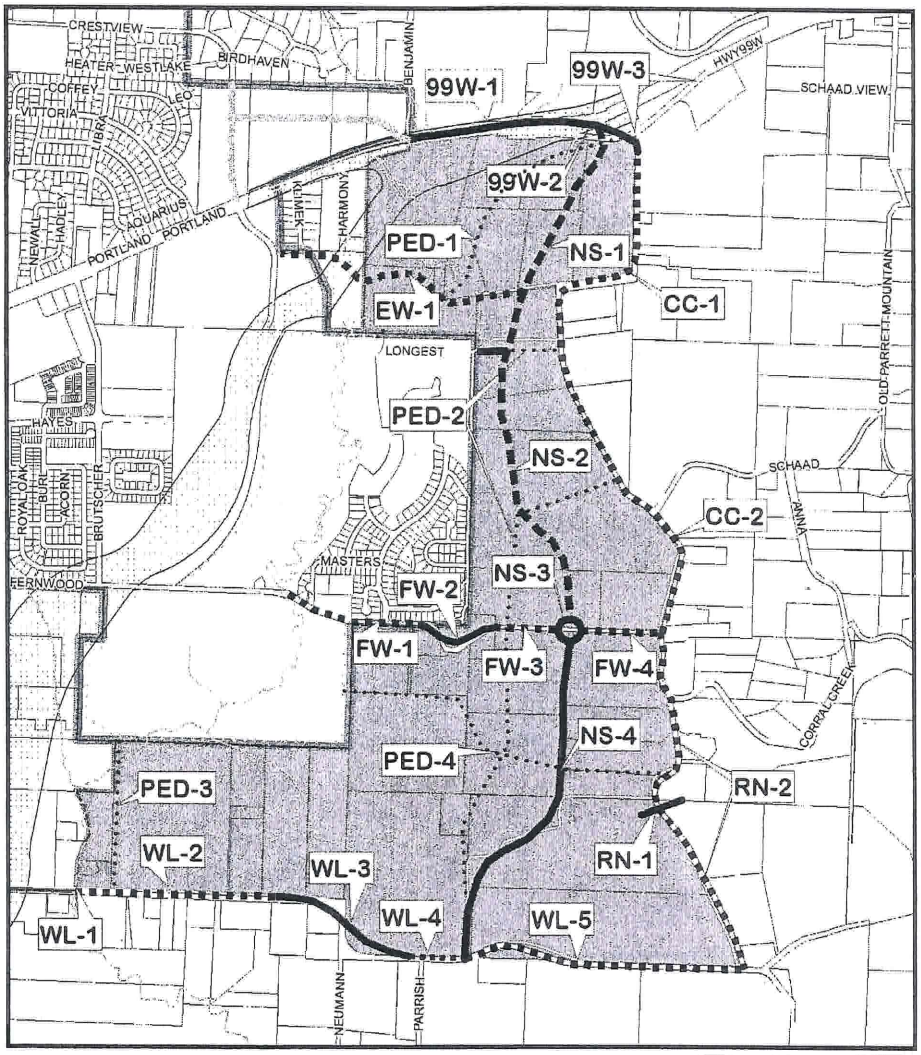


Figure 3: Excerpt from Newberg TSP



Southeast Transportation Plan
Transportation Improvements

Draft 8/1/2007

New Road
Road Improvement
New Path
WL-1 Improvement ID#

Study Area
UGB
Urban Reserve
Bypass Study Corridor

City of Newberg

N
W E
S

0 500 1,000
Feet

K:\ARC\BARTON\SE Trans Plan.mxd

NEWBERG - PROVIDENCE MEDICAL CENTER

Figure 4: Southeast Transportation Plan

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2.0 PROVIDENCE HOSPITAL TRIP GENERATION

Providence Hospital is planning to add approximately 42,000 square feet of medical office buildings to the existing medical campus site. Estimated vehicular traffic of the medical office buildings is shown below.

Table 1: Weekday Trip Generation of Proposed Medical Office Building

Land Use Type	Land Use Code	Square Feet	AM Peak Hour Vehicle Trips	PM Peak Hour Vehicle Trips
Medical Office Building	720	42,000	105	156

The observed PM peak hour trip generation at Providence Hospital was found to be 174 trips. Of these, 32 were inbound and the remaining 142 were outbound. The combined trip generation of existing Providence Hospital and the proposed medical office building during the PM peak hour is 292 trips.

The observed AM peak hour trip generation at Providence Hospital was found to be 163. Of these, 112 were inbound and 51 were outbound. The combined trip generation for existing Province Hospital and the proposed medical office building is 267.

As part of its land use approval, the Providence Medical Center has a 750 peak hour trip cap placed upon it. This is the only project in the City with a trip cap placed upon it. It is highly likely that, prior to full build out of the site, this trip cap will need to be extended. Under Oregon's Transportation Planning Rule OAR 660-012-0060, Providence would have to provide sufficient capacity at the Highway 99W – Providence Drive intersection to mitigate all traffic, not just Providence traffic, until the end of the planning horizon.

If the Providence Drive – Trails End Lane connection is constructed, the additional traffic on Providence Drive will substantially increase the cost of this mitigation.

3.0 INTERSECTION PERFORMANCE

Highway 99W is classified by ODOT as a Statewide Highway and Freight Route on the National Highway System. The volume-to-capacity ratio (v/c) for facilities of this type is 0.80. Providence Drive is classified as a Major Collector in the TSP.

Intersection performance was run for two scenarios. The first scenario is conditions with the exiting hospital and planned medical office building space. The second assumes the Hayes Street extension was connected to Providence Drive. Trip generation of proposed developments on the Hayes Street extension was added to the available roadway network. Planned developments on the Hayes Street extension and trip generation of planned developments are included in Appendix B. The intersection operations for these scenarios are shown in Table 2. Performance analysis output is included in Appendix C.

Table 2: Intersection Performance

Intersections	Mobility Standard	Weekday AM Peak Hour	Weekday PM Peak Hour	Weekday PM Peak Hour
		2007	2007	2007
				With Hayes Extension
Providence Drive at Highway 99W	v/c 0.80	0.74	**0.82**	**0.90**
Brutsher at at Highway 99W	v/c 0.80	**0.81**	**1.10**	**1.15**
Springbrook at Highway 99W	v/c 0.80	0.81	**0.93**	**0.99**

* **Bold** Indicates Unsatisfactory Performance Analysis

Traffic volumes at Providence Drive at Highway 99W are shown in Figure 5.

As shown in Table 2, with the added traffic from the proposed medical office building (MOB), the intersection of Providence Drive at Highway 99W fails to meet adopted ODOT mobility standards. This is without any extension or connections to other facility from Providence Drive. With the added medical office buildings and through connections to other roadways, the performance of Providence Drive at Highway 99W will be further degraded.

3.1 Newberg UGB Trips with Connection from Corral Creek Road to Providence Drive

The Newberg "Southeast Transportation Plan", dated September 28, 2007, was developed to determine transportation alternatives related to the proposed expansion of the City of Newberg's Urban Growth Boundary. Several roadway scenarios were developed. Modeling was prepared for these scenarios using the Newberg EMME/2 model maintained by the Oregon Department of Transportation's Transportation Planning Analysis Unit (TPAU).

The results of the analysis show that an additional 347 to 452 vehicles will be added to Providence Drive if a connection is made to Corral Creek. The final vehicle amount is

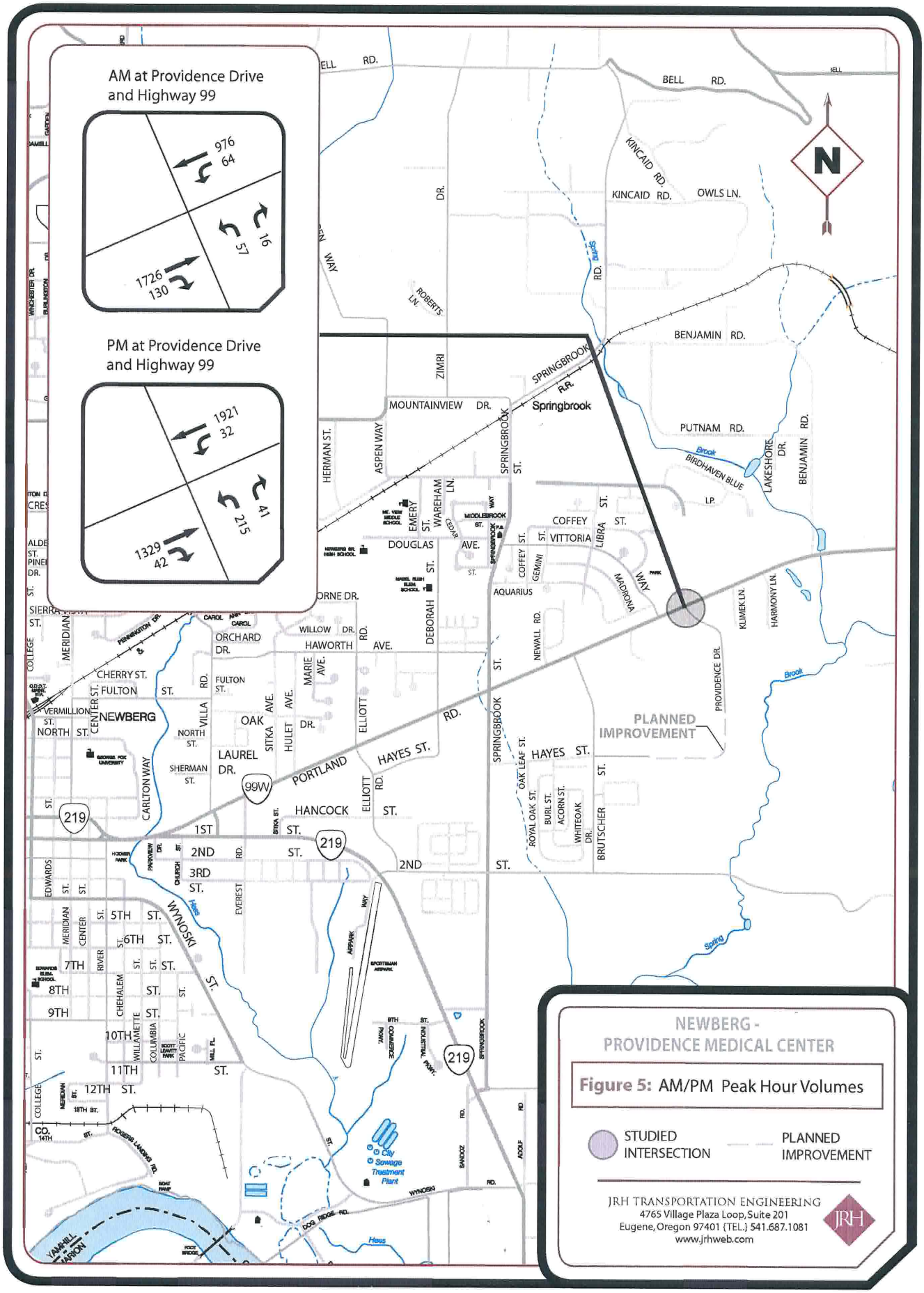
dependent on the final roadway configuration. With 400 trips added to the Providence Drive at Highway 99W intersection the volume-to-capacity ratio increases to **0.95**. This exceeds acceptable levels and begins to approach complete saturation. Further, with the trips added from the roadway connection to Corral Creek, the queue length extends beyond 300 feet and may extend beyond the second driveway, resulting in blockage of the two main hospital access points.

4.0 QUEUE LENGTH ANALYSIS

With the added traffic from the proposed medical office building, the northbound 95th percentile queue is approximately 185 feet. The distance between Highway 99W and the first hospital driveway is 224 feet. If the queue lengths were to increase, PNMC main entrance would become blocked during the peak hours. This is the case with the Hayes Street extension in place. As shown, the queue northbound with the Hayes Street extension is 300 feet; this will block access to the PNMC main driveway.

Table 3: Providence Drive at Highway 99W Queue Lengths

Intersection	Movement	PM Peak Hour	PM Peak Hour and Hayes Street Extension
Providence Drive at Highway 99W	Eastbound Right	50	75
	Westbound Left	150	450
	Northbound Right	200	**300**
	Northbound Left	200	200


AM at Providence Drive and Highway 99
976
64
16
57
1726
130
PM at Providence Drive and Highway 99
1921
32
41
215
1329
42
N
BELL RD.
KINCAID RD.
OWLS LN.
BENJAMIN RD.
PUTNAM RD.
SPRINGBROOK R.R.
Springbrook
MOUNTAINVIEW DR.
ZIMRI
HERMAN ST.
ASPEN WAY
SPRINGBROOK ST.
EMERY ST.
WAREHAM LN.
CEDAR
MIDDLEBROOK ST.
COFFEY ST.
VITTORIA
LIBRA ST.
DOUGLAS AVE.
AQUARIUS
GEMINI
MADRONA WAY
DEBORAH RD.
NEWALL RD.
KLIMEK LN.
HARMONY LN.
PROVIDENCE DR.
PLANNED IMPROVEMENT
HAYES ST.
OAK LEAF ST.
ROYAL OAK ST.
BURL ST.
ACORN ST.
WHITEOAK DR.
BRUTSCHER ST.
ORCHARD DR.
WILLOW DR.
HAWORTH AVE.
MARIE AVE.
FULTON ST.
CHERRY ST.
VERMILLION ST.
NEWBERG
NORTH ST.
CENTER ST.
VILLA RD.
OAK DR.
SITKA AVE.
HULET AVE.
ELLIOTT RD.
LAUREL DR.
SHERMAN ST.
CARLTON WAY
99W
PORTLAND RD.
HANCOCK ST.
1ST ST.
2ND ST.
3RD ST.
5TH ST.
6TH ST.
7TH ST.
8TH ST.
9TH ST.
10TH ST.
11TH ST.
12TH ST.
219
EDWARDS ST.
MERIDIAN ST.
COLLEGE ST.
CHURCH ST.
EVEREST ST.
WYNOOSKI ST.
CHEHALEM ST.
WILLAMETTE ST.
COLUMBIA ST.
PACIFIC ST.
RIVER ST.
CENTER ST.
AIRPARK WAY
SPRINGBROOK RD.
ADOLF RD.
BANDON RD.
DOG RIDGE RD.
ROGERS LANDING RD.
YAMHILL
MARION
City of Newberg Sewage Treatment Plant
Hess Creek
Spring Brook
Birchaven Blue Brook
NEWBERG - PROVIDENCE MEDICAL CENTER
Figure 5: AM/PM Peak Hour Volumes
STUDIED INTERSECTION
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JRH

5.0 PEDESTRIAN CIRCULATION WITHIN THE MEDICAL CAMPUS

Pedestrian access between PNMC, parking lots, and adjacent medical office buildings is critical to the operation of the medical campus. Pedestrian access in and out of the Providence Hospital facility, its parking lots, and adjacent medical office buildings is intended to be comfortable, clear, and unproblematic for visitors and employees of all ages and abilities. It is imperative to the successful operations of PNMC and adjacent medical practices that all travelers, whether arriving or departing by car, bus, scooter, wheelchair, crutches, or on foot, be provided safe and efficient passage without disruption or delay.

As part of the operation of a modern medical center, persons visiting a medical office building often are required to visit PNMC for tests or procedures. The distance between buildings is close enough to encourage walking. Physicians making rounds and the staff will regularly make the same short trips. Higher vehicular volume on Providence Drive will discourage walking.

6.0 VEHICLE CIRCULATION WITHIN THE MEDICAL CAMPUS

One of the most important issues in the operation of a hospital is ease of access. Patients and visitors to a medical campus may not be familiar with the area and are often distressed. Being in an unfamiliar situation can be disorienting; therefore, ease of access and circulation is imperative. As much as possible, the circulation pattern in the PNMC facility should be easy to understand and easy to negotiate.

When traveling to or from PNMC, drivers should feel safe and secure when accessing PNMC and medical office buildings.

Similarly, visitors to medical office buildings should be able to recognize the parking facilities for those buildings and easily circulate between those facilities and PNMC.

Please contact me at 541-687-1081 if you need additional information.

Very truly yours,



James R. Hanks, P.E.

REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15	
Order No. ____ Ordinance No. 2681 XX Resolution No. ____ Motion ___ Information___	
Date Submitted: October 11, 2007 **SUBJECT: Urban Reserve Area Amendment**	**Contact Person (Preparer) for this Ordinance: Elaine Taylor, AICP** **Dept.: Planning and Building** **File No.: URA-05-010** *(if applicable)*

RECOMMENDATION:

Adopt **Ordinance No. 2007-2681,** amending the Newberg Urban Reserve area as shown in Exhibit A and described by the tax lots listed in Exhibit B.

BACKGROUND:

1. At the October 1, 2007 City Council meeting, the City Council held a hearing to consider expanding the Urban Reserve Area as recommended by the Newberg Urban Area Management Commission. The City Council heard testimony both in favor and against. The Council closed the public testimony portion of the hearing and began deliberation. The Council directed staff to prepare a revised ordinance for their consideration that would (1) exclude the Benjamin Rd (west of Benjamin Rd), Putnam Rd, and Springbrook Rd North subareas from the proposed Urban Reserve Area; (2) include all of the North Hills URA in the Urban Reserve; (3) accept the rest of NUAMC's recommendation to expand the URA; and (4) adopt findings in support of the above. The attached ordinance includes the items requested by the Council.

2. If the Newberg City Council adopts this amendment as proposed or amended, Yamhill County will be asked to consider and adopt similar changes to the Urban Growth Boundary and Comprehensive Plan designations in the County's Comprehensive Plan.

FISCAL IMPACT: No direct impact. The urban reserve will allow planning to prepare to handle costs associated with growth and development.

STRATEGIC ASSESSMENT: Bringing this land into the Urban Reserve Area will allow the City to determine the appropriate direction for the future growth of Newberg.

Attachments:

Ordinance 2007-2681 with

Exhibit A: 2007 Urban Reserve Area Map

Exhibit B: List of Tax Lots Included in 2007 URA

Exhibit C: "City of Newberg & Yamhill County 2007 URA Expansion Justification and Findings Report, October 11, 2007"

ORDINANCE NO. 2007-2681

AN ORDINANCE AMENDING THE URBAN RESERVE AREA

RECITALS:

1. On July 21, 2005, the Newberg City Council adopted Resolution 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as described in the recommendations of the Ad Hoc Committee on Newberg's Future, and directed City staff to undertake the activities needed to initiate and support a number of actions for the City to consider these amendments.

2. Consistent with Paragraph 2.d. of Resolution 2005-2590, City staff held neighborhood meetings in each general area that the Committee had recommended for addition to the Urban Reserve Area to define specific boundaries, and is proceeding with the hearings process to create a new Urban Reserve Area.

3. After proper notice, the Newberg Urban Area Management Commission held a public hearing on April 25, 2007, and continued for further hearings and deliberations on May 31, 2007; June 11, 2007; July 11, 2007, and August 21, 2007

4. On August 21, 2007, the Newberg Urban Area Management Commission concluded its deliberations, and provided its recommendations to the Newberg City Council and the Yamhill County Board of Commissioners in Resolution No. 2007-20, "A Resolution of the Newberg Urban Area Management Commission recommending approval of File UGB 05-010, an Urban Reserve Area Amendment."

5. After proper notice, the Newberg City Council held a hearing on October 1, 2007 to evaluate the Commission's recommendations. In response to additional evidence and testimony, the City Council voted to modify the commission's recommendation slightly.

6. The expanded Urban Reserve Area would extend the urban land supply approximately 15.4 years beyond the period supplied by the Urban Growth Boundary, or approximately to 2040.

7. The City Council finds that the applicable criteria have been met, and that approval of this amendment is in the best interests of the community.

THE CITY OF NEWBERG ORDAINS AS FOLLOWS:

1. The property shown in Exhibit "A" and described by Tax Lot number in Exhibit "B" is hereby included within the Newberg Urban Reserve Area.

2. The "McClure" property, consisting of parcels 3215 00500, 3215 00502, and 3210 01800, is included in the Urban Reserve Area with the condition that the northern section of the

property shall be zoned to not allow more than 37 one-acre lots, in accordance with their preliminary concept plan and the development agreement approved by Newberg City Council on July 2, 2007.

3. Inclusion of the properties within the Bypass Interchange (BI) Overlay District is contingent upon the adoption of or satisfaction of the requirement for Interchange Area Management Plans (IAMPs) for the affected interchanges.

4. The area covered by the Southeast Transportation Plan is included in the Urban Reserve Area contingent upon approval of the Southeast Transportation Plan.

5. The "Newberg, Oregon Comprehensive Plan Map" shall be amended to indicate these changes. The Newberg Comprehensive Plan supply and demand tables shall be amended to reflect these changes.

6. The findings which are attached hereto as Exhibit "C" are incorporated herein.

7. This ordinance is subject to adoption of the same Urban Reserve Area and Comprehensive Plan changes by Yamhill County.

- **EFFECTIVE DATE** of this ordinance is 30 days after the adoption date, which is: November 14, 2007.

ADOPTED by the City Council of the City of Newberg, Oregon, this 15th day of October, 2007, by the following votes:

AYE: **NAY:** **ABSENT:** **ABSTAIN:**

_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this _____ day of _____, 2007

_____
Bob Andrews, Mayor

LEGISLATIVE HISTORY

By and through the Newberg Urban Area Management Commission at 8/21/2007 meeting.

Exhibits
Exhibit "A": 2007 Urban Reserve Area Map
Exhibit "B": List of Tax Lots in 2007 Urban Reserve Area
Exhibit "C": Findings and Justification Report

Exhibit A

2007 URBAN RESERVE AREA

NEWBERG, OREGON

AS ADOPTED BY THE
NEWBERG CITY COUNCIL ON OCTOBER 15, 2007

North Hills URA

Chehalem Drive

Chehalem Drive

Cullen Road

Old Yamhill Hwy

Highway 240

Honey Lane

Canyon Lane

West First Street

Benjamin Road

Corral Creek Road North

Klimek Lane URA

Corral Creek Road South

Springbrook Road South URA

Wilsonville Road Northwest

Wilsonville Road Northeast

Wilsonville Road Exception

Wilsonville Road Southeast

Wynooski Road URA

South

South

MADISON
MERIDIAN
SPRINGBROOK
CHEHALEM
GRANT
MOUNTAINVIEW
CRESTVIEW
HAWTHORNE
HANCOCK
FERNWOOD
BRUSCHER
WILSONVILLE
BENJAMIN
HWY99W
BELL

City Boundary
Urban Growth Boundary
2007 Urban Reserve Areas
Lot Line
Rail Road Tracks
Willamette River

0 0.5 Miles

Map Location

Yamhill County

Map Document: (Z:\FILES.URA\2005\URA 05-010\Maps\2007 URA.mxd)

EXHIBIT "B"

LIST OF TAX LOTS WITHIN 2007 URBAN RESERVE AREA
URA 05-010

3207 03800
3207 04200
3207 04300
3207 04301
3207 04400
3207 04500
3207 04600
3207 04700
3207 04800
3207 04900
3207 06000
3208 00100
3208 00101
3208 00102
3208 00200
3208 00202
3208 00300
3208 00301
3208 00400
3208 00500
3208 00600
3208 00700
3208 00800
3208 00900
3208 01000
3208 01200
3208 01300
3208 01301
3208 01400
3208 01500
3208 01600
3208 01700
3208 01800
3208 01900
3208 02000
3208 02100
3208 02190
3208 02200
3208 02300
3208 02400
3208 02490
3208 02491
3208 02500
3208 02600
3208 02601
3209 00700
3209 00900
3209 00902
3209 00903
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3209 01100
3209 01200
3209 01201
3209 01300
3209 01400
3209 01500
3209 01600
3209 01601
3209 01700
3209 01701
3209 01702
3209 01800
3209 01900
3209 01901
3209 02000
3209 02100
3210 01800
3215 00500
3215 00502
3215 00700
3215 00800
3215 00900
3215 01000
3215 01003
3215 01100
3215 01101
3215 01102
3215 01400
3216 01903
3216 01908
3216DA 00100
3216DA 00200
3216DA 00300
3216DA 00400
3216DA 00500
3216DA 00600
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3216DA 01800
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3218 00601
3218 00700
3218CC 00200
3218CC 00300
3218CC 00400
3218CC 00500
3218CC 00503
3218CC 00600
3218CC 00800
3218CC 00900
3218CC 00901
3218CC 01000
3218CC 01100
3218CC 01101
3218CC 01102
3218CC 01200
3218CC 01300
3218CD 00212
3218CD 00221
3218CD 00222
3219BA 00200
3219BA 00300
3219BA 00600
3219BA 00700
3219BA 00800
3219BA 01400
3219BA 01500
3219BA 01600
3219BA 01700
3219BA 01701
3219BA 01702
3219BA 05200
3219BA 05201
3219BA 05202
3219BA 05203
3219BA 05204
3219BB 00200
3221 03200
3221 03400
3221 03500
3221 03700
3221 03701
3221 03800
3221 04000
3221 04100
3221 04500
3221 04600
3221 04601
3221 04700
3221 04701
3221 04800
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3221 05001
3221 05003
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3221 05200
3221 05300
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3221 05501
3221 05502
3221 05600
3221 05700
3221 05900
3221 06000
3221 06100
3221 06200
3221 06201
3222 01900
3222 02000
3222 02100
3222 02200
3222 02300
3222 02400
3222 02500
3222 02700
3222 02800
3222 02900
3222 03000
3222 03100
3222 03200

3222 03300	3228 00300	3228 02200	3313 01200
3222 03400	3228 00301	3228 02300	3313 01300
3222 03500	3228 00302	3228 02400	3313 01301
3222 03600	3228 00500	3228 02401	3313 01302
3222 03700	3228 00501	3228 02402	3313 01800
3222 03800	3228 00600	3228 02403	3313 01802
3222 03890	3228 00700	3228 02404	3313 02900
3227 00400	3228 00800	3229 00300	3313 02901
3227 00500	3228 00801	3229 00400	3313 03000
3227 00501	3228 00802	3229 00500	3313 03001
3227 00700	3228 00900	3229 00600	3313 03002
3227 00800	3228 01000	3229 02000	3313 03100
3227 00900	3228 01100	3229 02100	3313 03200
3227 00901	3228 01200	3229 02200	3313 03201
3227 01000	3228 01700	3229 02900	
3228 00100	3228 01900	3313 00800	
3228 00200	3228 02000	3313 01100	

NOTE: Some parcels may be only partially in the amendment area. See map.

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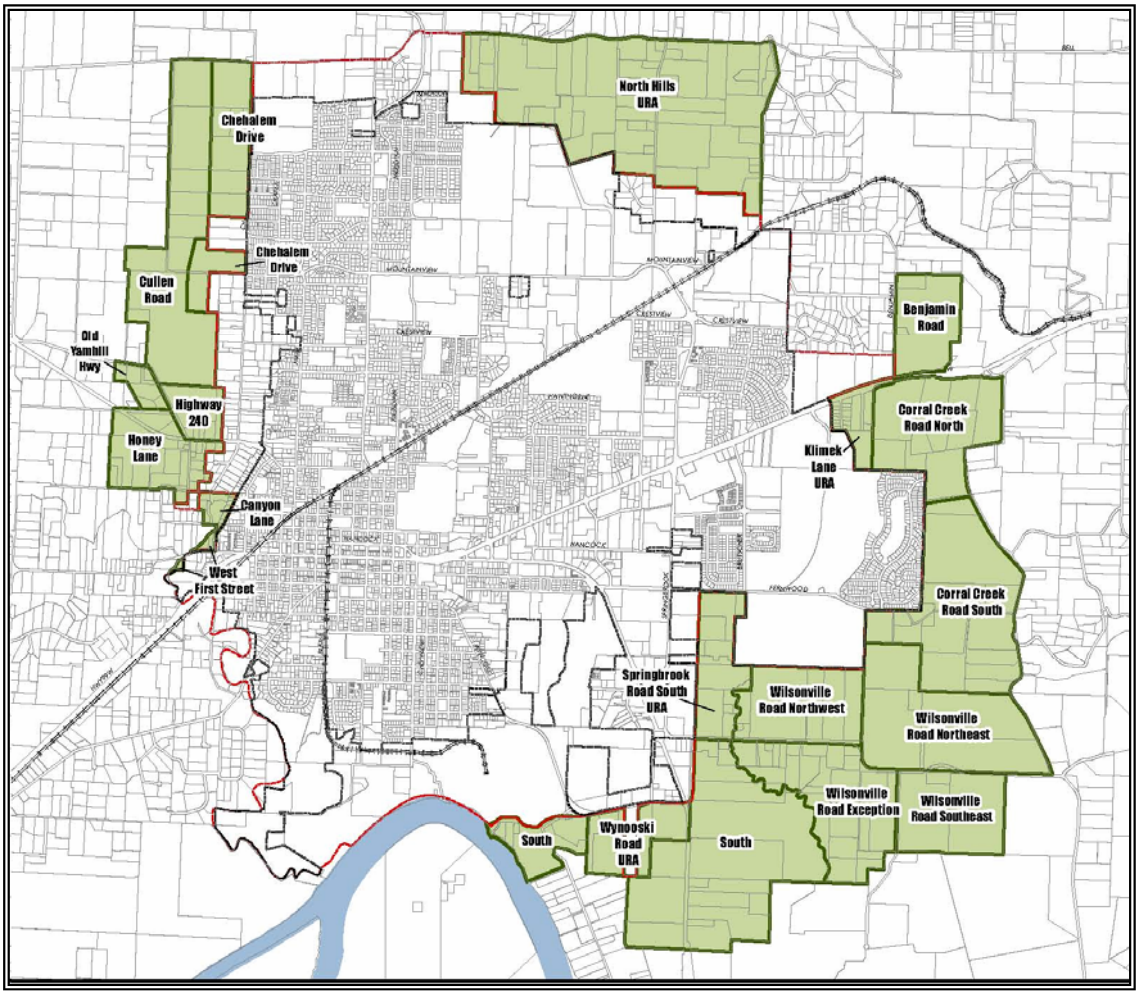
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CITY OF NEWBERG AND YAMHILL COUNTY

2007 URBAN RESERVE AREA

JUSTIFICATION & FINDINGS REPORT



October 11, 2007

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EXECUTIVE SUMMARY

Newberg's Comprehensive Plan envisions Newberg growing as a complete community, with opportunities for housing, jobs, shopping, schools, parks, recreation, and community uses. The Comprehensive Plan projects that Newberg will grow to a population of 38,352 by 2025 and 54,097 by 2040. To maintain and develop a high quality of life as Newberg grows, careful forethought and planning is essential.

To start the planning process, the Newberg City Council appointed the Ad Hoc Committee on Newberg's Future (the Committee). The Committee met from April 2004 to July 2005 and considered future population, employment and housing needs, and buildable land requirements for residential, institutional, industrial and commercial development. The Committee reviewed the supply of buildable land within the existing UGB, and evaluated land suitability in designated Urban Reserve Areas (URAs) and surrounding Urban Reserve Study Areas. In August, 2005, the committee reported its recommendations to the City Council. The Committee recommended a number of items to address future growth, including adopting a number of plan and policy amendments, increasing residential densities targets by 27%, changing plan designations for certain land within the current UGB, expanding the Urban Growth Boundary, and creating a new Urban Reserve Area. Since the time of the committee's report, the City and County have either adopted or are currently pursuing a number of actions to implement the Committee's recommendations. This report is to implement one of the committee's recommendations, adopting a new Urban Reserve Area.

This report provides an overall justification and findings for the 2007 Newberg Urban Reserve Area (URA) shown on **Map 1**. The acknowledged *Newberg Comprehensive Plan* determines buildable land needs through the Year 2040. The Newberg Urban Growth Boundary (UGB) contains 1,177 buildable acres of land, an approximate 17 year supply of land which is roughly sufficient to meet land needs through 2024. The acknowledged plan identifies a need for 1,665 acres of buildable land beyond that land already in the Urban Growth Boundary to meet land needs through 2040. The 2007 URA provides 1,645 acres of buildable land, which is sufficient to extend the buildable land supply by approximately 15.4 years, or nearly to 2040.

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The Urban Reserve Rule (OAR 660-021-0030(3)) establishes priorities for urban reserves, and requires a comparative evaluation of alternative areas. In Newberg's case, the highest priority is land within rural exception areas (including land within the 1995 URA), and the lowest priority is farm and/or forest "resource" land. The rule requires the City to study lands in the vicinity of the UGB and evaluate them for inclusion in the Urban Reserve. **Map 3** shows six study areas with regard to the quality of agricultural soils, the presence of rural exception areas, and the location of the 2007 UGB (Urban Growth Boundary). The *Newberg Urban Reserve Area Public Services Analysis* carefully analyzed the costs and feasibility of providing urban services to each study area. The City also considered each study area's capacity to meet site requirements of targeted employment, institutions and complete neighborhoods identified in the Comprehensive Plan.

The Newberg UGB is bordered by the Chehalem Hills to the north and east, agricultural land on the southeast and northwest, the Willamette River and Chehalem Creek on the south and

southwest, and some exception areas to the west. Newberg first examined the capacity of rural exception areas to meet urban reserve land needs. After a careful analysis, Newberg identified 1.4 square miles (923 acres) of exception area for inclusion within the 2007 URA because: (a) it can meet identified needs for residential or small-lot industrial land; and (b) it can reasonably be provided with urban services. Of this, slightly under one square mile (619 acres) is buildable, leaving about 1.6 square miles (1,046 acres) of unmet need through 2040.

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Other nearby exception areas cannot reasonably be provided with future urban facilities due to topographical and physical constraints – such as being on hills higher than could be served by the City's water system, or being separated from the City by stream canyons in areas that cannot be served by the City's sewer system. These lands thus cannot meet identified land needs and thus, as allowed by the Urban Reserve Rule, are not included in the 2007 URA.

Thus, the City has no choice but to include agricultural land to meet future land needs. As required by the Urban Reserve Rule, the City first included those agricultural lands with lower soil capability classes, which occur within the east and Benjamin Road areas, followed by the south and northwest areas, and lastly the Wilsonville Road Southeast area.

Approximately 1.25 square miles (767 acres) of agricultural land are needed to meet the specific siting requirements of targeted employment, parks and schools – in the Northwest and Southeast Study Areas. Additional agricultural land is needed to achieve the livability objectives of the southeast area as identified in the *Newberg Southeast Transportation Plan*.

This report finds that 2007 Urban Reserve Area meets the applicable requirements of the Urban Reserve Rule (OAR 660-021-0030(3)) and other state rules and laws, and that it is consistent with adopted Newberg and Yamhill County comprehensive plans policies, and will provide Newberg with an adequate supply of buildable land to meet land needs through 2040.

REPORT ORGANIZATION

This Urban Reserve Area Justification Report is organized to address the Urban Reserve Administrative Rule (OAR Chapter 660, Division 021) and Statewide Planning Goal 14 (Urbanization) locational requirements for establishment of urban reserve areas.

Throughout this report the Newberg Urban Growth Boundary as amended through 2007 is referred to as the **2007 UGB**; the urban reserve area adopted in 1995 to meet Year 2020 growth needs, as it has been reduced by UGB amendments through the February 2007, is referred to as the **1995 URA**; and the amended urban reserve area supported by these findings is referred to as the **2007 URA**.

Urban Reserve Area Justification

The chapter provides the basic justification for the 2007 Newberg Urban Reserve Area (URA) and explains why the 2007 URA is consistent with the Urban Reserve Rule, while meeting local planning objectives. The 2007 URA is intended to meet 2040 land needs (approximately 15.4

years supply beyond the UGB, which has approximately adequate supply through 2024), while providing suitable sites for targeted employment and institutional needs. Parts I, II and III of this report provide more detailed support for the reasoning found in this section.

Part I – URA Land Needs Assessment

Part I of this report addresses Year 2040 growth needs – and the capacity of the existing UGB to meet these needs. URA amendments are governed by OAR Chapter 660, Division 021, Urban Reserves. Part I addresses the land needs section of the Urban Reserve Rule and the following applicable Statewide Planning Goals.

- *Statewide Planning Goal 1* (Citizen Involvement) requires public involvement in all phases of the planning process. Public and agency involvement is addressed in *Public Involvement and County Coordination Process for Newberg 2007 UGB and URA Expansion* Newberg Planning & Building Department (2007)
- *Goal 2* (Land Use Planning) requires an adequate factual base, the consideration of alternatives, and coordination with Yamhill County and affected state agencies. This report, plus recent amendments to the *Newberg Comprehensive Plan* provide the factual basis for the 2007 URA amendments. The City and County considered numerous alternatives before making its recommendations to the Newberg City Council. Coordination with Yamhill County is required by the NUAGMA and is demonstrated by the minutes of NUAMC meetings.
- *Goals 3* (Agricultural Land) and *4* (Forest Land) are addressed by the Urban Reserve Rule directly, and therefore are not applicable.
- *Goals 5* (Natural Resources, Scenic and Historic Areas, and Open Spaces) *and 7* (Areas Subject to Natural Hazards) apply in the determination of "buildable" lands. Goal 5 resources are considered in Part II of this report.
- *Goals 9* (Economy of the State) *and 10* (Housing) apply to the determination of employment and housing needs.
- *Goals 8* (Recreational Needs) *and 11* (Public Facilities and Services) inform needs determinations for parks and schools. Land needs for parks and schools are addressed in Part I of this report. Provision of sanitary sewer, water and storm drainage facilities is considered in Part II of this report.
- *Goal 12* (Transportation) issues are considered in Part II of this report. The 2005 update to the Newberg Transportation System Plan (TSP) considered all land within the 2007 UGB and the 1995 URA, and therefore addresses potential impacts from UGB expansion into the Northwest and North URAs. Other needs are addressed in the *Newberg Southeast Transportation Plan.*
- *Goal 13* (Energy Conservation) is addressed in the analysis of energy consequences required by Goal 14 and is considered in Part II of this report.
- *Goal 14 (Urbanization)* as it pertains to the location of the URA is considered in Part II of this report. The Urban Reserve Rule (OAR 660-023 - Urban Reserves) sets forth standards for identifying urban reserve land needs and the location of URAs that are similar, but not identical, to standards that apply to UGB expansion.
- *Goal 15 (Willamette River Greenway)* is addressed by identifying the location of a very small portion of the greenway on the water features map.
- *Goals 16-19 (Coastal Goals)* are not applicable in this area.

Part II – 2007 URA Boundary Location

Part II of this report addresses OAR 660-030 "Priorities" for establishing an urban reserve area (URA) and the "Boundary Location" subsection of the new Goal 14.

The Urban Reserve rule establishes "priorities" for determining which lands should be added to a URA and which land should be excluded. The location of the URA must be consistent with applicable Land Conservation and Development Commission (LCDC) or Statewide Planning Goals. Statewide Planning Goals 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and 7 (Areas Subject to Natural Hazards) also apply to the determinations of which lands are "buildable" and which are not.

Part III – Yamhill County and Newberg Comprehensive Plan Goals & Policies

Part III of this report addresses consistency with applicable policies of the Yamhill County and Newberg Comprehensive Plans.

Background Studies, Council Resolutions, Ordinances and Agreements

The City has relied on the following documents to support its decision to expand the URA.

Background Studies

- *City of Newberg Urban Reserve Area Project*, Dorman and Associates (1994)
- *Population Projection for Newberg, Yamhill County, Oregon: 2000 – 2040*, Barry Edmonston, Director, Population Research Center, Portland State University (2004)
- *Housing and Residential Land Needs Report*, Johnson-Gardner (2004)
- *Report and Recommendations to Newberg City Council,* Ad Hoc Committee on Newberg's Future (2005)
- *Newberg Water Features Inventory*, Winterbrook Planning (2006)
- *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion,* Newberg Planning & Building Department (2007)
- *Newberg Urban Reserve Area Public Services Analysis,* Newberg Planning & Building Department (2007)
- *Northwest Newberg 2006 UGB Expansion Justification & Findings Report,* Winterbrook Planning (August 3, 2006).
- *Draft Newberg Southeast Land Use and Transportation Plan,* Newberg Planning & Building Department (February 14, 2007)

Council Resolutions

- Council Resolution No. 2003-2486, Establishing an Ad Hoc Committee on Newberg's Future.
- Council Resolution No. 2005-2590, A Resolution directing City staff to undertake activities needed to implement the recommendations of the Ad Hoc Committee on Newberg's Future.

Council Ordinances

- Ordinance 2005-2619, Adopting the Newberg Transportation System Plan and amending Newberg Comprehensive Plan policies and Newberg Development Code text.
- Ordinance 95-2397, Amending the Newberg Comprehensive Plan Map and Text to Establish an Urban Reserve Area.
- Ordinance 2005-2626, Amending the Newberg Comprehensive Plan to Establish Revised Population and Land Need Projections.
- Ordinance 2006-2634, Amending the Newberg Comprehensive Plan Policies.
- Ordinances 2006-2661, Approving Northwest Newberg Urban Growth Boundary Amendment.

Newberg Urban Area Growth Management Agreement (NUAGMA)

Newberg Urban Area Growth Management Agreement (NUAGMA) as amended in 2000.

Yamhill County Ordinances

- Yamhill County Ordinance 596, Adopting Urban Reserve standards.

Map List

The City has relied on the following City of Newberg maps to support its decision to expand the URA.

Map 1: 2007 Urban Reserve Areas
Map 2: Newberg Special Area Plan Boundaries and Land Needed for Special Uses
Map 3: Urban Reserve Study Areas (2004), Urban Reserve Areas (1995); Exception Areas, and Agricultural Soil Capability Classes for Agricultural Lands
Map 4: Yamhill County Zoning
Map 5: Urban Reserve Study Areas with Slopes
Map 6: Urban Reserve Study Area Water Features
Map 7: Transportation Systems Concept Plan 2007 Urban Reserve Area
Map 8: Sanitary Sewer and Water Systems Plan for 2007 Urban Reserve Area
Map 9: Topographically and Physically Constrained Areas

NEWBERG'S 2007 URA AMENDMENT PROCESS

In 1995, the City of Newberg and Yamhill County jointly established Oregon's first urban reserve area (URA) adjacent to the acknowledged Newberg UGB. The 1995 URA was large enough to accommodate Year 2020 growth needs. (Newberg Ordinance 95-2397)

The first Newberg Urban Area Growth Management Agreement (NUGAMA) was adopted by the City Council and Board of Commissioners in the summer of 1979, and has been updated by both jurisdictions in 1998 and again in 2000. This agreement establishes the Newberg Urban Area Management Commission (NUAMC) to review and make recommendations to the Newberg City Council and Yamhill County Board of Commissioners regarding Comprehensive Plan Amendments outside the Newberg City Limits but within or affecting the UGB.

In 2003, the Newberg City Council established the Ad Hoc Committee on Newberg's Future (the Committee).[1] The Council created the Committee to provide a forum for citizen involvement in planning for Newberg's future land use patterns. The Committee was asked to make recommendations that would help the City Council make future amendments to the Comprehensive Plan. In support of the Committee's deliberations, the City undertook population, employment, housing and buildable lands studies. The City considered Newberg's future land use needs through the years 2025 and 2040.

The Committee met from April 2004 to July 2005 and considered future population, employment and housing needs, and buildable land requirements for residential, institutional, industrial and commercial development. The Committee reviewed the supply of buildable land within the existing UGB, and evaluated land suitability in designated Urban Reserve Areas (URAs) and surrounding Urban Reserve Study Areas.

The Committee received support from City staff and consultants, including Barry Edmonston[2], Johnson-Gardner Associates[3] and Winterbrook Planning[4]. The Committee also sought and received input from state agencies and the general public, including residents, businesses, and property owners within the Newberg City Limits and immediately outside (within 1.5 miles of) the City Limits. The Committee provided for citizen involvement at 26 public meetings and two public open houses. The Committee also conducted two surveys, received comments at each of their meetings, and reviewed scores of letters. As a result of this process, the Committee made

[1] The Ad Hoc Committee was established pursuant to Council Resolution No. 2003-2486.

[2] *Population Projection for Newberg, Yamhill County, Oregon: 2000 – 2040*, Barry Edmonston, Director, Population Research Center, Portland State University (2004).

[3] *Housing and Residential Land Needs Report,* Johnson-Gardner (2004).

[4] Winterbrook Planning provided technical and process support to the Ad Hoc Committee (2004-05) and prepared the Water Features Report (2006).

recommendations regarding future land needs, buildable lands, and the magnitude and direction of UGB and URA expansion. The Committee presented its *Report to Newberg City Council* on July 21, 2005. The City Council unanimously accepted the Committee's report.

Council Resolution 2005-2590

On August 1, 2005, the City Council adopted Resolution No. 2005-2590, directing City staff to undertake activities needed to implement the recommendations of the Ad Hoc Committee on Newberg's Future. The City Council subsequently adopted a series of ordinances based on this report, described immediately below. The findings in this document reference the following, recently adopted ordinances amending the *Newberg Comprehensive Plan* and the Transportation System Plan (TSP), and adopting the Newberg Economic Development Opportunities Analysis (EOA):

- *Newberg Transportation System Plan* (2005 Update – Ordinance 2005-2619)
- *Newberg Comprehensive Plan* (Revised Population Projection and Land Needs Assessment – Ordinance 2005-2626)
- *Newberg Comprehensive Plan* (Policy Amendments – Ordinance 2006-2634)
- *Newberg Economic Opportunities Analysis* (Ordinance 2006-2635)
- *Newberg Urban Growth Boundary Amendments* (Ordinances 2006-2661).

NUAMC reviewed the 2006 Northwest UGB Amendment Package, which brought approximately 200 acres into the UGB from the 1995 URA, during the summer of 2006 and forwarded its recommendation to approve the package to the Yamhill County Board of Commissioners and the Newberg City Council for review and adoption. (Resolution 2006-17) The Newberg City Council approved the package on December 6, 2006 (Ordinance 2006-2661). The Yamhill County Board of Commissioners approved the package on February 7, 2007 (Ordinance 803).

OAR 660-021-0010 Definitions

The Urban Reserve Rule includes the following definitions that apply to the designation of Urban Reserve Areas (URAs):

For purposes of this division, the definitions contained in ORS 197.015 and the Statewide Planning Goals (OAR Chapter 660, Division 015) apply. In addition, the following definitions apply:

> ***(1) "Urban Reserve Area": Lands outside of an urban growth boundary identified as highest priority for inclusion in the urban growth boundary when the boundary is expanded in accordance with Goal 14.*** [Note: Newberg adopted an urban reserve area in 1995, and included a portion of the 1995 URA within the 2007 UGB.]
>
> ***(2) "Resource Land": Land subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d)..*** [Note: Resource land in Yamhill County is zoned for farm and/or forest use. It includes land within the study area zoned AF-20, EF-20, EF-40, EF-80, and MR-1. Resource land is the lowest priority for UGB expansion.]

***(3) "Nonresource Land"**: Land not subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d). Nothing in this definition is meant to imply that other goals do not apply to nonresource land.* [Note: There is no "nonresource land" within the URA study areas.]

(4) "Exception Areas": Rural lands for which an exception to Statewide Planning Goals 3 and 4, as defined in OAR 660-004-0005(1), have been acknowledged. [Note: Exception areas include land that is "built and committed" to, or "physically developed" for, non-resource use. Typically, exception areas have been divided into small parcels and are zoned for rural residential (or rural commercial or industrial) use – not for agriculture or forest use. In the URA Study areas, this includes land zoned AF-10, HC, HI, LDR-(all), LI, MDR-5000, PAI, PALF, PWS, RI and VLDR-(all).[5] In Newberg, exception areas are the next priority for URA expansion.]

(5) "Developable Land": Land that is not severely constrained by natural hazards, nor designated or zoned to protect natural resources, and that is either entirely vacant or has a portion of its area unoccupied by structures or roads. [Note: The City of Newberg uses the term "buildable land" to mean "developable land" as defined above. "Buildable land" is synonymous with "gross buildable land."]

(6) "Adjacent Land": Abutting land. [Note: Newberg abuts both resource land and exception areas.]

(7) "Nearby Land": Land that lies wholly or partially within a quarter mile of an urban growth boundary. [Note: Newberg's six URA study areas extend approximately one-half mile from the pre-amendment 2005 UGB, as discussed below.]

Urban Reserve Study Areas

Maps 3 and 4 show six Urban Reserve Study Areas that were used by the Ad Hoc Committee on Newberg's Future in 2004 for analyzing growth alternatives. The six Study Areas include about 10 square miles of rural land (6.4 square miles of which are buildable) that *potentially* could accommodate Newberg's Year 2040 urban land needs. Thus, the Study Areas include considerably more than needed to accommodate planned Year 2040 growth. The rationale for determining the boundaries of each study area is described in the Committee's *Report to Newberg City Council – Recommendations for Newberg's Future* (pp. 21-24). Map 3 also shows whether land within the Study Areas is the 1995 Urban Reserve Area, a Yamhill County Exception Area or Yamhill County Farm or Forest Resource Land.

A Step-by-Step Summary

[5] One irregularity is a small portion of one lot in the Klimek Lane URA that has a VLDR comprehensive plan designation and is exception land, yet is zoned EF-40.

The following is a step-by-step summary of milestones leading up to the 2007 Urban Reserve proposal.

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Step 1: Adoption of Urban Reserve Areas (1995)

ORS 197.298 sets forth "priorities" for inclusion of land within UGBs to meet long-term (20-year) urban growth needs. The first priority for meeting UGB expansion needs is Urban Reserve Areas (URAs), and the second priority is "exception areas" (i.e., land that is not designated by Yamhill County for exclusive farm or commercial forest use). The lowest priority is farm and forest land outside of designated URAs.

In 1995, the City of Newberg and Yamhill County amended their respective comprehensive plans to designate the 1995 Urban Reserve Area (URA), which was estimated to include 10 year's supply of land (2010 to 2020). The 1995 URA included 916 acres, of which 750 acres were buildable (82%), 897 acres were exception land (98%), and 19 acres were designated for exclusive farm use (2%). As recognized by ORS 197.298 Priorities for Urban Growth Boundary Expansion, and the Urban Reserve Rule, URAs are the highest priority for UGB expansion.

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Several amendments have occurred since 1995 that have included various part of the 1995 URA into the UGB. The Northwest Newberg 2006 UGB amendments (discussed under Step 10 below) included 200 acres largely from the 1995 URA into the UGB. There are approximately 298 buildable acres remaining in the 1995 URA. All of the land remaining within the 1995 URA is within designated exception areas. Map 3 shows the location of these URAs. A comparison of Map 1 and Map 3 shows that the 2007 URA contains all but a small unserviceable portion of the 1995 URAs.

Step 2: Draft 2025-2040 Population Forecast and Land Needs Assessment (2004)

In 2004, Barry Edmonston of Portland State University's Population Research Center prepared population projections for the City of Newberg through Year 2040. This study was the basis of the City's eventually adopted population projections. In 2005, Newberg had an estimated 21,132 people residing within its UGB. By 2025, Newberg's population is projected to reach 38,352 – an increase of 17,200 persons.[6] By 2040, the population is projected to reach 54,097. This population forecast was coordinated by Yamhill County in 2006, as confirmed by a letter from the Yamhill County Planning Director dated October 31, 2006, pursuant to Board Order 1-582 granting responsibility to the Planning Director to coordinate the population forecast. The Ad Hoc Committee on Newberg's Future used the Johnson Gardner 2004 Land Needs Analysis as the foundation for its recommendations for expanding the Newberg UGB and URA.[7]

[6] *Newberg Comprehensive Plan*, Table III-2 (November 2005).

[7] *Housing and Residential Land Needs Report,* Johnson-Gardner (2004).

Step 3: Draft Buildable Lands Inventories (2003-04)

All land within the UGB and study areas was classified as developed, buildable, or unbuildable.[8] Unbuildable land was constrained by steep slopes (25% or greater), within stream corridor boundaries, or designated as permanent open space. The Ad-Hoc Committee reviewed the criteria, methods and results of this inventory and incorporated those results into its recommendation. Winterbrook Planning applied the methods to prepare the buildable lands inventory for parcels within six study areas outside the 2004 UGB.

Step 4: Newberg Future Options Study (2004-05)

Under the guidance of the Ad Hoc Committee, six future growth areas (study areas) outside the 2004 UGB were identified and evaluated to meet future growth needs. The study areas included all designated Newberg Urban Reserve Areas (URAs) and potential 2040 URAs. The buildable land area within each study area was analyzed to model different scenarios and alternatives for meeting Newberg's future land needs. The resulting growth alternatives were presented at a March 2005 public open house.

Step 5: Transportation System Plan Amendments (2005)

In 2005, the City Council adopted the 2005 update to the Newberg Transportation System Plan (TSP). Ordinance 2005-2619 amended the TSP to account for traffic generated from planned development within the 2004 UGB plus all the 1995 URA.

Step 6: Ad Hoc Committee Recommendations to the City Council (2005)

The Ad Hoc Committee on Newberg's Future began its work by considering the overall vision for the City of Newberg, as context for the recommendations they were being asked to make regarding population and direction of growth. To ground their policy choices in larger issues, such as the environment and quality of life, they first developed a list of "value statements" which were subsequently displayed at a public open house and revised into the list on pages 12 through 14 of the Committee's report. These value statements were incorporated into the Committee's choices as they reviewed the siting criteria proposed by consultants and recommended specific areas to meet specific land needs.

Early on, the Committee also reviewed the City and the Chehalem Valley's existing statements of values, visions, goals and policies, and recommended changes and additions. As their work went on, several urban design policies emerged under a new urban design goal: "To develop and maintain the physical context needed to support the liveability and unique character of Newberg." This goal, and the policies that support, were subsequently reviewed by the Newberg Planning Commission and adopted by Newberg City Council.

[8] The Buildable Lands Inventory for residential land within the existing UGB was prepared by The Benkendorf Associates Corporation (TBAC), under subcontract to Johnson Gardner. The City of Newberg staff prepared the buildable land inventory for commercial and industrial land.

While the Committee thoughtfully reviewed the quantitative data provided by consultants and staff – population growth, housing needs based on demographic data, acres of land needed for various types of uses – their qualitative function was even more valuable. They helped the community better define how land use and urban design choices should be used to help people live well together.

In July 2005, the Ad Hoc Committee made its recommendation to the City Council. The recommendations addressed how Newberg should provide for its future land needs, and where to expand the UGB and URA. The Committee specifically recommended expanding the UGB to include the existing URA in the North Valley Urban Reserve Area and most of the Northwest Urban Reserve Area. The Committee also recommended that the URA grow in a manner that (a) meets anticipated growth needs and site requirements, and (b) ensures efficient provision of urban services. The Committee reasoned that the proposed growth pattern was more efficient than linear growth along state highways.

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Step 7: Comprehensive Plan Need Amendments (Ordinance 2005-2626)

The primary factual basis for the Northwest Newberg 2006 UGB and the 2007 URA amendments is City Ordinance No. 2005-2626, which amended the *Newberg Comprehensive Plan* (the Plan) by adopting the Year 2025-2040 population projection and land needs assessments. The Newberg City Council adopted this ordinance on November 22, 2005. This ordinance was subsequently acknowledged by LCDC. (See Comprehensive Plan's Table IV-14.)

Step 8: Comprehensive Plan Policy Amendments (Ordinance 2006-2634)

The City Council adopted comprehensive plan amendments to increase residential densities and thereby use land more efficiently. The primary "measures" to achieve higher densities in Newberg include (a) selected Comprehensive Plan Map amendments from a lower to a higher density residential designation; and (b) significantly increased density assumptions based on allowance for "density averaging" and increasing the proportion of medium and high density residential housing; and recent development experience showing more intensive land utilization rates. As a result, the 2005 amendments to the Plan (*ref* Plan Table IV-5) show substantial increases in planned residential density – from an average of 6.8 to 8.3 dwelling units per buildable acre – a planned increase of 27%. This ordinance also adopted most of the other policies recommended by the Ad Hoc Committee on Newberg's Future, including the Urban Design policies and revised Industrial Areas Policies that call for a new large (20 acre) site industrial zoning district that would prevent further division of the site except to create planned industrial parks that support a specific industry.

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Step 9: Economic Opportunity Analysis (Ordinance 2006-2635)

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During the same period, the City Council amended the Comprehensive Plan's *Inventory of Natural and Cultural Resources* to update the section on "The Economy" with population, employment, and economic analysis data generated as part of the the background work by consultants and staff for the Ad Hoc Committee on Newberg's Future. This amendment also updated the tables showing land needs and supply for commercial and industrial uses.

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Step 10: Coordination Between Newberg and Yamhill County

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Newberg and Yamhill County have a long and fruitful history of intergovernmental coordination.[9] The first Newberg Urban Area Growth Management Agreement was adopted by the City Council and Board of Commissioners in the summer of 1979, and has been updated by both jurisdictions in 1998 and again in 2000. This document provides a mutually agreeable process for UGB and URA amendments and includes the following policy objectives:

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> ***The City of Newberg and Yamhill County recognize the need for coordination and cooperation in the management of growth in and around the Newberg Urban Area. This agreement is formulated in accordance with this principle.***
>
> ***This agreement establishes a process for maintaining ongoing planning efforts, designed to keep pace with growth and change. It is essential that intergovernmental coordination be maintained to assure the citizens of the City of Newberg and Yamhill County that growth occurs in an orderly and efficient manner.***
>
> ***To that end, this agreement sets forth the means by which a plan for management of the unincorporated area within the Urban Growth Boundary will be implemented and by which the Urban Growth Boundary may be modified.***

Section VI of the Agreement provides for the establishment of the Newberg Urban Area Management Committee (NUAMC). NUAMC is comprised of elected officials, planning commissioners and citizens from both jurisdictions, and is responsible for conducting hearings and making recommendations to the City Council and County Board of Commissioners regarding UGB and URA amendments and related growth management issues. NUAMC conducted public hearings on the 2007 URA Amendment package. After a number of hearings in 2007, careful consideration of public input, detailed consideration of physical constraints, and adhering to state criteria, NUAMC recommended adoption of the 2007 URA.

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Step 11: Adopt 2006 UGB to Partially Meet Land Needs

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The Ad Hoc Committee on Newberg's Future recommended that certain areas in the 1995 URA be included in the UGB. This included land northwest of the City along Chehalem Drive and North Valley Road, land along Highway 99W east of Newberg, and land near Wynooski Road. Since the areas along Highway 99W and Wynooski Road are part of the Newberg Bypass Interchange Area Management Plan study areas, in accordance with adopted agreements the City did not propose to include those in the UGB at this step. The Ad Hoc

[9] See *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion,* Newberg Planning & Building Department (2007).

Committee recommended leaving the North Hills URA in the URA at this step because of the time it will take to extend urban services, including a water reservoir, to this area.

The City did propose to include approximately 200 acres along Chehalem Drive/North Valley Road as the 2006 Northwest UGB amendment package. NUAMC reviewed the 2006 Northwest UGB Amendment Package during the summer of 2006 and forwarded its recommendation to approve the package to the Yamhill County Board of Commissioners and the Newberg City Council for review and adoption (Resolution 2006-17). The Newberg City Council approved the package on December 6, 2006 (Ordinance 2006-2661). The Yamhill County Board of Commissioners approved the package on February 7, 2007 (Ordinance 803).

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A few other scattered UGB amendments have occurred through individual applications and quasi-judicial processes since the committee's report. The Northwest Newberg UGB amendments plus the quasi-judicial amendments have resulted in the 2007 UGB. These amendments met some of the shortage of buildable residential, institutional and commercial land. However, the amendments do not meet all the land needs through the next 20 years.[10] As noted in the findings supporting Ordinance 2006-2660, almost all of the land included within the 2007 UGB was located within the 1995 URA.

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Step 12: Adopt Newberg Southeast Transportation Plan

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The 2005 amendments to the *Newberg Comprehensive Plan* text (Ordinance 2006-2634) recognize the importance of meeting livability needs (Urban Design Goal and Policies):

> ***Urban Design Goal 2: To develop and maintain the physical context needed to support the livability and unique character of Newberg.***
>
> ***Policy 2.b: Provide for a sense of small, local neighborhoods while also providing for commerce and industry.***
>
> ***Policy 2.d: Community commercial centers are preferred to a large, regional shopping center.***
>
> ***Policy 2.e: Measures should be taken to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City. Substantial development of complete neighborhoods should occur on both sides of the proposed bypass.***

The *Newberg Southeast Transportation Plan* carries out these policies by providing for complete neighborhoods – with community commercial centers, parks, schools and a range of residential densities – in the East and Southeast Study Areas. Thus, land included within the URA in these areas meets a specific livability need under Goal 14, Urbanization.

[10] The 2007 UGB now has sufficient land to meet Year 2024 land needs, leaving a three-year deficit for a 20 year (2027) UGB.

Step 13: Adopt 2007 URA to Meet 2040 Growth Needs

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The 2007 URA amendment adoption process is intended to identify, protect and plan for "urban reserve areas" that will become "first priority" for future UGB expansion under ORS 197.298(3). The URA amendment process is similar to the UGB amendment process, in that NUAMC makes recommendations to elected officials from Yamhill County and the City of Newberg. The 2007 URA amendments accomplish two primary objectives: first, they implement most of the recommendations of the Ad Hoc Committee on Newberg's Future, and second, they comply with the priorities (or exceptions thereto) set forth in the Urban Reserve Rule.

Step 14: Amend 2007 UGB to Meet Year 20-year Land Needs

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Once the 2007 URA amendments are adopted, the City of Newberg will consider amending the 2007 UGB to include a full 20-year buildable land supply, as required by the new Statewide Planning Goal 14 (Urbanization). The basis for these amendments will be the land needs assessment found in the adopted and acknowledged *Newberg Comprehensive Plan*.

JUSTIFICATION FOR NEWBERG'S 2007 URA

These findings justify the 2007 URA, which is intended to provide sufficient buildable and suitable land to meet Year 2040 growth needs, consistent with the requirements of the Urban Reserve Rule. This section explains the underlying planning and legal rationale for the 2007 Newberg Urban Reserve Area (URA) Amendments and reconciles three objectives:

- Respect the work of the Ad Hoc Committee on Newberg's Future and the Newberg Urban Area Management Commission
- Follow the Requirements of State Statutes, Goals and Administrative Rules
- Consider Local Comments and Preferences Expressed at the Neighborhood Meetings

Expansion of the URA allows Newberg to plan for future public facilities necessary to serve urban development over the next 33 years. The land development process in communities with urban reserves, such as Newberg, typically has three geographic phases and may be thought of as concentric circles:

1. The inner "circle" includes land within the Newberg City Limits that can be provided with urban services. In order to develop land at urban densities, the land must be within the City Limits, or it must be annexed to the City of Newberg.

2. The second "circle" includes land within the Newberg Urban Growth Boundary (UGB). The UGB is supposed to include a continuous, 20-year land supply. In order to annex land to the City to receive urban services, the land must be within the Newberg UGB.

3. The outer "circle" includes land within the URA. Under state law (ORS 197.298, Priorities for urban growth boundary expansion), land within a designated URA is "first priority" for inclusion within the Urban Growth Boundary (UGB). Land within the URA will be added to the UGB to maintain a continuous, 20-year land supply as required by state law.

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Urban Reserve Rule

The 2007 Newberg URA Amendments are designed to allow the City of Newberg to achieve several community planning objectives recommended by the Ad Hoc Committee on Newberg's Future and adopted by the Newberg City Council. The amendment process has been coordinated with Yamhill County and is consistent with Oregon's land use planning program. The City of Newberg, Yamhill County, the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) have been actively working to achieve this goal since 2003.

Amendments to URAs are governed by the Land Conservation and Development Commission's (LCDC's) Urban Reserve Rule (OAR Chapter 660, Division 021). The purpose of urban reserves is stated in this rule as follows:

660-021-0000 Purpose
This division authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion in an urban growth boundary and to be protected from patterns of development that would impede urbanization.

Section 1 of the rule states that cities may plan for 10-30 years beyond the planning period required for UGBs. The 2007 Newberg Urban Growth Boundary (UGB) contains 1,177 buildable acres of land, which is roughly sufficient to meet land needs through 2024. Based on the acknowledged comprehensive plan needs table, and adjusting for development and plan amendments that have occurred since 2005, there is a need for 1,665 acres of buildable land beyond that land already in the Urban Growth Boundary to meet land needs through 2040. The 2007 URA provides 1,645 acres of buildable land, which is sufficient to extend the buildable land supply by approximately 15.4 years, or nearly to 2040. The URA seeks to protect sites that will be needed to meet the future urbanization needs, especially large site institutional and industrial sites identified as needed in the 2040 needs projections. The URA includes land outside the acknowledged Newberg UGB that eventually will be included within the UGB when 20-year land need is demonstrated.

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During the interim, land within the Newberg URA must be "protected" by Yamhill County regulations to allow for efficient urban development in the future. When the City of Newberg and Yamhill County adopted the 1995 URA, both the City and Yamhill County adopted interim protection standards for land within the URA but outside the UGB. These interim protection standards will be applied to all land within the 2007 URA.

The Urban Reserve Rule also establishes priorities for determining which land should be included within the URA to meet Year 2040 land needs (OAR 660-021-0030) as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve area only according to the following priorities:
(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land ... ;
(c) If land of higher priority is inadequate ... priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

Thus, with two exceptions noted below, land within rural exception areas that is "built and committed" to non-resource use should be included *before* land that is designated for farm or forest resource use.

Section 4 of the Urban Reserve Rule allows inclusion of lower priority land where necessary to achieve land use or public facilities efficiency:

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Since Newberg's existing URA is bordered by rural exceptions areas and rural resource land, these findings explain how the 2007 URA meets the priority scheme set forth in the Urban Reserve Rule, including justification for including lower priority land as allowed in the rule.

Need Basis for 2007 URA Decision

The primary factual basis for the 2007 URA Amendments is City Ordinance No. 2005-2626, which amended the Newberg Comprehensive Plan (the Plan) by updating the population projection and land needs assessment through the Year 2040. The Newberg City Council adopted this ordinance on November 22, 2005. This ordinance was not appealed and was therefore "acknowledged" by the Land Conservation and Development Commission (LCDC).

With land need projections in the Newberg Comprehensive Plan, the Newberg Area will need 2,842 acres of buildable land to meet the projected needs from 2007 to 2040. The 2007 UGB provides 1,177 of these acres, or approximately a 17-year supply (or Year 2024). This leaves a deficit of 1,665 buildable acres through 2040 (See Table 1).

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Table 1: Year 2040 Buildable Land Needs

Land Use Category	Buildable Acres Needed 2005-2040 (per Ord. 2005-2626)	Land Built 2004-2007	Remaining Acres Needed 2007-2040	Buildable Acres in 2007 UGB	Remaining Buildable Acres Needed 2007-2040
Residential	1,883	131	1,752	805	947
Commercial	220	10	210	125	85
Industrial	307	16	291	65	226
Public / Semi Public	597	8	589	182	407
Total	**3,007**	**165**	**2,842**	**1,177**	**1,665**

The 2007 URA as proposed comprises 1,645 buildable acres. As shown in Table 2, this is adequate to nearly meet the total need through 2040. **The 2007 URA includes approximately a 17-year supply of land, which, along with the 2007 UGB, would meet projected land needs through 2040.**

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Table 2: Year 2040 Buildable Land Needs vs. Supply

Category of Need or Supply	Buildable Acres	Estimated Average # Years Supply
Total Buildable Acres Needed – 2007-2025	1,219	18
Average Annual Need – 2007-2025	67.7	
Total Buildable Acres Needed – 2026-2040	1,623	15
Average Annual Need – 2026-2040	108.2	
Total Buildable Acres Needed- 2007-2040	2,842	33
Buildable Acres in 2007 UGB	1,177	17.4
Additional Buildable Acres Needed -2007-2040	1,665	15.6
2007 URA Buildable Land	1,645	15.4

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Table 2 demonstrates that the 2007 (post-amendment) URA has nearly enough land to meet Year 2040 growth needs.

Special Need Requirements

Tables 1 and 2 identify the land area needed within the 2007 URA. The Urban Reserve Rule recognizes that there are qualitative differences among land needs – that certain types of land uses have specific site requirements.

Employment and Institutional Land Need Requirements

The Newberg Comprehensive Plan recognizes that targeted employment, parks and schools have specific siting requirements related to parcel size, topography and access that that must be considered when determining URA land needs. Industrial and business parks, retail shopping centers, and many targeted industries require large, flat sites with direct access to an arterial street. Most institutional uses, such as schools and community parks, also require large, flat sites with major street access. Little such land remains within the Newberg UGB.

For industrial lands, the acknowledged comprehensive recognizes a need for several large industrial sites (80 acres through 2025 and 120 acres through 2040). Industrial sites in Newberg have historically been scattered through the community with mostly small sites. Only one large site within the current Newberg UGB (near the Sportsman Airpark) meets the size, topography, access, and compatibility requirements for these uses. Other potential sites are hampered by one or more problems. For example, a large industrial site on Sandoz Road will be almost entirely purchased as right-of-way for the Newberg-Dundee bypass.

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The Ad Hoc Committee on Newberg's Future recognized the need to create a large, contiguous industrial area with good access, suitable topography, and compatible surrounding land uses. The committee recommended creating such a district by extending the City's existing Wynooski Road industrial area to the south and east. This area has

relatively large, flat parcels, and is separated from existing residential uses by Hess Creek and Springbrook Creek.

Table 3 summarizes large site employment and institutional buildable land needs to be met by the 2007 URA Expansion.

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Table 3: Summary of Unmet Large Site Needs

Time Period	Industrial	Commercial	Parks	Schools	Total
2007-2025	(80)	(0)	(60)	(77)	**(217)**
2025-2040	(120)	(15)	(85)	(105)	**(325)**
2007-2040	(200)	(15)	(145)	(182)	**(542)**

Source: City of Newberg Comprehensive Plan; staff calculations of recent development.
Refers to buildable acres.

A careful examination of rural exception areas surrounding Newberg shows that they are all highly parcelized and thus cannot meet long-term employment and institutional needs. **The City and County concluded that to meet future large-site employment and institutional land needs (approximately 542 gross buildable acres), Newberg had no choice but to include large, relatively flat farm parcels in the East, Southeast and Northwest Study Areas.**[11]

Planning for Complete Neighborhoods and Livability Needs

Over the last several years, Newberg has actively planned for both functionality and complete neighborhoods. **Map 2 shows the boundaries of both neighborhood and functional plans that have been adopted or are in process.**[12] Map 2 also identifies sites owned by the Chehalem Park and Recreation District and the Chehalem School District that are reserved to meet specific park and school siting needs.

Newberg is now engaged in two very important specific area planning projects with the goal of establishing "complete neighborhoods," with neighborhood commercial centers, parks and schools surrounded by inter-connected and residential neighborhoods.

[11] An additional 53 acres of resource land in the Northeast Study Area has been included within the 2007 URA because this land has relatively poor agricultural soils and thus must be included under the land priority system. The state and county have approved residential and commercial development of this property through Measure 37.

[12] For example, in 1999, the City adopted the Springbrook Oaks Specific Area Plan, which included a mix of commercial, residential and park uses. In 2002, the City adopted the Riverfront Master Plan, which provides a blueprint for future land use and transportation planning along the Willamette River. The Civic Corridor Overlay was adopted in 2002 and the Sportsman Airpark Master Plan was adopted in 2006.

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The 450 acre *Springbrook Master Plan* includes the bulk of the remaining buildable land within the Newberg UGB. The Newberg Comprehensive Plan includes a Springbrook District, which is to be located near Mountainview Drive and N. Springbrook Road. The focus of this plan is a tourist commercial core that caters both to local and wine country tourist needs. The Comprehensive Plan states,

> ***The objective of this designation is to provide a compatible mixture of residential, hospitality/public, commercial, and industrial uses, governed by a master development plan. Residential uses will be primarily single-family dwellings and multi-plexes. Hospitality/public uses will be hotels and recreational facilities. Commercial uses are intended to include general commercial and neighborhood convenience uses such as retail businesses, retail food establishments, personal service establishments, and offices. Light industrial uses which are compatible with the general character of the area are also permitted. Proposals for development shall be consistent with the master plan and the availability of services, and should not adversely impact existing or potential development of adjacent lands.***

In September 2007, the Newberg City Council adopted the master plan as directed by the comprehensive plan policy. The adopted plan takes advantage of an economic opportunity that has arisen: the growth of the wine country tourism industry. The Springbrook District is ideally located to cater to this industry, allowing a unique opportunity to locate a resort and hospitality center within a UGB. The Ad Hoc Committee on Newberg's Future saw the commercial Springbrook District would need to be expanded to take advantage of this burgeoning industry. Thus, the committee recommended that tourist commercial area near the intersection of Springbrook Road and Mountainview Drive be expanded. In addition to taking advantage of the tourism industry, this would help meet some of the overall commercial land need as identified in the comprehensive plan. The plan also provides an employment area, and several densities of housing radiating from a central village. The plan increases the amount of high density housing planned in the area.

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- The 615 acre[13] *Newberg Southeast Transportation Plan* includes the area defined by Corral Creek Road to the east, Highway 99W to the north, the existing UGB to the west, and Wilsonville Road to the south. This plan also provides for a mix of commercial, institutional and residential land uses, connected by a master street plan. Located in the western portion of the East and Southeast Study Areas, the planning area includes a combination of farm land and rural exception areas. As noted above, this plan provides for livability needs identified the Urban Design Goals and Policies of the Newberg Comprehensive Plan.

The complete neighborhood concept is the anti-thesis to strip commercial development by encouraging graduated growth around a commercial core – rather than in a linear pattern along state highways. As such, complete neighborhoods

[13] Area includes 615 gross acres, or about 500 buildable acres.

constitute a "livability need" under Goal 14 that cannot be met in highly-parcelized rural exception areas.

Large, relatively flat tracts of land are needed to site community commercial centers, active parks, multiple-family development and schools. Lower density residential areas must be located within walking distance of schools and parks. Although some parcelized exception lands can be included within a master planned neighborhood, the concept ultimately depends upon large tracts of vacant land.

The Location of the 2007 URA

During its deliberations in 2004-2005, The Ad Hoc Committee on Newberg's Future considered a variety of legal, fiscal and policy considerations in making recommendations regarding the location of the 2007 URA. In their subsequent deliberations, NUAMC and elected officials explicitly considered the priorities for URA expansion set forth in OAR 660-021-030 in making their respective decisions regarding the direction of Newberg's future growth. The City and County also considered efficiency of urban form and the costs of providing urban services in deciding that Newberg's future growth should focus on meeting the specific needs of "complete neighborhoods," targeted industries, schools and parks. The rationale for their decision is summarized below and in Part II of these findings.

As discussed in more detail in Part II of these findings, the City and County have long recognized the administrative rule requirement to *first* consider rural exception areas, before inclusion of farm or forest resource land into the 2007 Newberg URA. When the 1995 URA was established, the City and County included virtually all land within nearby rural exception areas that *reasonably* could be provided with urban services. Only two percent of the land included within the URA at that time was zoned for farm or forest resource use; the remaining 98% of land within the 1995 URA was in designated exception areas.[14] The low-hanging fruit had been picked, and it should be expected that any further extensions of the URA would be primarily on resource land.

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In its 2004-06 deliberations, the Committee identified six potential URA expansion areas (study areas) adjacent to the pre-2006 UGB. As required by the Urban Reserve Rule, the City looked *first* to adjacent rural exception areas to determine their capacity to meet long term land needs. **As shown on Map 3, there are rural exception areas in every study area and resource lands in most study areas.** However, exception areas *adjacent* to the UGB are found in the North (Bell Road), Northeast (towards Sherwood) and Southwest (towards Dundee) Study Areas. As shown on Map 3, relatively flat farm land adjacent to the UGB is found primarily in the Northwest and Southeast Study Areas.

Rural Exception Areas Included First

Rural exception areas are shown on Map 4, Yamhill County Zoning. The City and County first studied the nearby exception areas for inclusion in the Urban Reserve.

[14] Of the 916 acres included within the 2020 URA in 1995, only 20 acres (2%) was zoned for resource use (Ordinance 95-2397).

The first exception area is the remaining land within the 1995 URA, which is all within exception areas. The North Hills URA has 391 total acres, of which 303 are buildable. The three other URAs (Wynooski Road, Springbrook Road South, and Klimek Lane) have a total of 138 acres and are found in the East and Southeast study areas. However, because of existing homes, slopes, streams and the proposed bypass, only 51 acres are buildable. In conclusion, there are only 354 buildable acres remaining in the 1995 URA. Parcelization and development, stream corridors and the future location of the Newberg-Dundee Bypass all contribute to the relatively low yield of exception areas within the 1995 URA.

Next, the City evaluated adjacent and nearby exception areas to determine those that *reasonably* can be provided with urban services. In 1995, the City identified exception areas with relatively high development yield; that is, exception land that can reasonably meet identified urban needs. As part of the 2007 URA, the City included adjacent additional exception areas, despite relatively low development yield, that could *reasonably* be provided with urban services. These areas are found in the:

- East Study Area (about half of Corral Creek Road North and a very small part of Wilsonville Road Northwest);
- Southeast Study Area (Wilsonville Road Exception);
- Southwest Study Area (Honey Lane (large part), Canyon Road and West First Street); and
- Northwest (Honey Lane (smaller part), Highway 240, Old Yamhill Highway) study areas.

Feasibility of Providing Urban Services

The Urban Reserve Rule recognizes that lower priority land can be included within a URA, rather than higher priority land, where urban services cannot reasonably be provided to the higher priority land due to topographical or other physical constraints. The *Newberg Urban Reserve Area Public Services Analysis* (Newberg Public Works and Planning & Building Department, 2007) provides detailed information regarding the costs of providing sewer and water service to potential urban reserve expansion areas. The urban service map referenced below is found in this background document. As documented in the *Newberg Urban Reserve Area Public Services Analysis*:

Land high on the mountains east and north of the City cannot reasonably be served due to high costs of a new water reservoir and pump stations, and the low amount of land that can be served in each potential service zone For this reason, land above (north of) Bell Road in the North and Northeast Study Areas, above the 460-foot contour, and land above (east of) Corral Creek Road above the 300-foot contour in the East Study Area cannot reasonably be provided with urban water service.

Much of the land west of Chehalem Creek (to the south and west) cannot be served by the existing or planned City sewer system due to topographic and physical constraints. Chehalem Creek and several branches cross the areas south and west of Newberg. A considerable amount of the area is within the floodplain and stream corridors, making a large amount of this area unbuildable.

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The City's recently adopted 2007 Sewerage Master Plan Update does not include facilities to serve the remaining upland areas. The upland areas are near the same elevation as the City's sewage treatment plant and around two miles away. There are existing sewage facilities to the east of this area, such as the Dayton Avenue pump station, but the City's recently adopted Sewerage Master Plan identified that these facilities are near, at, or beyond capacity already. Thus, they cannot be used to sewer the south and west areas. So a series of new sewer pump stations would need to be installed plus two miles of force main and gravity mains to get to the plant. An alternative that would need to be seriously considered to provide sewer service would be to construct a new sewage treatment plant on the west side to serve the area. In either case, it would be unreasonable to require such a significant effort to overcome the physical and topographic constraints to serve the area.

The cost of providing urban services to exception areas that require multiple sewage pump stations (i.e., lower elevation areas that cannot be served by gravity flow sewer), new sewage treatment plants, or water pump stations plus a new reservoir (i.e., higher elevation areas) typically two to three times the cost of providing urban services to land that does not require such facilities. In addition to initial construction cost, pump stations have much higher maintenance costs and consume much more energy than facilities that rely on gravity.

Extensive development in many areas is also a physical constraint to providing future urban services. If an area already mostly subdivided and developed without services, then owners have little incentive to pay the high costs of extending services to their neighborhoods to reap marginal benefits of further development. Coordinating service provision in an area is also very problematic. If one property owner wants to develop, then that one owner would need to extend full urban services long distances past other properties, which would be financially prohibitive. Local improvement districts can be formed, but if there are a large number of property owners, achieving sufficient support for a district is very problematic.

This report finds that future urban services could not reasonably be provided to the Southwest Area due to topographic and physical constraints.

The Northeast Study area cannot reasonably be served with sewer and water due to physical and topographic constraints. The Northeast Study Area was also considered, since it is exception land adjoining the City, the UGB and the URA. It became apparent, however, that several factors worked together to make it unreasonable to serve this area with public water and sewer. The area's topography, physical barriers, parcel sizes, amount and type of existing development combine to make it virtually impossible to coordinate and plan for water and sewer service in this area. Residents in the area have expressed adamant opposition to urban development.

Table 4: Summary of areas with topographically and physical constrained areas

Study Area	Topographical and Physical Constraints	Reasonably Serviceable Portion

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Southwest Area	Largely separated by Chehalem Creek. Would require multiple sewage pump stations and miles of sewer lines, or a new sewage treatment plant in the area. Significant rural residential development already in area. Topographic and physical constraints (e.g., branching creeks and canyons) and significant facilities needed make service unreasonable.	Small areas in West First Street, Canyon Lane, and Honey Lane, and Old Yamhill Hwy. could be served with planned Highway 240 sewage pump station
Northwest (Exception Area)	Areas would require multiple sewage pump stations; significant development in the area. Lack of adequate storm system adds to cost. Significant infrastructure needed to overcome topographic constraints makes service unreasonable.	Highway 240 area could be served by future Highway 240 sewer pump station
North Area	Most of the area would require a second and third high level water reservoir. Area contains some steep slopes and rapid changes in elevation. Sewage service in North A would require multiple pump stations. High parcelization and development in some areas. Overall extensive facility needed to serve small area makes service to higher elevations unreasonable.	None
Northeast Area	Area is in zone 1, 2, 3, and 4 water service levels, requiring multiple reservoirs and pump stations. Area contains significant existing development, which is physical barrier to extending services. Significant infrastructure needed to overcome topographic constraints coupled with very low yield makes service unreasonable.	
East Area (East of Corral Creek Rd.)	Most of the area would require a second and third high level water reservoir. Area contains steep slopes. Sewage service would require multiple pump stations. High parcelization and development in some areas. Overall extensive facilities needed to overcome topographic constraints to serve small area makes service unreasonable.	None.
Southeast Area A (Dog Ridge Road)	Area is separated from sewage treatment plant by Hess Creek. Sewage service would require new pump station. High parcelization and development and limited infill opportunities. Overall extensive facilities needed to overcome topographic constraints to serve small area makes service unreasonable.	None.

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Maximum Efficiency

In two situations, maximum efficiency of land uses requires inclusion of farm land in order to include or to provide services to nearby exception areas. In order to develop the Corral Creek Road North exception area, public facilities must be extended through the intervening **Corral Creek Road North** resource area. Similarly, in order to develop the Wilsonville Road Exception Area, utilities, streets, and pathways must be extended along and in some cases through the **Wilsonville Road NW** resource area. This resource area is bounded on one side by the UGB, on one side by the existing URA, and on the third side by the exception area. For maximum efficiency, the Wilsonville Road NW area must be included.

Higher Priority Given to Resource Land of Lower Capability

While Newberg was able to include 619 buildable acres of exception land and 96 buildable acres of "intervening" resource land into the 2007 URA, this amount falls 950 acres short of meeting land needs identified in the Comprehensive Plan. Thus, Newberg must look toward resource land to meet its future land needs.

The Urban Reserve Rule requires that resource land of lower soil capability class (higher class number) be given higher priority than land of higher capability class. Of the surrounding resource land that can reasonably be provided with public services, the soils with the lower soil capability classes are found in the **Benjamin Road** and **Corral Creek Road South** subareas. Thus, these were included in the 2007 URA. The **Wilsonville Road NE** subarea has the next lowest capability soils, and was included next. The **South, Chehalem Drive** and **Cullen Lane** areas have the next lowest class, and were included next. The **Wilsonville Road SE** area contains17% Class I soils and 42% Class II soils, but it also includes 36% Class III and 5% Class VI soils. Because of the odd mix of soil class, this area was included last.

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Summary of Results

Table 5 summarizes the zoning characteristics of land within the 2007 URA.

Table 5: Summary of Exception and Resource Land within 2007 URA

Category	Total Acres	Percent	Buildable Acres	Percent
Rural Exception Areas	923	43%	619	38%
Farm and Forest Resource Areas	1,223	57%	1,026	62%
2007 URA	**2,146**	**100%**	**1,645**	**100%**

Table 5 shows a total of 2,146 acres – about 3.4 square miles – within the 2007 URA. About 43 percent of the land in the 2007 URA is rural exception areas. However, while only two-thirds (67%) of the land area within rural exception areas is buildable (after accounting for existing development and topographical constraints), over four-fifths (84%) of resource land is buildable – due primarily to the absence of residential development on farm land. This means that farm land can be developed much more efficiently that the highly-parcelized exception areas found in the Newberg area.

The 2007 URA includes a total of 619 buildable acres within rural residential exception areas that can be provided, reasonably, with urban services.

Table 6 summarizes the results of the City and County's application of the Urban Reserve Rule. Only *after* Newberg had accounted for serviceable exception areas within the 1995 URA (354 buildable acres), and exception areas that reasonably can be provided with urban services (265 buildable acres), did Newberg consider inclusion of resource land. Approximately 96 resource

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acres were included to meet urban efficiency objectives (i.e., they are between the 2007 UGB and adjacent exception areas).

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Table 6: Sequential Application of Urban Reserve Rule Provisions to 2007 URA

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
660-021-030(1)	660-021-030(3)(a)	660-021-030(3)(a)+(4)(a)	660-021-030(3)(a)+(4)(b)	660-021-030(3)(c)	660-021-030(3)(c)
Determine 2040 Land Need (Build. Ac.)	**Include 1995 URAs (Exception Areas)**	**Include Reasonably Serviceable Exception Areas**	**Include Intervening Resource Land**	**Include Relatively Low Value Soils**	**Include Relatively High Value Soils**
General Need 1,123 ac.	**354 ac.**	**265 ac.**	**57 ac.**	**38 ac.**	**6 ac.**
Large Site Need 542 ac.	**0 ac.**	**0 ac.**	**15 ac.**	**10 ac.**	**517 ac.**
Livability Need	**-**	**-**	**Newberg SE TP 24 ac.**	**Newberg SE TP 188 ac.**	**Newberg SE TP S Industrial Reserve 171 ac.**
Remaining Year 2040 Need 1,665 ac.	**1,311 ac.**	**1,046 ac.**	**950 ac.**	**714 ac.**	**20 ac.**
URAs Included	▪ North Hills ▪ Klimek Lane ▪ Springbrook South ▪ Wynooksi Rd	▪Corral Cr Rd North* ▪Wilsonville Rd Except. ▪South* ▪W 1st St ▪Canyon Ln ▪Honey Ln ▪Hwy 240 ▪Old Yamhill Hwy	▪ Wilsonville Rd NW ▪ Corral Cr Rd North*	▪ Benjamin Rd* ▪ Corral Cr Rd South*	▪Wilsonville NE ▪South* ▪Chehalem R ▪Cullen Rd ▪Wilsonville Rd. SE

Source: City of Newberg Planning & Building Dept. 2007
*These URAs have both exception areas and resource land.

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Only as a last resort did the City of Newberg consider resource land. As required by the Urban Reserve Rule, Newberg looked first to relatively low value farm land found in the Northeast and East Study Areas, and brought in an additional 206 buildable acres. Only then did the City look to higher value agricultural soils, 74% of which are required to meet large-site needs for targeted industries, a community commercial center, parks and schools.

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PART I: URA LAND NEEDS ASSESSMENT

INTRODUCTION

The **Land Need** section of the Urban Reserve Rule (OAR 660-021-0030) reads as follows:

> ***(1) Urban reserve areas shall include an amount of land estimated to be at least a 10-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary. Local governments designating urban reserves shall adopt findings specifying the particular number of years over which designated urban reserves are intended to provide a supply of land.***

The 2007 UGB contains 1,177 buildable acres, which is sufficient to meet residential, institutional and commercial land needs through roughly the Year 2024. The represents approximately a 17-year land supply, falling three years short of the 20-year supply mandated by ORS 197.296 and Goal 14, Urbanization**.** After accounting for land within the 2007 UGB, the URA amendments include sufficient buildable land to meet Year 2040 growth needs. The 2007 URA represents approximately a 15-year land supply. This is within the 10-30 year range required by the Urban Reserve Rule. The total 33-year land supply (17.4-year UGB + 15.4-year URA, or nearly Year 2040) is well short of the total 50-year (20 year UGB + 30 year URA, or Year 2057) supply allowed under the Urban Reserve Rule.

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The land needs assessment relies on the acknowledged Newberg Comprehensive Plan needs projections for 2025 and 2040. It compares projected land needs with the supply of land within the recently-amended 2007 Newberg UGB. Residential land needs are directly related to projected population growth. In contrast, employment land needs are based on the siting requirements of targeted employers, as well as the need for large-scale business/industrial parks and community shopping centers.

The *Newberg Comprehensive Plan*, as amended in late 2005 (Ordinance 2005-2626) establishes the baseline for determining land needs. These findings also draw from the work of the Ad Hoc Committee on Newberg's Future, which identified specific siting requirements for targeted industries, community shopping centers, schools and parks. Finally, to address livability needs, these findings reference two documents: (1) the Newberg Comprehensive Plan, as amended in early 2006 (Ordinance 2006-2634), and (2) the *Newberg Southeast Transportation Plan*, which is being considered concurrently with the Urban Reserve amendment.

In total, the proposed 2007 URA meets nearly all the identified land needs through 2040.

Ad Hoc Committee on Newberg's Future – Report to City Council

The following quote from the Committee's report to the Newberg City Council provides a summary of its recommendations related to residential, commercial, institutional and industrial land needs.

> ***The City should provide for a reasonable and well-planned level of growth that encourages community excellence and preserves our uniqueness. Land use plans should be***

innovative and creative and provide for flexibility down the road. The City should create a balanced, complete community with a sense of small, local neighborhoods, while also providing for commerce and industry.

Growth and Development
The Committee based its recommendations on a medium population growth projection that anticipates that Newberg will have a population of … 54,097 by 2040.

For future industrial employment, the Committee selected a high employment growth scenario, which they thought was both more realistic and more desirable to bring growth to the community.

Residential Development
The City needs to both provide needed housing and conserve land overall. Recent development has occurred at densities less than those planned. To accommodate the anticipated population growth, the City should:

- *Encourage housing of all types and levels of affordability, with a wide range of parcel sizes;*
- *Encourage development to occur closer to planned densities through a variety of positive incentives;*
- *Encourage residential development within the current Urban Growth Boundary;*
- *Re-designate areas within the UGB that are appropriate for medium or high density residential development;*
- *Expand the Urban Growth Boundary to accommodate future residential development, giving consideration to several areas, including areas to the east and southeast of Newberg…*

Commercial Development
Land use plans should allow for adequate business growth, and encourage all levels and sizes of business. More specifically:

- *Community and neighborhood commercial areas are preferred to a large regional shopping center.*
- *Downtown should continue as a commercial center and should expand…*

Industrial Development
Industrial development should support reasonable and well-planned growth, and provide a complete community where people can live and work. The City should encourage excellence in industrial development. To support the City's economy, the City should:

- *Maintain a supply of appropriately sized and located industrial parcels, including several large industrial sites;*
- *Preserve existing industrial lands where appropriate;*
- *Be aware that the current industrial land supply includes many parcels that are inappropriate for industrial development due to proximity to residential neighborhoods, lack of adequate access, or impacts from the Newberg-Dundee bypass.*
- *Expand the industrial area along Highway 219 south of Wynooski Street and the proposed Newberg-Dundee Bypass interchange to accommodate and encourage large site industrial development;*
- *Create zoning standards that maintain large parcels in the area planned for large-lot industrial uses.*

Institutional Development
Adequate school land should:

- ***Be provided to serve future students, to allow for educational excellence and to reflect new methods of learning, such as small learning communities***
- ***Be located near existing and future student populations. …***

Park land should:

- ***Be scattered throughout Newberg and surrounding areas so as to be easily accessible to all communities.***
- ***To serve future residents, new parks should be located in areas of residential growth. …***

The City should provide opportunities for new institutions, such as churches and lodges, that are easily accessible to the public and compatible with the surrounding community. These should be located in areas with appropriate site characteristics, such as level ground.

A. EMPLOYMENT LAND NEEDS

Employment land needs are based on site requirements of targeted employment rather than population. To provide for choice among employment sites, Newberg has relied on the needs identified in the acknowledged Newberg Comprehensive Plan, which identifies both small and large site industrial needs.

OAR 660-009-0025 (1) requires communities to identify the approximate number and acreage of sites needed to accommodate industrial and commercial uses to implement plan policies. This determination depends, in part, on plan policies and the City's economic development strategy. The City has adopted an economic opportunity analysis (Ordinance 2006-2635) and comprehensive plan policies that have identified the future land needs for the community and the overall economic development strategy. OAR 660-009-0025 (1) also indicates that the need for sites should be specified in several broad "site categories" (e.g., light industrial, heavy industrial, commercial office, commercial retail, highway commercial) that combine compatible uses with similar site requirements. The rules do not require cities to provide a different type of site for each industrial or commercial use that may locate in the planning area.

Targeted Industry Site Requirements

A consistent theme that the Ad Hoc Committee heard was the need for adequate industrial land in the community. Based on long-range employment forecasts by the Oregon Employment Department, the consultants projected the need for industrial land in the area.[15] The Ad Hoc Committee and City Council selected the high employment growth scenario, which they felt was both more realistic and more desirable, since it reflects Newberg's desire to bring more family-wage jobs to the area and to avoid becoming a bedroom community. Based on this need, the community will need 71 acres of buildable land for the period 2007-2040.

In addition to an overall supply of buildable land, Newberg needs to have sites available that meet the specific needs of target industries. A variety of parcel sizes, building types, and land use designations are required to attract target industries and provide market choice. Based on

[15] Johnson-Gardner (2004), industrial and Office land need.

the Ad Hoc Committee's work, the City Council adopted amendments to the *Newberg Comprehensive Plan* that demonstrate need for 11 large (20+ acre) industrial sites during the planning period. Thus, to provide choice among suitable sites to meet these aspirational employment projections, the City determined the need 4-5 large industrial sites of at least 20 acres in size for the period 2005-2025, and 5-6 large industrial sites from 2026-2040, for a total of 220 acres. (*Newberg Comprehensive Plan*, Table IV-11 and IV-12)

There is a wide range of site requirements for industries that may choose to expand or locate in Newberg. While industries have varying need for parcel size, slope, configuration, and buffer treatments, all industries rely on efficient transportation access, and basic water and sewer infrastructure. The following industrial site suitability criteria were developed by the Ad Hoc Committee in 2004 to establish and clarify siting needs and requirements:

1. Site Size: Larger (20+ acre) sites serve two purposes: 1), they can meet the siting needs of larger employers; or 2) they can provide land for industrial and business parks that provide shovel ready lots for smaller firms. Smaller (5-20 acre) industrial sites provide land for small business parks and shovel ready lots for smaller firms.

2. Topography: Industrial sites need to be relatively flat, generally less than 5% slope, and not more than 10% slope.

3. Land Ownership: Generally, large industrial sites should have no more than 2 separately-owned parcels that combine to meet buildable site needs.

4. Level of Development: Although undeveloped sites are preferred, developed sites may be more attractive to developers in a limited supply situation. As a proxy for measuring the existing level of development, the assessed value of improvements on a particular site should not exceed the raw land value (1:1). In a tight market, land with a 1.5:1 improvement-to-land value ratio may still be redevelopable for retail or office use.

5. Natural Features: Unbuildable land is removed from the calculation. Land with protected natural features (wetlands, floodplains, riparian areas) is not included in the buildable land calculations. Streams or wetlands that are located in the middle of a site could have the effect of dividing a large site, and reducing the area available for development.

6. Street Access: Industries are heavily dependent on surface transportation for efficient movement of goods, commodities, and workers. Poor access to I-5 is a key constraint for Newberg. Direct access (i.e., not through residential or congested commercial areas) to Highway 219 and the future bypass is an important factor for most industries.

7. Shape: Industrial users are attracted to sites that offer adequate flexibility in site circulation and building layout. In general, rectangular sites are preferred with parcel width of at least 200 feet and length that is at least two times the width. Parcel

width of at least 400 feet is desired for flex/business park developments.

8. Services: Sanitary sewer and water service must be available or feasible (Tier 1-4 as mapped in the Ad Hoc Committee analysis of service feasibility).

9. Compatibility: Industrial areas have operational characteristics that do not blend well with residential land uses. Generally, as industrial use intensifies (e.g., heavy manufacturing), so too does the importance of buffering to mitigate impacts of noise, outdoor lighting, odors, traffic, and 24-hour 7-day week operations. Therefore, industrial sites should not be located next to low-or medium-density residential areas.

Industrial Land Supply within 2007 UGB

In order to provide choice among industrial sites, the Ad Hoc Committee determined that Newberg will need to provide a variety of site sizes. Based on 2004 interviews conducted by ECONorthwest in the Newberg area, the Ad Hoc Committee determined that Newberg lacks an adequate inventory of suitable industrial sites with (a) access to a major arterial street and (b) physical separation or transitional buffering from residential neighborhoods.

The industrial buildable land inventory inside the 2007 UGB has approximately 65 acres. This supply comes nowhere close to meeting the total 134 acre need through 2025, much less the additional 146 acre need for 2026-2040. In addition, this supply does not meet site requirements of many businesses that would look to locating in Newberg. Only 3 parcels have more than 5 acres of buildable land, and only 6 others have 2-5 acres of buildable land. The largest, the property near the Sportsman Airpark, has 17 acres of buildable land

Of the industrial sites inside the current UGB, the one that comes closest to being "large site industrial" is the Sportsman Airpark parcel. This site is specifically designated for airport related industry, so there is a lack of property for other industrial users. A site on Sandoz Road would qualify, but the site will likely largely be purchased for the planned OR219/bypass interchange thus is not counted as buildable.

Comparison of Industrial Site Need and Supply within 2007 UGB

As shown in Table I-1 below, Newberg has identified a 2007-2025 need for 38 acres of industrial land for small-medium (<20 acres) industrial sites, and a 100-acre need for large site (>20 acres) industrial uses. Newberg's buildable land inventory has identified an industrial land supply of 50 acres suitable for small-medium industrial sites, and 20 acres suitable for large industrial sites.

For the 2025-2040 timeframe, Newberg has identified an additional 34-acre need for small-medium industrial sites, and a need for 120 additional acres for large industrial users. A comparison of industrial land supply with industrial land needs through 2040 indicates a 25-acre deficit of industrial land in the small-medium range, and a 200-acre deficit of land suitable for large industrial sites.

Table I-1: Industrial Buildable Land Need and Supply (Acres)

Industrial Site Size	2007-2025 Land Need (acres)	2007 UGB Buildable Land Supply	2025 Surplus (Deficit)	2026-2040 Land Need	2007-2040 Surplus (Deficit)
Small/Medium sites (<20 ac)	34	45	11	37	(26)
Large sites (20+ ac)	100	20	(80)	120	(200)

Source: *Newberg Comprehensive Plan*, Table IV-11 and IV-12, as amended, and City of Newberg Development data, which indicates approximately 16 acres of industrial land was developed 2005-2007.

Location of New Industrial Land

After considering possible location for future Industrial land, the Ad Hoc Committee on Newberg's Future recommended creating a new industrial area in the South Urban Reserve Area. This South Industrial Reserve uniquely meets all of the City's industrial siting requirements. The 202 buildable acre SIR has direct access to Highway 219. The SIR has large, flat parcels that are well-suited for targeted industrial uses and master planned industrial parks. The area is relatively inexpensive to serve with transportation, sanitary sewer and water facilities, and is located near the existing Sportsman Airpark and Wynooski Road industrial areas.

To protect land within existing industrial areas and the SIR for targeted industrial use, Newberg adopted the following policies in 2006 (Ordinance 2006-2634):

2. Industrial Area Policies

a. The City shall identify land that will provide for expansion of existing businesses and/or attract new businesses and shall reserve the land for future industrial development that is consistent with community needs and goals.

b. Where land has been planned for large industrial sites, zoning regulations shall be developed and maintained to keep those sites intact. Such sites shall not be further divided except to create planned industrial parks that support a specific industry.

c. Industrial land shall be reserved for industrial uses.

The City is currently in the process of creating a new "M-4" industrial zone that will specifically address preservation of large industrial tracts in the south industrial reserve.

Commercial Land Need and Supply

As documented in the *Newberg Comprehensive Plan*, there is need for 111 acres of commercial land for 2005-2025 and an additional 109 acres from 2026-2040 – for a total land need of 220 acres. Ten acres of commercial land was developed in 2005-2007, leaving a total need for 2007-2040 for 210 buildable acres. This includes needs for both retail and office uses.

Table I-2 compares Newberg's 2040 commercial land needs with the 2007 UGB land supply. Newberg's UGB has approximately 125 buildable commercial acres, but consists mostly of small, scattered sites. Only two areas provide 15 acres of buildable land.

Table I-2: Buildable Commercial Land Need and Supply

	Commercial Land Need 2007-2025 (acres)	Commercial Land Need 2026-2040 (acres)	Total Commercial Land Need 2007-2040 (acres)	2007 UGB Buildable Land Supply (acres)	2007-2040 Deficit (acres)
Community Shopping Center Sites (15 acres)	30	15	45	30	15
Other Commercial	71	94	165	87	78
Total	101	109	210	111	93

Comprehensive Plan, Table IV-9; City of Newberg Development Data which indicates 10 acres of commercial development in 2005-2007.

The Urban Land Institute has identified three types of shopping centers that potentially could be developed in communities such as Newberg: neighborhood centers (3-5 acres), community centers (10-15 acres) and regional centers (20-30 acres). The Newberg Comprehensive Plan finds a large regional shopping center is *not* consistent with Newberg's desire to maintain a small town feeling and have a complete rather than a bedroom community. Smaller neighborhood and community shopping centers are preferred. Under this approach, the Comprehensive Plan needs projections were based on providing 2-3 community centers (about 15 acres each) and 2-3 smaller neighborhood centers (3-5 acres) for 2025 and 2040. The smaller neighborhood commercial centers should be scattered throughout the community to provide goods and services near where people live and reduce the need to drive into the central area for basic needs.

Therefore, to complement the overall demand for commercial land based on population and employment growth, **Newberg needs to ensure that there is an adequate supply of sites with appropriate location and characteristics for community commercial center development in terms of size, access, and location**.

The Ad Hoc Committee on Newberg's Future identified three potential locations that met the site characteristics needed for the community shopping centers. One location is on the east edge of the City along Highway 99W. This property, which was formerly within the 1995 Urban Reserve Area, has since been included in the UGB.

The second location would be within the historic Springbrook Community near the intersection of Mountainview Drive and Springbrook Road. The Newberg Comprehensive Plan identifies this area as the Springbrook District. The focus of this district is a tourist commercial core that caters both to local and tourist needs.

One economic opportunity that has arisen since the Springbrook District was added to the comprehensive plan in the 1980's is the growth of the wine country tourism industry. The Springbrook District is ideally located to cater to this industry, allowing the unique opportunity to locate a resort and hospitality center within any UGB in wine country. The Ad Hoc Committee on Newberg's Future saw that the commercial Springbrook District would need to be expanded to take advantage of this burgeoning industry. Thus, the committee recommended that the tourist commercial area near the intersection of Springbrook Road and Mountainview Drive be expanded. The City Council ultimately accepted this recommendation and adopted it as part of the Springbrook Master Plan.

Other suitable locations within the UGB were not found for the third community shopping center, and thus this need would need to be satisfied within the new Urban Reserve Area. The Ad Hoc Committee recommended meeting this need with a community shopping center in the *Newberg Southeast Transportation Plan* area.

B. INSTITUTIONAL LAND NEEDS

Goal 14, Land Need factor (2) recognizes that changes to a UGB may be based on demonstrated need for "livability or uses such as public facilities, streets and roads, schools, parks or open space." The need for institutional facilities such as schools, churches, government buildings, and parks will expand as population increases. Such uses are necessary to support planned population growth and (in the case of parks, open space and schools) increase the livability of residential neighborhoods. In Newberg, such uses typically locate on land designated for residential use, but may also have a special "PQ - Public Quasi-Public" or "P – Park" designation. However, because school and park needs are in large met by public districts in Newberg, substantial lead time is required to pass bond measures, go through a public design process, and to construct public facilities. For this reason, it is important to provide adequate land within the urban reserve to meet the needs identified in the comprehensive plan.

Map 2 identifies publicly owned sites in within the 2007 UGB and the 2007 URA. It is noteworthy that both the Newberg School District and the Chehalem Park and Recreation District own large sites within the Newberg Southeast Transportation Plan area. These sites will help to define future "complete neighborhoods" within this planning area.

To project land needs for institutional lands, the City categorized land uses by type: schools, parks and other (religious institutions, private schools, cemeteries, and the like). The Ad Hoc Committee identified school and park needs in consultation with the Newberg School District and the Chehalem Park and Recreation District, respectively. Other institutional needs were based on existing population to land area ratios. The institutional land needs were adopted as part of the *Newberg Comprehensive Plan* in 2005 (Ordinance 2005-2616).

Schools

- As envisioned by Goal 11 (Public Facilities and Services) and ORS 197.296, the residential land supply should provide for school siting needs[16]. According to information provided by Newberg Public Schools, the Newberg area is expected to need four school sites by the year 2025. One site is anticipated to use the existing school district land at 9th and Blaine streets. Approximately 65 acres will be needed to accommodate the three additional schools.

Public schools, in particular, require large, flat sites with reasonable access to major transportation facilities. In addition, private schools are expected to continue to expand with the population growth. The need for an additional 20 acres by 2025 is based on a City of

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2007-2025¶
<#>One alternative high school (3-5 acres);¶
<#>One elementary school (12 acres); and¶
One large high school (50 acres).

[16] ORS 197.296(4) reads as follows:
"(4) ... As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary."

Newberg survey of existing private schools regarding their future expansion plans. Consequently, the total amount of additional land needed for schools for the period 2007-2025 is 85 acres. Of this total, 77 acres would be large sites (over 10 acres).

- In addition, the Newberg Comprehensive Plan has identified a need for 105 acres of school land for the period 2025-2040.

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2025-2040¶
<#>Three elementary schools (12 acres each);¶
<#>One middle school (20 acres)¶
<#>One small high school (30 acres)¶
One or more private schools (30 acres total)

All 105 acres potentially would be for large sites. Thus, of the identified needs for 2007-2040, 182 acres would be for large sites (10 acres or greater)

Three sites have been acquired or are in the process of being acquired that would meet these needs. These include a 5-acre private school site in the UGB near College Street and Bell Road, a potential high school site in the Wilsonville Road NE area, and a potential elementary school site in the Corral Creek Road South area.

Parks

Statewide Planning Goal 8 (Recreational Needs) requires that cities work with park and recreational districts to provide for the siting of necessary recreational facilities. The *Newberg Comprehensive Plan* includes a number of site characteristic and locational policies to guide park development:

4. Recreation Policies

e. Recreational facilities shall be located throughout the planning area in order to minimize distances between residential areas and recreational opportunities.

f. The continued multiple use of public facilities for recreational and other purposes shall be encouraged. In particular, schools and parks shall be located on adjacent sites wherever possible.

g. Recreational standards for the planning area shall be as follows. These standards shall be considered as desirable guidelines to be achieved whenever possible.

Park Area Standards*			
Classification	*****Level of Service (Acres Per 1,000 People)***	***Service Size Range***	***Area***
Neighborhood Parks	***2.5***	***Free standing: -10 acres. Adjacent to elementary school: 2-5 acres with additional 6 acres of school playground***	***¼ - ½ mile***
Community Parks	***5-8***	***Free Standing: 10-25 acres. Adjacent to middle/high School: 8-15 acres with additional 12 acres of school yard***	***Not more than 1-1½ miles***
City Wide Park	***N.A.***	***25 acre minimum***	***Entire City***
Regional Park	***N.A.***	***180-200 acres***	***Park service area***

Source: Chehalem Park and Recreation District

**** Park Area Standards as established by the National Recreation and Park Association***

***** Level of Service (L.O.S.) – The National Recreation and Park Association uses the "Level Of Service" to describe the necessary acreage for urban areas considering the following factors:***

1. ***An expression of minimum acceptable facilities for citizens of every community.***
2. ***A guideline to determine land requirements for various kinds of park and recreation facilities.***
3. ***A basis for relating recreational needs to spatial analysis within a community-wide system of parks, recreation areas, and open spaces.***

k. The City will cooperate with the Chehalem Park and Recreation District to locate parks and scenic areas which are easily accessible to the City's population and which can be developed to provide recreational opportunities for a variety of age and interest groups.

The Council carefully reviewed the Chehalem District Park and Recreation Plan (*Park Plan)* when developing urban park land need requirements. The *Park Plan* establishes a park area-to-population ratio of 6.5-10.5 acres per 1,000 people and makes district-wide recommendations concerning park size standards.[17]

The City population forecast projects population increases of 17,220 people by 2025, which means that Newberg will need 111-181 acres of additional park land by the Year 2025. However, not all parkland needs will be met within the Newberg UGB, and not all of it must be met on buildable land. Because Newberg is the CPRD's most densely populated city, park sizes within the UGB were established in the *Newberg Comprehensive Plan*. Therefore, to accommodate the projected increase in population, the adopted comprehensive plan projects that Newberg will need approximately an additional 85 acres of park land by the Year 2025,

[17] The Chehalem Park and Recreation District's (CPRD) Park Plan identifies three basic types of parks: Neighborhood Parks serving 1,000 to 5,000 people, Community Parks serving 3,000 to 25,000 people, and District Parks serving 25,000 to 50,000 people.

based on the following needs:

- 4-6 new neighborhood parks at an average size of 3-5 buildable acres per park;
- 2-3 additional community parks at an average size of 20 buildable acres per park; and
- 1 additional district/city park at 25 acres – need possibly met in Riverfront area.

The Newberg Comprehensive Plan also identifies a need for 115 acres of additional park land for the period 2026-2040, based on the following needs:

- 4-6 new neighborhood parks at an average size of 3-5 buildable acres per park;
- 2-3 additional community parks at an average size of 20 buildable acres per park; and
- 1 additional district/city park at 25 acres

Of the total needs through 2040, 145 acres is for large sites of 20+ acres (6 additional community parks at 20 acres each and 1 additional district/city park at 25 acres).

Other Public and Semi-Public Uses

The Newberg Comprehensive Plan identifies a need for other institutional needs based on the 2025 population projection. City facilities will need approximately 32 acres by the year 2025. Religious institutions and "other institutional" land needs were projected based on current land to population ratios. Religious institutions are expected to use approximately 40 additional acres by the year 2025. Cemeteries and other institutional uses are expected to use 7 additional acres by 2025. Extending the institutional land need through 2040 results in an additional 52 acres for city facilities, 65 acres for religious institutions, and 11 acres for cemeteries and other institutional uses. This results in an identified total need for 207 acres through 2040.

Public and Semi-Public Land Need Summary

Table I-3 summarizes the needs for public and semi-public land through 2040.

Table I-3: Summary of Institutional Land Needs (buildable acres)

Category	2007-2025 Land Need (acres)	2026-2040 Land Need (acres)	2007-2040 Total Additional Buildable Acres Needed	2007-2040 Large Site Needs
Schools	80	105	185	177
Parks	85	115	200	145
Other	79	128	207	0
Total Institutional Land Need	**244**	**348**	**597**	**327**

Source: *Newberg Comprehensive Plan*, adjusted for development in 2005-2006.

Public and semi-public institutions (schools, parks, churches, etc.) are often located in or near residential neighborhoods. These facilities are often developed on residential land and are only zoned for public uses after they have been acquired by the institution for a specific purpose.

Newberg has not designated specific parcels for future institutions without the consent of the property owner and/or the institution. At the same time, Newberg needs to ensure an adequate supply of land for future growth of the community as complete neighborhoods with housing, parks, schools and churches. Some of the institutional uses may locate on infill sites within the UGB. This would take away from the residential or other land supply.

Additional unmet need will have to be satisfied in the URA. Community and city parks, public schools, and religious institutions require large, flat sites. **After accounting for existing publicly owned land within the 2007 UGB, Newberg estimates that approximately 327 acres will be needed on large, flat sites (i.e., farm land) within the URA.**

C. RESIDENTIAL LAND NEEDS

Acknowledged and Coordinated Population Projection

Residential land needs are directly related to population projections. Newberg's population quintupled from 1960 to 2005, from 4,204 (City Limits) to 21,132 (Urban Growth Area) according to PSU estimates. Newberg has acknowledged population projections that have been coordinated with Yamhill County through 2040. The 2025 population projection is 38,352, and the 2040 population projection is 54,097.

The 2007 URA provides adequate land to meet residential land needs nearly to 2040.

Table I-4 Future Population Forecast

Year	Population Forecast
2005	21,132
2025	38,352
2030	42,870
2035	48,316
2040	54,097

Source: *Newberg Comprehensive Plan*

Residential Land Needs

As shown on Table I-5 below, the acknowledged *Newberg Comprehensive Plan* identifies a Year 2040 residential dwelling need for 12,040 dwelling units. This translates into a buildable land need of about three square miles (1,883 acres).

Table I-5. Buildable Residential Land Need

Plan Designation	Density (du/ac.)	Dwelling Units Needed (2005-2025)	Buildable Acres Needed (2005-2025)	Dwelling Units Needed (2026-2040)	Buildable Acres Needed (2026-2040)
LDR	4.4	2,691	612	3,234	735
MDR	9	1,556	173	1,719	191
HDR	16.5	1,473	89	1,367	83
Total		**5,720**	**874**	**6,320**	**1,009**

Source: Table IV-6 of the *Newberg Comprehensive Plan*

Table I-6 shows a residential land *deficit* of 62 residential acres within the 2007 UGB, after accounting for recent residential development and UGB amendments adopted in 2005-07. After the recent UGB expansion, Newberg will need about two square miles (1,135 acres) to meet residential growth needs through the Year 2040.

Table I-6: Buildable Residential Land Needs vs. Supply

Plan Designation	Buildable Acres Needed 2007-2025	Buildable Acres in UGB (2007)	Surplus (Deficit) for 2007-2025	Buildable Acres Needed 2026-2040	Additional Buildable Acres Needed 2007-2040
LDR	523	557	34	735	701
MDR	131	205	74	191	117
HDR	89	43	(46)	83	129
Total	**743**	**805**	**62**	**1,009**	**947**

Source: Table IV-7 of the *Newberg Comprehensive Plan;* adjusted for recent residential construction and additions to UGB in 2005-2007.

This need will be spread throughout the 2007 URA. Specific residential plan designations will be applied as land is added to the UGB based on 20-year need.

SUMMARY OF LAND NEEDS AND BUILDABLE LAND SUPPLY WITHIN 2007 URBAN RESERVE AREA

With land need projections in the Newberg Comprehensive Plan, the Newberg Area will need 2,886 acres of buildable land to meet the projected needs from 2007 to 2040. The 2007 UGB provides 1,177 of these acres, or approximately a 17-year supply (or Year 2024). This leaves a deficit of 1,665 buildable acres through 2040 (See Table I-7).

Table I-7: Year 2040 Buildable Land Needs

Land Use Category	Buildable Acres Needed 2007-2040	Buildable Acres in 2007 UGB	Remaining Buildable Acres Needed 2007-2040
Residential	1,752	805	947
Commercial	210	125	85
Industrial	291	65	226
Public / Semi Public	589	182	407
Total	**2,842**	**1,177**	**1,665**

The 2007 URA as proposed comprises 1,627 buildable acres. As shown in Table I-8, this is adequate to meet all but 20 acres of the total need through 2040. **The 2007 URA includes approximately a 15.4-year supply of land, which, along with the 2007 UGB, would meet projected land needs through 2040.**

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Table I-8: Year 2040 Buildable Land Needs vs. Supply

Category of Need or Supply	Buildable Acres	Estimated Average # Years Supply
Total Buildable Acres Needed – 2007-2025	1,219	18
Average Annual Need – 2007-2025	67.7	
Total Buildable Acres Needed – 2026-2040	1,623	15
Average Annual Need – 2026-2040	108.2	
Total Buildable Acres Needed- 2007-2040	2,842	33
Buildable Acres in 2007 UGB	1,177	17.4
Additional Buildable Acres Needed -2007-2040	1,665	15.6
2007 URA Buildable Land	1,645	15.4

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PART II: 2040 URA LOCATIONAL ANALYSIS

INTRODUCTION

The 2007 URA amendments are intended to meet Newberg's urban growth needs through the Year 2040. Part I determined the land area that will be needed during the planning period. Part II justifies the location of the 2007 URA based on relevant provisions of the Urban Reserve Rule (OAR 660, Division 021).

Urban Reserve Rule Locational Criteria

The Urban Reserve Rule sets forth locational criteria for establishment or amendment of Urban Reserve Areas in OAR 660-021-030(2-5) as follows:

(2) Inclusion of land within an urban reserve area shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively… shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserve areas, as measured by the factors and criteria set forth in this section. Local governments shall then designate for inclusion within urban reserve areas that suitable lands* [sic]*which satisfies the priorities in section (3) of this rule.

(3) Land found suitable for an urban reserve may be included within an urban reserve area only according to the following priorities:
(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;
(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to ORS 197.247;
(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:
(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or
(b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands."

(5) Findings and conclusions concerning the results of the above consideration shall be adopted by the affected jurisdictions."

The locational criteria in Goal 14 require a comparative evaluation of potential expansion areas that can reasonably be expected to meet identified needs. The review standards include (a) the locational standards of Goal 14 (Urbanization) and the priorities (and reasons to depart from them) set forth in the Urban Reserve Rule. Part II justifies the location of the URA based on relevant provisions of the Urban Reserve Rule (OAR Chapter 660-021-030).

Newberg Urban Reserve Study Areas

> ***Cities and counties … shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserve areas, as measured by the factors and criteria set forth in this section.***

As noted in the Urban Reserve Area Justification, the City has evaluated six URA study areas adjacent to the 2007 UGB to determine their suitability for inclusion with the Newberg 2007 URA. The study areas extend from 0.5 – 0.75 miles from the 2007 UGB and include all adjacent exception areas as well as agricultural land.

Map 3 shows proposed study areas in relationship to the 2007 UGB:

- North Study Area
- Northeast Study Area
- East Study Area
- Southeast Study Area
- Southwest Study Area
- Northwest Study Area

The Final Report to the City Council (Ad Hoc Committee on Newberg's Future, July 21, 2005) describes each study area and the rationale supporting study area boundaries (pp. 21-24).

Map 4 shows applicable Yamhill County zoning for each study area. Rural exception areas include Yamhill County AF-10, HC, HI, LDR-(all), LI, MDR-5000, PAI, PALF, PWS, RI and VLDR-(all) zones. Most exception areas are zoned for rural residential use. Agricultural and forest resource land is found in the AF-20, EF-40, and EF-80 zones.

Areas Included within Newberg 2007 URA

Map 1 shows areas selected by the City as suitable for inclusion within the 2007 URA. Portions of all six URA Study Areas, emanating outward from the existing UGB, are included. A comparison of Maps 1 and 3 reveals the relationships between the 2007 UGB, 1995 URA, the new 2007 URA, and the applicable Urban Reserve Study Areas. Those relationships are analyzed and quantified in the tables below.

Buildable Acres in 2007 Urban Reserve Areas

Table II-1 compares the total and buildable acres for resource land and exception areas in each of the 2007 Urban Reserve Areas. While total acres includes the gross parcel acreage for each of these areas, it does not include rights-of-way. Buildable acres equals total acres less areas that cannot be developed due to existing development or topographical constraints.

Table II-1 Total vs. Buildable Acres in 2007 Urban Reserve Areas

	TOTAL ACRES			BUILDABLE ACRES		
Area	**Total**	**Resource**	**Exception**	**Total**	**Resource**	**Exception**
Wynooski Rd. URA	49	0	49	29	0	29
South Wilsonville Rd. Exception	314	265	49	202	197	5
	140	0	140	116	0	116
Springbrook Rd. S URA	67	0	67	11	0	11
Wilsonville Rd. NW	97	97	0	72	72	0
Wilsonville Rd. NE	176	176	0	171	171	0
Wilsonville Rd. SE	91	91	0	89	89	0
Corral Creek Rd. S	209	209	0	188	188	0
Corral Creek Rd. N	133	67	66	69	24	45
Klimek Ln. URA	22	0	22	11	0	11
Benjamin Rd.	66	61	5	53	48	5
North Hills URA	391	0	391	303	0	303
Chehalem Dr.	88	88	0	85	85	0
Cullen Ln.	169	169	0	152	152	0
Hwy. 240	28	0	28	23	0	23
Old Yamhill Hwy.	17	0	17	12	0	12
Honey Ln.	75	0	75	59	0	59
Canyon Ln.	10	0	10	0	0	0
W. First St.	4	0	4	0	0	0
TOTAL	2,146	1,223	923	1,645	1,026	619

Table II-2 summarizes the amount of land within rural exception areas *versus* rural resource areas. The 2,146 total acres shown on Tables II-1 and II-2 includes land shown on tax assessor's records (tax lots), but does not include public rights-of-way.

Table II-2: Summary of Exception and Resource Land within 2007 URA

Category	Total Acres	Percent	Buildable Acres	Percent
Rural Exception Areas	923	43%	619	38%
Farm and Forest Resource Areas	1,223	57%	1,026	62%
2007 URA	**2,146**	**100%**	**1,645**	**100%**

Source: City of Newberg Planning & Building Department 2007

Table II-2 shows a total of 2,146 acres – about 3.4 square miles – within the 2007 URA. About 43 percent of the land in the 2007 URA is rural exception areas. However, while only two-thirds (67%) of the land area within rural exception areas is buildable (after accounting for existing

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development and topographical constraints), over four-fifths (84%) of resource land is buildable – due primarily to the absence of residential development on farm land. This means that farm land can be developed much more efficiently that the highly-parcelized exception areas found in the Newberg area.

The 2007 URA includes a total of 619 buildable acres within rural residential exception areas that can be provided, reasonably, with urban services.

Table II-3 summarizes the buildable area within each of the study areas. Because unbuildable land is, by definition, not suitable for meeting urban development needs, from this point onward the locational analysis focuses on buildable acreage.

Table II-3: Summary of Buildable Acres by Study Area within 2007 URA

Study area	URA area	Resource	Exception	Total
Southeast	Wynooski Rd. URA	0	29	29
Southeast	South	197	5	202
Southeast	Wilsonville Rd. Exception	0	116	116
East	Springbrook Rd. S URA	0	11	11
East	Wilsonville Rd. NW	72	0	72
East	Wilsonville Rd. NE	171	0	171
Southeast	Wilsonville Rd. SE	89	0	89
East	Corral Creek Rd. S	188	0	188
East	Corral Creek Rd. N	24	45	69
East	Klimek Ln. URA	0	11	11
Northeast	Benjamin Rd.	53	5	48
North	North Hills URA	0	303	303
Northwest	Chehalem Dr.	85	0	85
Northwest	Cullen Ln.	152	0	152
Northwest	Hwy. 240	0	23	23
Northwest	Old Yamhill Hwy.	0	12	12
Southwest	Honey Ln.	0	59	59
Southwest	Canyon Ln.	0	0	0
Southwest	W. First St.	0	0	0
TOTAL		**1026**	**619**	**1645**
PERCENT OF TOTAL		**62%**	**38%**	**100%**

Source: City of Newberg Planning and Building Department 2007.

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Flow Chart Showing Application of Urban Reserve Rule Provisions

Table II-4 summarizes how key administrative rule provisions have been applied sequentially to determine which areas to include within the 2007 URA.

Table II-4: Sequential Application of Urban Reserve Rule Provisions to 2007 URA

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
660-021-030(1)	660-021-030(3)(a)	660-021-030(3)(a)+(4)(a)	660-021-030(3)(a)+(4)(b)	660-021-030(3)(c)	660-021-030(3)(c)
Determine 2007 URA Land Need (Build. Ac.)	**Include Reasonably Serviceable 1995 URAs (Exception Areas)**	**Include Reasonably Serviceable Exception Areas**	**Include Intervening Resource Land**	**Include Relatively Low Value Soils**	**Include Relatively High Value Soils**

- Step 1: OAR 660-021-030(1) requires cities to determine the buildable land area that will be needed outside the UGB to accommodate growth beyond the 20-year planning period. Newberg has chosen to provide sufficient buildable land to accommodate growth through the Year 2040. Newberg needs 1,665 acres outside its 2007 UGB to meet Year 2040 growth needs.

  In Step 1, Newberg identified three basic types of land needs: (a) land uses that require large, flat parcels (targeted industries, community commercial centers, community parks, and public schools); and (b) other land uses that may benefit from large, flat sites but do not *necessarily* require such sites (residential, neighborhood commercial centers, neighborhood parks, and other smaller scale public and semi-public uses); and (c) land uses that require a master-planned setting to achieve the livability objectives of the *Newberg Comprehensive Plan*.

Once needs had been identified, Newberg applied Steps 2 through 6 to determine which lands to include within the 2007 URA.

- In Step 2, Newberg accounted for exception areas that were included in the Newberg URA in 1995. A total of 354 buildable acres are included on remaining land within the 1995 URA.

- In Step 3, Newberg identified all adjacent and nearby exception areas, as required by OAR 660-021-030(3)(a), and evaluated topographic and physical constraints to determine which exception areas can reasonably be provided with urban sanitary sewer and water services per OAR 660-021-030(4)(a). A total of 265 buildable acres are included within the Newberg URA for this reason. Exception areas are not suited to meet large site needs, because they are divided into small parcels and have a high level of existing development.

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- In Step 4, Newberg identified resource land that must be included within the URA in order to provide urban services to higher priority exception areas included in Step 3. Approximately 96 buildable acres within the Wilsonville Road Northwest and Corral Creek North URAs are included within the 2007 URA for this reason, as authorized by OAR 660-021-030(4)(b). Some large site needs can be met within these URAS, as shown in the *Newberg Southeast Transportation Plan*.

- In Step 5, Newberg identified relatively low quality agricultural land for inclusion within the URA, as authorized by OAR 660-021-030(3)(c). Approximately 236 acres within the Benjamin Road and Corral Creek Road South URAs are included within the 2007 URA because they have predominantly Class III or higher agricultural soils. However, poor soils typically are associated with sloped areas or hydric soil conditions, and for the most part fail to meet large-site land needs.

- As a last resort, in Step 6, Newberg expanded the URA to include relatively high quality agricultural land, as authorized by OAR 660-021-030(3)(c). Approximately 694 acres within the Wilsonville Road Northeast, South, Cullen Lane, Chehalem Drive and Wilsonville Road Southeast URAs are included within the 2007 URA because they have predominantly Class II or lower agricultural soils. However, high quality agricultural soils typically are associated with flat and well-drained soil conditions, and when found in large parcels meet large-site land needs.

The analysis required by Steps 1-6 is found in the next three sections. The results of Steps 1-6 are summarized in Table II-7.

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STEPS 1 AND 2: DETERMINE 2007 URA LAND NEED AND ACCOUNT FOR 1995 URAS

In Part I, Newberg identified three types of urban land need:

- **General land needs** that require buildable land – but do not necessarily require large, flat, vacant and accessible sites as defined above.
- **Large Site Needs**: Employment and institutional land uses that require large (10 acres or greater), flat (10% or less slope), vacant (not more than one single family dwelling) sites, and accessible (to a collector street or higher classification) sites.
- **Livability needs** that are met by specific area planning efforts which recognize inter-relationships among community commercial centers, a hierarchy of residential densities, and accessible parks and schools.

Large Site Needs

The *Newberg Comprehensive Plan* recognizes that targeted employment, parks and schools have specific siting requirements related to parcel size, topography and access that that must be considered when determining URA land needs. Industrial and business parks, community shopping centers, and many targeted industries require large, flat sites with direct access to an arterial street. Most institutional uses also require large, flat sites with major street access. Little such land remains within the Newberg UGB or the 1995 URA. To meet employment and institutional land needs, approximately 537 buildable acres are needed on land with slopes of 10% or less on relatively large (10 acres or more) parcels.

Table II-5 summarizes large site employment, residential and institutional buildable land needs to be met by the 2007 URA Expansion.

Table II-5: Summary of Unmet Large Site Needs

Time Period	Industrial	Commercial	Parks	Schools	Total
2007-2025	(80)	(0)	(60)	(77)	**(217)**
2025-2040	(120)	(15)	(85)	(105)	**(325)**
2007-2040	(200)	(15)	(145)	(182)	**(542)**

Source: City of Newberg Comprehensive Plan; staff calculations of recent development. Refers to buildable acres.

Rural exception areas are, by definition, highly parcelized, and therefore are not suitable to meet most long-term employment and institutional needs. Therefore, Newberg concluded that to meet employment and institutional land needs (approximately 537 buildable acres), Newberg had no choice but to include large, relatively flat farm parcels in the East, Southeast and Northwest Study Areas.

Specific Area Planning for Complete Neighborhoods

The Newberg Comprehensive Plan also recognizes the importance of master planned complete neighborhoods to provide livable cities. **Map 2** shows the extent of Newberg's specific area planning efforts and the spatial relationships among specific area plans. For example:

- The Sportsman Airpark industrial area is located just west of the South Industrial Reserve; both industrial areas have direct access to Wilsonville Road (Highway 219).

- The *Newberg Southeast Transportation Plan* completes the *Springbrook Oaks Specific Plan.* Both plans provide for "complete neighborhoods," with community commercial centers, surrounded by a range of residential densities, and supported by community parks and schools. At neighborhood meetings held in 2005 and 2006 for the Southeast area, residents echoed the need "to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City," and agreed that "Substantial development of complete neighborhoods should occur on both sides of the proposed bypass," as stated in Comprehensive Plan Policy J.2.e, under the goal "To develop and maintain the physical context needed to support the livabiity and unique character of Newberg." More specifically, their preferences were that properties owned by the school district and park district should be in the UGB; that larger areas of open space, not just city-park-sized parcels, would be needed; that an elementary school was needed, and a fire station might be needed; that family-oriented parks and open space, not just golf courses, should be included; and that the UGB shouldn't go up the hill east of Corral Creek Rd.,

- Similarly, the *Springbrook Master Plan* complements the *Northwest Newberg Specific Plan* by providing for complete neighborhoods in North and Northwest Newberg.

Each of these specific plans has benefited from large, relatively flat parcels that meet site requirements for employment, community commercial centers, a range of residential densities, and supporting schools and parks.

Account for 1995 URAs (Exception Areas)

Maps 1 – 4 show what remains of the 1995 URA. Most of the 1995 URA has been included within the 2007 Newberg UGB. There are four remaining urban reserve areas outside the 2007 UGB: the North Hills, Klimek Lane, Springbrook South and Wynooski Road URAs, as shown on **Map 1**. The 1995 URA was adopted by the City and County in 1995, and subsequently acknowledged by the Land Conservation and Development Commission. All remaining land within the 1995 URA is exception areas, as shown on **Maps 3 and 4**. The North Hills URA has 321 total acres, of which 247 are buildable. Since the 1995 URA was adopted, the City created and adopted a water distribution plan to serve the North Hills URA.

The North Hills area is a challenge to serve because of its rising elevation. In 2004, the City adopted a water distribution system plan. The plan included a new reservoir to serve property up to 460 feet above mean sea level (msl). The plan did not include new facilities to serve land above 460 msl because of physical constraints to providing water service above that elevation. A small part of the North Hills URA is above the 460-foot contour, and thus is not serviceable by the City's current or future planned water system. Thus, approximately 70 acres in the northeast corner of the 1995 URA are not included in the 2007 URA.

These rural exception areas have approximately 298 acres of buildable land and are justified for inclusion within the URA under OAR 660-021-030(a).

STEPS 3 AND 4: INCLUDE REASONABLY SERVICEABLE EXCEPTION AREAS AND INTERVENING RESOURCE LANDS

OAR 660-021-030(2) states that cities and counties must base their decision on the locational factors of Goal 14 (Urbanization) and show that there are no "reasonable alternatives" that would consume less, or have less effect upon, nearby farm and forest resource land.

> ***(2) Inclusion of land within an urban reserve area shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively ... shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserve areas...***

There are two Goal 14 locational factors that address cost and efficiency of public facilities and services[18]:

> ***The location of the urban [reserve] boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent ... with consideration of the following factors:***
> ***(1) Efficient accommodation of identified land needs***
> ***(2) Orderly and economic provision of public facilities and services;***

The Urban Reserve Rule (OAR 660-021-030(3)) generally requires that cities look first to adjacent rural exception areas before considering agricultural land to meet identified land needs, unless urban services cannot reasonably be provided to rural exception areas or to achieve maximum efficiency of land uses:

> ***(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:***

[18] The text of Goal 14 refers to the "urban growth boundary" or "UGB." These findings interpret the four locational factors in the context of the "urban reserve area" or "URA."

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or
(b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands."

Location Factors 1 and 2 of Goal 14 are directly related to the "reasons" why lower priority land may be included in a URA. Accordingly, the Goal 14 locational "factors" and Urban Reserve Rule "reasons" related to public facilities and urban efficiency are considered together in the discussion below.

Goal 14 Boundary Location Factors 1 and 2; OAR 660-021-030(4)(a) and (b)

The City evaluated other potential URAs for consistency with Goal 14 (Urbanization) Boundary Location Factors 1-4, Urban Reserve Rule 660-021-030(4)(a) and (b), and Goal 11 (Public Facilities and Services).

Public Facilities and Land Use Efficiency

To address Goal 11 (Public Facilities and Services), 14 (Boundary Location Factors 1 and 2), and OAR 660-021-030(4)(a) and (b), the Newberg Planning & Building Department and Public Works Department analyzed the feasibility and cost of providing water and sanitary sewer facilities to each potential URA. (*Newberg Urban Reserve Area Public Services Analysis* and Map 8) Two key questions were asked:

1. **Can future urban services be provided – *reasonably* – to potential URA expansion areas outside the 2007 UGB and 1995 URA?**

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2. **Is it necessary to include some resource lands in order to provide urban services to nearby exception areas?**

In evaluating alternative areas for possible inclusion in the UGB, the Goal 14 Locational Factors 1 and 2, Goal 11, and the Urban Reserve Rule require consideration of each study area's relative serviceability and efficiency in accommodating identified land needs. Newberg determined which sub-areas could be most efficiently developed for identified land needs and economically provided with public facilities and services.

Newberg Planning & Building Department and Public Works Department evaluated the cost of extending sewer and water facilities to each of the Urban Reserve Study Areas. (See *Newberg Urban Reserve Area Public Services Analysis,* Newberg Planning & Building and Public Works Department (2007).) The six study areas were further divided into 15 sub-areas based on topographic features and the capacity of the sub-area to meet identified land needs, and a general cost of service *per buildable acre* was determined.[19]

[19] To determine the area of buildable land for each Urban Reserve Area, the City applied the same methods used within the 2006 Newberg UGB. Physical constraints such as steep slopes (greater than 25%) and stream setbacks (25 feet on either side of a stream corridor) have been deducted from the parcel size, so the buildable land inventory is based on buildable acres, not gross acres. This

The Urban Reserve Rule recognizes that lower priority farm land can be included within a URA, rather than higher priority exception areas, where urban services cannot reasonably be provided to the exception area due to topographical or other physical constraints. The *Newberg Urban Reserve Area Public Services Analysis* (Newberg Public Works and Planning & Building Department, 2007) provides detailed information regarding the costs of providing sewer and water service to potential urban reserve expansion areas. The urban service map referenced below is found in this background document. As documented in the *Newberg Urban Reserve Area Public Services Analysis*:

- Land high on the mountains east and north of the City cannot reasonably be served due to the need for a new water reservoir and pump stations, and the low amount of land that can be served in each potential service zone For this reason, land above (north of) Bell Road in the North and Northeast Study Areas, above the 460-foot contour, and land above (east of) Corral Creek Road above the 300-foot contour in the East Study Area cannot reasonably be provided with urban water service.

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- Much of the land west of Chehalem Creek (to the south and west) cannot be served by the existing or planned City sewer system due to topographic and physical constraints. Chehalem Creek and several branches cross the areas south and west of Newberg. A considerable amount of the area is within the floodplain and stream corridors, making a large amount of this area unbuildable.

  During the Newberg Urban Area Management Commission's (NUAMC's) deliberations on the proposed 2007 Urban Reserve Area, NUAMC asked staff to conduct additional studies on the potential for increasing the amount of exception land in the Urban Reserve by including areas southwest of the existing Urban Growth Boundary. Accordingly, staff analyzed the development potential of these areas and reported back to NUAMC (see staff reports and memoranda for June 11, 2007 and July 11, 2007 NUAMC meetings). In doing this, staff had the benefit of data in the City's 2007 Sewerage Master Plan Update, which was submitted by the consultants on June 21, 2007, and adopted by the City of Newberg in July 2007.

  The City's sewerage master plan does not include facilities to serve the Southwest area that is not included in the 2007 URA. The upland areas are near the same elevation as the City's sewage treatment plant and around two miles away. There are existing sewer facilities to the east of this area, such as the Dayton Avenue pump station, but the City's recently adopted sewer collection master plan identified that these facilities are near, at, or beyond capacity already. Thus, they cannot be used to sewer the south and west areas. So a series of new sewer pump stations would need to be installed plus two miles of force main and gravity mains to get to the plant. An alternative that would need to be seriously considered to provide

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inventory also omits land located within the future right-of-way of the proposed Newberg-Dundee Bypass, but not land for future local street rights-of-way.

sewer service would be to construct a new sewer treatment plant on the west side to serve the area. In either case, it would be unreasonable to require such a significant effort to overcome the physical and topographic constraints to serve the area.

The cost of providing urban services to exception areas that require multiple sewer pump stations (i.e., lower elevation areas that cannot be served by gravity flow sewer), new sewer treatment plants, or water pump stations plus a new reservoir (i.e., higher elevation areas), typically is two to three times the cost of providing urban services to land that does not require such facilities. In addition to initial construction cost, pump stations have much higher maintenance costs and consume much more energy than facilities that rely on gravity. The extent of facilities needed to overcome physical and topographic constraints in some areas is so great that it is unreasonable to serve thoses areas.

Extensive development in many areas is also a physical constraint to providing future urban services. If an area already mostly subdivided and developed without services, then owners have little incentive to pay the high costs of extending services to their neighborhoods to reap marginal benefits of further development. Coordinating service provision in an area is also very problematic. If one property owner wants to develop, then that one owner would need to extend full urban services long distances past other properties, which would be financially prohibitive. Local improvement districts can be formed, but if there are a large number of property owners, achieving sufficient support for a district is very problematic.

This report finds that future urban services could not reasonably be provided to the Southwest Area due to topographic and physical constraints.

- In two situations, maximum efficiency of land uses requires inclusion of farm land in order to include or to provide services to nearby exception areas. In order to develop the Corral Creek Road North exception area, public facilities must be extended through the intervening Corral Creek Road North resource area. Similarly, in order to develop the Wilsonville Road Exception Area, utilities, streets, and pathways must be extended along and in some cases through the Wilsonville Road NW resource area. This resource area is bounded one side by the UGB, on one side by the existing URA, and on the third side by the exception area. For maximum efficiency, the Wilsonville Road NW area must be included.

As noted in Table II-6, the cost of providing urban services to exception areas that require multiple sewer pump stations (i.e., lower elevation areas that cannot be served by gravity flow sewer), or water pump stations plus a new reservoir (i.e., higher elevation areas), typically is two to three times the cost of providing urban services to land that does not require such facilities. In addition to initial construction cost, pump stations have much higher maintenance costs and consume much more energy than facilities that rely on gravity.

Table II-6: Cost of Providing Urban Services per Buildable Acre

Analysis Area	Buildable Acres	Service Area Cost in Millions	Service Cost in Thousands Per Acre	High Medium Low
North A[1]	388	10.43	**26.9**	**High**
North B[1]	393	13.11	**33.4**	**High**
NE A[2]	148	7.00	**54.0**	**High**
NE B[3]	159	3.02	*19.0*	*Low*
East A[3]	597	9.45	*15.8*	*Low*
East B[1]	361	18.40	**51.0**	**High**
SE A[1]	88	2.37	**26.9**	**High**
SE B[3]	223	5.00	22.4	Medium
SE C[1]	190	2.20	*11.6*	*Low*
SW A[2]	163	4.13	**25.5**	**High**
SW B[1]	139	4.68	**33.7**	**High**
SW C[1]	194	8.11	**41.8**	**High**
SW D[1]	256	8.67	**33.9**	**High**
NW B[3]	418	7.23	*17.3*	*Low*
NW A[2]	273	6.50	23.8	Medium
Total	**4504**	**110.3**	**437**	
Average			**24.5**	

Source: City of Newberg Planning & Building and Public Works Departments.
[1] No land included within 2007 URA.
[2] Small area included within 2007 URA.
[3] Large portion or all of area included within the 2007 URA.

Table II-6 compares the cost of providing sewer and water services to areas considered for inclusion within the Newberg 2007 URA. Generally, land with high per-acre cost of service has not been included within the UGB; medium cost areas have been carefully considered and those smaller portions where services are feasible have been included, and land with low cost of service has been included, except:

- Newberg has *included* small exception areas with high service costs where services need to be extended within existing roads to serve other nearby areas, such as land across the street. This has occurred in the West First Street, Canyon Lane, and Highway 240 exception areas.

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For rural exception areas that were not included, the City finds that it is *unreasonable* to count on land with high per-acre service costs to meet long-term growth needs, especially when the land is almost completely developed with homes on small parcels.

Following are detailed findings for each study area:

- *Southwest*. There are a number of topographical and physical constraints that combine to make it unreasonable to provide urban services to the most Southwest exception areas. As shown on Map 9:

  - Most of the southwest area is separated from the City by Chehalem Creek, and is near the same elevation as the City's sewer treatment plant. Because of this it is difficult to convey flows to the plant. Given the high costs of lifting flows to the plant, the cost of building pipelines to the plant, and the limits on plant capacity, it may in fact be necessary to construct a new sewage treatment plant on the west side of Newberg to serve these areas. If this is not done, then there are many other physical problems. Crossing Chehalem Creek with sewer service is difficult in all locations. If a creek crossing were made, in most cases sewage would flow to the Dayton Avenue pump station. This pump station, and the lines flowing to and from it, are not adequate to handle existing, much less future flows. Significant upgrades would be needed. Alternatives that would need to be considered include installing force mains across the City to tie into the Wynooski trunk line, which would be so expensive as to be unreasonable Because cooperation among property owners is required to establish local funding mechanisms, and the sewer facilities need are so extensive, it is doubtful whether the City would be able to extend services to these areas.

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  - Southwest Study Areas A, B, C and D are highly parcelized. The median lot size is about two acres, and two-thirds of the properties in the area have less than two buildable acres.

  - Most parcels have existing structures. As shown on Map 9, in most case the location of structures on existing parcels is not conducive the efficient redevelopment. Homes typically are located so as to discourage connecting streets; flag lot development often is limited to one additional home per lot.

  - Existing development and parcelization typically is most dense at the edge of the 2007 UGB. The result is that these fringe areas have almost no development potential, and serve as a "plug" to future urbanization of outlying areas. Since these homes do not have an incentive to participate in the costs of extending urban services, in most cases urban services would have to "leap frog" past existing developed areas to reach outlying properties.

  - Annexation is required in order to extend sanitary sewer and water services that facilitate urban development. The presence of densely developed rural lots between the UGB and outlying, marginally larger lots makes it highly unlikely that annexation would be supported by the majority of land owners or property owners, as required by state law.

  - In the Southwest Study Area, from a practical standpoint, Newberg would need to "leapfrog" over intervening small, developed parcels to reach the relatively few

larger exception parcels between Newberg and Dundee. Cherry stem annexations, which are generally unaccepted by case law, would be required to achieve this dubious objective. These factors contribute to the City's overall conclusion that topographic and land development patterns in the Southwest Study Area, taken together, generally make it infeasible to provide urban services.

Nonetheless, the City carefully examined the southwest to find pockets of land that could reasonably and practically be served by utility services. A few small areas could reasonably be served. These include the West First Street area, which is actually on the east side of Chehalem Creek, the Canyon Lane area, which could possibly be served if sewer service is extended through that area to serve the Aspen Estates area, and the Honey Lane areas which have some relatively larger parcels and could possibly be served using sewer pump stations that would serve the Chehalem Drive area. Extensions further west would require additional pump stations and would not be feasible. Thus, ***future urban services could not reasonably be provided to the Southwest Area, except for the West First Street, Canyon Lane, and Honey Lane subareas, due to topographical and physical constraints.***

- *Northwest Area.* A small portion of the Northwest Area along the north side of Highway 240 is an exception area. The Highway 240 area and Old Yamhill Highway area define the projected extent that the area could be served using the future Highway 240 sanitary sewer pump station. Further west, due to the topography, the area would likely need an additional sanitary sewer pump station. This area also is highly parcelized and mostly physically developed, and would be at high cost to serve. Thus, ***future urban services could not reasonably be provided to the exception areas in the Northwest Area, except for the Highway 240 and Old Yamhill Highway subarea, due to topographical and physical constraints.***

- *North Area.* Most of the North area is above the level that could be served by the City's existing reservoirs, and a large portion is even higher than could be served by the City's planned higher level reservoirs (planned to serve the North Hills URA). The exception area west of Chehalem Drive would also require multiple sanitary sewer lift stations to serve, besides needing to extend services through intervening farm land. These topographic constraints lead to high costs to serve. Thus, ***future urban services could not reasonably be provided to the North Area (not including the North Hills URA) due to topographical and physical constraints.***

- *Northeast Area.* A large portion of the Northeast Area is exception land. This area is hampered by a number of topographical and physical constraints that make providing future urban services unreasonable. These include:

    - The area is already mostly subdivided and developed. The area consists of several rural residential subdivisions that are developed with homes. The average lot size is approximately 2 acres. Residents of the area have stated that they view their properties as fully developed, and not as lots with infill potential.

- On the off chance that one property owner would decide to partition, that one owner would need to extend full urban services (sewer, water, and drainage) past other properties that are not and likely will not develop. It would be unreasonable to expect that a property owner would be able to bear the financial burden of installing such facilities.

- The road system in the area is rural. In order to further divide, an urban street system would need to be developed. Given that most property owners view their properties as fully developed, few if any would be motivated to form an LID or other mechanism needed to improve the roads. The few individual property owners choosing to develop could not reasonably upgrade the road system for the entire area.

- Annexation is required in order to extend sanitary sewer and water services that facilitate urban development. The presence of densely developed rural lots between the UGB and outlying, marginally larger lots makes it highly unlikely that annexation would be supported by the majority of land owners or property owners, as required by state law.

- The area north of the railroad tracks is largely higher than could be served by the City's existing water system. A new reservoir system will need to be developed with multiple zones to serve these higher areas. A portion of the northeast area is even higher than the highest level planned to serve the adjacent North Hills URA, making it unreasonable to serve.

- The area east of the Benjamin Road subarea is also above the 300' contour. Due to its separation from the North Hills URA, it likely could not be served without creating a separate reservoir. This would be a significant and unreasonable expense.

- The total cost of service in the area is unreasonably high; one of the highest of any subarea. This is due to the topographic and physical constraints noted above.

Thus, future urban services could not reasonably be provided to the Northeast Area due to topographical and physical constraints.

- *East Area.* The exception areas west of Corral Creek Road are proposed for inclusion in the 2007 URA. The areas east of Corral Creek Road are on a steep hillside with 10 to 40 percent slopes. This hillside extends above the service level of the existing Corral Creek Road reservoir, and in some cases 2 or 3 service levels above. The slope in the area dictates that only a small band of property along the hillside can be served by any one service level. Thus, each small band would need to be served with a separate water system. This would include a separate water line running horizontally across the area, a separate water reservoir, a water booster station or pressure reducing station. These extensive facilities would only serve a small area of land, and thus could not reasonably be provided. Due to the problems in providing water service and the extent of facilities needed to overcome physical constraints, ***future urban services could not reasonably be***

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¶
The Putnam Road subarea also reasonably could be served by sewer, water, and storm drain services that will need to be extended to serve the west side of Putnam Road, which is already in the City limits. By adding both sides of the road to the future urban area, Putnam Road fronting these properties could be developed full width at time of development.¶
¶
The Benjamin Road subarea includes both exception land and resource land. The resource land (on the east side of Benjamin Road) is proposed for inclus . . . [8]

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provided to the exception areas east of Corral Creek Road due to topographical and physical constraints.

- *Southeast Area*. The exception areas in the Southeast Area have partly been included in the 2007 URA. One area that has not been included is the Southeast A (Dog Ridge Road) exception area. This area is physically separated from the remainder of the urban area by Hess Creek. This area is hampered by topographical and physical constraints that make providing future urban services unreasonable. These include:

    - The area is already mostly subdivided and developed. It consists of a rural residential subdivision that is developed with homes. The average lot size is approximately 3 acres, though those lot areas include large undevelopable portions within the Willamette River or Hess Creek floodplains.

    - The area is separated by the City by Hess Creek itself. A sanitary sewer lift station would be needed to provide this area with sewer service. Given the limited infill potential of the area, this topographic constraint would make serving the area unreasonable.

    - On the off chance that one property owner would decide to partition to urban densities, that one owner would need to extend the full urban services (sewer, water, and drainage) past other properties. This would be an unreasonable cost.

    - The road system in the area is rural. In order to further divide, an urban street system would need to be developed. Given that most property owners view their properties as fully developed, few if any would be motivated to form an LID or other mechanism needed to improve the roads. The few individual property owners choosing to develop could not reasonably upgrade the road system for the entire area.

    Thus, ***future urban services could not reasonably be provided to the Southeast A (Dog Ridge Road) exception area, due to topographical and physical constraints.***

Public Facilities and Urban Land Use Efficiency Conclusion

Approximately 354 buildable acres remain in the 1995 URA. The Klimek Lane, Springbrook Road South, Wynooski Road, and North Hills URAs are exception areas and are retained within the 2007 URA to meet Year 2040 growth needs.

The Newberg Urban Reserve Area Public Facilities Cost Analysis shows that sanitary sewer, water, and transportation facilities can reasonably and efficiently be provided to high priority exception areas in the following URAs:

- Benjamin Road (East) Area (Northeast Study Area)
- Corral Creek Road North Area (East Study Area)
- Wilsonville Road Exception Area (Southeast Study Area)

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- South Area (Southeast Study Area)
- West First Street Exception Area (Southwest Study Area)
- Canyon Lane Exception Area (Southwest Study Area)
- Honey Lane Exception Area (Southwest Study Area)
- Highway 240 Exception Area (Northwest Study Area)
- Old Yamhill Highway Exception Area (Northwest Study Area)

Even these relatively developable exception areas have relatively little buildable land, when compared with resource areas adjacent to the UGB. Although 394 additional exception acres are included within the 2007 URA, only 265 acres are potentially buildable.

Future urban services could not reasonably be provided to other exception areas in the Southwest, Northwest, North, Northeast, East, and Southeast study areas, due to topographical and physical constraints. In addition, future urban services could not reasonably be provided to resource areas in the North subarea, and to resource areas in the Northeast Study Area east of the Benjamin Road subarea. These areas are eliminated at this step from further consideration for inclusion in the 2007 URA.

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STEPS 4 AND 5: INCLUDE LOW PRIORITY RESOURCE LAND AS A LAST RESORT

OAR 660-021-0030(3) establishes "priorities" for URA expansion. In Newberg's case, subsection (3) means that rural exception areas must be included before rural resource lands, and that lower quality agricultural soils should be included before higher quality soils. OAR 660-021-0030(4) identifies exceptions to the priorities based on: (a) whether urban services can "reasonably" be provided to the area based on physical constraints; or (b) maximum efficiency of land uses.

> ***(3) Land found suitable for an urban reserve may be included within an urban reserve area only according to the following priorities:***
> ***(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;***
> ***(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to ORS 197.247;***
> ***(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.***
>
> ***(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:***
> ***(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or***
> ***(b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands."***

Since Yamhill County has not designated "marginal lands," the lowest priority is land that is zoned for farm or forest uses. Within the lowest priority resource lands, the City should expand into low value resource land before bringing in higher value resource land. **Map 3** shows potential URA expansion areas in terms of OAR 660-021-0030(3) priorities. Agricultural soil classes are not shown for land within existing and approved exception areas (including existing URAs) or land within the UGB.

Agricultural land is found in the Northwest, North, Northeast, East, and Southeast study areas. The following table lists the general capability classes of soils in the study areas:

Table II-7: Soil Capability Classes of Resource Lands in Study Areas

Study Area	2007 URA Areas included	Approximate percent of agricultural land in each study area per Soil Capability Class				Overall Priority
		I	II	III	IV-VI	
North A		0%	70%	5%	25%	NA[1]
North B		0%	10%	30%	60%	NA[1]
NW A	Chehalem Dr., Cullen Ln.	0%	95%	0%	5%	Medium
NW B		0%	90%	7%	3%	Medium
NE B	Benjamin Rd.	0%	40%	15%	45%	High
East A	Corral Creek Rd. N & S, Wilsonville Rd. NW & NE	5%	40%	20%	15%	High[2]
SE B	South	5%	85%	5%	5%	Medium
SE C	Wilsonville Rd SE	20%	40%	35%	5%	Low

Source: GIS data derived from Yamhill County Soil Survey

[1]Earlier findings show that North A and B cannot reasonably be served with future public facilities due to topographical and physical constraints.

[2] Earlier findings show that maximum efficiency of land uses requires inclusion of resource lands in the Wilsonville Road NW and the Corral Creek Road N subareas, which are within East A. The Wilsonville NW area contains all of the Class I soils in East A.

Based on the above soil information, Newberg should put higher priority on including the North area into the URA. However, earlier findings show that North A and B cannot reasonably be served with future public facilities due to topographical and physical constraints. Thus, the next priority is the NE B area. The part of this area that can be reasonably serviced is the resource land in the **Benjamin Road** subarea. Next would be the East A subarea. Earlier findings show that maximum efficiency of land uses requires inclusion of resource lands in the **Wilsonville Road NW** and the **Corral Creek Road North** subareas, which are within East A. The Wilsonville NW area contains most of the Class I soils in East A. The **Corral Creek Road South** and the **Wilsonville Road NE** subareas are the next to be included.

The next priorities should go to the SE B, NW A, and NW B, which have fairly similar soil capabilities. Based on this, the **South, Chehalem Drive** and **Cullen Lane** areas were added. Based on soil capability class only, additional extensions could occur in the Northwest area. However, further extensions Northwest were not recommended by the Ad Hoc Committee on Newberg's Future, and Cullen Lane was viewed as the boundary to reduce conflicts with agricultural uses west of Cullen Lane, so additional land in the northwest subarea was not added.

The resource land in SE C (**Wilsonville Road SE**) contains the highest percentage of Class I soils in the study areas; however, it also includes 40 percent Class III and lower capability class. Because of this, this area was included in the 2007 URA as the last area to be added.

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Steps 1-6: Summary of Results

Table II-8 summarizes the results of the City and County's application of Steps 1-6 as prescribed by the Urban Reserve Rule. Only *after* the City had accounted for exception areas within the 1995 URA (354 buildable acres), and exception areas that reasonably can be provided with urban services (265 buildable acres), did Newberg consider inclusion of resource land. Approximately 96 resource acres were included to meet urban efficiency objectives (i.e., they are between the 2007 UGB and adjacent exception areas).

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Table II-8: Sequential Application of Urban Reserve Rule Provisions to 2007 URA

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
660-021-030(1)	660-021-030(3)(a)	660-021-030(3)(a)+(4)(a)	660-021-030(3)(a)+(4)(b)	660-021-030(3)(c)	660-021-030(3)(c)
Determine 2040 Land Need (Build. Ac.)	**Include 1995 URAs (Exception Areas)**	**Include Reasonably Serviceable Exception Areas**	**Include Intervening Resource Land**	**Include Relatively Low Value Soils**	**Include Relatively High Value Soils**
General Need 1,123 ac.	**354 ac.**	**265 ac.**	**57 ac.**	**38 ac.**	**6 ac.**
Large Site Need 542 ac.	**0 ac.**	**0 ac.**	**15 ac.**	**10 ac.**	**517 ac.**
Livability Need	**-**	**-**	**SE Newberg TP 24 ac.**	**SE Newberg TP 188 ac.**	**SE Newberg TP S Industrial Reserve 171 ac.**
Remaining Year 2040 Need 1,665 ac.	**1,311 ac.**	**1,046 ac.**	**950 ac.**	**714 ac.**	**20 ac.**
URAs Included	▪ North Hills ▪ Klimek Lane ▪ Springbrook South ▪ Wynooksi Rd	▪ Springbrook Rd North ▪ Putnam Rd ▪ Benjamin Rd* ▪ Corral Cr Rd North* ▪ Wilsonville Rd Except. ▪ South* ▪ W 1st St ▪ Canyon Ln ▪ Honey Ln ▪ Hwy 240	▪ Wilsonville Rd NW ▪ Corral Cr Rd North*	▪ Benjamin Rd* ▪ Corral Cr Rd ▪ South*	▪ Wilsonville Rd NE ▪ South* ▪ Chehalem Rd ▪ Cullen Rd ▪ Wilsonville Rd SE

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Source: City of Newberg GIS. *These URAs have both exception areas and resource land.

Only as a last resort did the City consider resource land. As required by the Urban Reserve Rule, Newberg looked first to relatively low value farm land found in the Northeast and East

Study Areas, and brought in an additional 236 buildable acres. Only then did the City look to higher value agricultural soils, 74% of which are required to meet large-site needs for targeted industries, a community commercial center, parks and schools.

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GOAL 14 BOUNDARY LOCATION FACTORS 3 AND 4 – COMPARATIVE ESEE CONSEQUENCES AND COMPATIBILITY WITH RESOURCE LAND

Goal 14 Locational Factors are referenced in the Urban Reserve Rule and must be considered prior to making a decision on the location of an urban reserve area (URA) boundary.

Goal 14 Locational Factor 3 – Comparative ESEE Analysis

Goal 14 Boundary Location Factor 3 reads as follows:

(3) Comparative economic, social, environmental and energy consequences

Economic Consequences

Economic consequences include impacts on the Newberg area economy, the County's agricultural economy, and cost of providing urban facilities.

Part I of these findings identifies siting requirements for community commercial shopping centers, large-site industrial users, and institutional development. Approximately 542 acres of agricultural land are needed in the planning period for these uses. These land-extensive uses require large sites with relatively flat land and access to a major street. Because there are few such sites within the 2007 UGB, and rural exception areas do not meet parcel size or topographical requirements, Newberg must look to farm land in the Southeast Study Area to meet long term needs.

Newberg's economic future depends on its ability to offer suitable sites to future industrial and commercial employers. Providing suitable sites for educational and recreational facilities is essential to the City's ability to maintain a high quality of life for Newberg's work force, and thereby attract and retain managers and qualified employees. Therefore, the small loss of agricultural land is necessary to achieve Newberg's economic development objectives.

This analysis assumes that there is a relationship between agricultural soil class and the potential impact on the agricultural economy. As shown on Map 3, relatively flat agricultural land adjacent to the 2007 URA Expansion Areas is generally of high quality and is comprised predominantly of Class II and III agricultural soils.[20] Because flat agricultural land is needed to meet employment and institutional large-site land needs, Newberg must include some high value Class II-III agricultural land within the 2007 URA.

[20] Lower quality soils are found in more steeply sloped areas and along stream corridors. However, such soils typically are not suitable for target industries, community shopping centers, community or regional parks, or public schools.

Newberg excluded areas with Class I agricultural soils wherever possible. Class I soils in the North and Northwest Study Areas are not proposed for inclusion within the 2007 URA. The Southeast Study Area has three relatively small inclusions of Class I soils: (1) in the interior of the study area near the confluence of two streams in the Wilsonville Road Northwest URA; (2) in the Wilsonville Road Southeast area; and (3) near the southern boundary of the study area in the South URA.

1. There is no practical way to remove parcels with Class I soils abutting the 2007 UGB in the Wilsonville Road Northwest URA, because public facilities must be extended through this area to serve other urban areas.
2. The Wilsonville Southeast area contains 17% Class I soils, but also 40% Class III and lower capability soils. This was included as the last land in the urban reserve due to the mixed class.
3. A small portion of Class I soils is in the South URA. This area was included to retain a large contiguous block of industrial land for the South Industrial Reserve.

To minimize impacts on high value agricultural land, Newberg considered the feasibility of meeting large-site employment and institutional needs on Class IV-VI soils. However, these lower value soils typically are typically found in stream corridors or on steep hillsides, and therefore do not meet the site suitability requirements identified for community parks, schools, targeted industries, community shopping centers, or most other uses.

The East Study Area (northern portion) and the Northeast Study Area have inclusions of Class IV-VI soils, making these areas relatively attractive for low density residential development. The City received testimony from filbert farmers in along Chehalem Drive (Northwest Study Area) and Highway 99W (Northeast Study Area) that filbert blight has adversely affected filbert orchards in these areas. For these reasons, the consequences for the agricultural economy of expanding to the Northeast and East study areas are marginally less than expansion to the Northwest and Southeast Study Areas. However, expansion into these areas will do little to support employment growth in Newberg.

As noted in Table II-6 above, the per-acre costs of providing public facilities to land within the 2007 URA is considerably less for agricultural land the Northwest, Northeast, East and Southeast Study Areas than for exception areas in the Southwest, Southeast, North and Northeast Study Areas. Therefore, from a public facilities perspective, the economic impacts on the community are reduced by expanding to agricultural land. The primary reason for higher costs of service in the North Hills and East URAs is the need for a higher elevation water reservoir to serve these areas. The primary reason for higher per-acre costs of service in the Southwest URA is the high level of parcelization and development, the relatively low capacity for new development, and the need for multiple sanitary sewer pump stations.

Social Consequences

Social consequences include the ability to meet affordable housing objectives, provide for family wage jobs, create complete neighborhoods, and provide for institutional needs. The Northwest, East and Southeast Study Areas provide relatively flat and buildable land that

can meet identified short- to intermediate-term medium and high density residential uses, institutional needs (parks, schools and religious facilities), and large parcels for community shopping centers and large-site industrial uses. The relatively flat, undeveloped sites also are well-suited to efficient and effective master planning. Because these study areas have direct access to existing or planned streets, and can be readily provided with sanitary sewer, water and storm drainage facilities at relatively low costs, these areas will also provide relatively affordable housing opportunities.

Finally, several parcels in the Southeast Study Area, and one parcel in the East Study Area, are owned by the Chehalem Park and Recreation District or Newberg School District, and therefore will directly meet a portion of the City's long-term institutional land need. Therefore, the social consequences of including the 2007 URA Expansion are positive.

In contrast, exception areas in the North, Northeast, East, South, Southwest, and Northwest Study Areas cannot be economically provided with basic public facilities in the short- to intermediate-term. Exception areas in the North, Northeast and East Study Areas are constrained by the lack of a high elevation water reservoir. Exception areas that are not included within the 2007 URA in the Southeast and Southwest Study Areas will also be expensive to serve, because they are highly parcelized, highly developed, and would require a new sewer treatment plant or multiple sanitary sewer pump stations. For these reasons, these study areas are less suitable in the short- to intermediate-term for meeting social (i.e., housing, employment and institutional) needs of Newberg's citizens, and therefore their inclusion would have less positive social consequence.

In addition, there would be severe negative social consequences of extending urban development into areas of already subdivided and built rural residential housing in the Northeast, Southeast, and Southwest areas. These areas provide needed housing for those desiring acreage homesites, and have been developed with the expectations that these neighborhoods would continue near current densities. Imposing urban densities in what would be a piecemeal fashion in these neighborhoods would disrupt established communities.

Environmental Consequences

For comparative analysis, the City considered the ESEE consequences of including each of the six URA Study Areas. Environmental consequences address potential impacts on inventoried natural features (riparian corridors and wetlands) both within and adjacent to URAs, as shown on Map 6, Urban Reserve Study Area Water Features. In general, the closer that urban development comes to a protected water feature, the greater the likelihood of conflict.

To address Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Resources, and Open Spaces), Goal 7 (Areas Subject to Natural Hazards) and Goal 14 Boundary Location Factor 3 (economic, social, environmental and energy consequences), wetlands, stream corridors, floodplains, and wildlife habitat (for special status species) were inventoried within each Urban Reserve Study Area. Land with protected water features is not considered to be available to meet housing or employment needs (Map 5.)

However, stream corridors are located in all study areas and URAs have been added in all Study Areas. Therefore, there appears to be little difference in environmental impacts among potential Study Areas. The greatest impact will be on riparian corridors located in the Southeast Study Area. By avoiding riparian corridors in the Southwest Study Area, further impacts to this Goal 5 resource are reduced.

In all cases, environmental impacts from urban development will be minimized because the City is committed to providing vegetative buffers along Springbrook and Chehalem Creeks and associated wetlands.

Energy Consequences

Energy consequences consider travel distances to the urban center, solar orientation and energy costs related to the provision of public facilities (especially sewer and water). Growing from the center out avoids a linear development pattern. Since all of the URA expansion areas abut the Newberg UGB, there are no significant differences in travel distance to the City Center.

All Study Areas have southern exposure, which typically provides greater opportunities for passive and active solar energy usage. However, the Northwest, North and East Study Areas all have south-facing slopes, which are especially conducive to solar access.

As noted in the *Newberg Urban Reserve Area Public Facilities Cost Analysis,* the Southwest Study Area would require multiple sanitary sewer pump stations, which consume more energy than gravity flow sewer. In exception areas in the North, Northeast and East Study Areas, water would also need to be pumped to a new, higher elevation water reservoir to serve higher elevation areas. In contrast, most of the 2007 URA expansion can be served with gravity flow sewer and the existing water storage system. The Northwest Study Area has direct access to Chehalem Drive, an arterial street connecting directly to the City Center. The East and Southeast Areas will benefit from the transportation planning, including extensive pedestrian and bike paths, that has occurred with the *Newberg Southeast Transportation Plan*. For these reasons, the energy consequences of including the 2007 URA expansion areas are relatively positive when compared with areas that require energy-inefficient sanitary sewer and water pump stations.

Where possible, residential land uses can be clustered around schools, parks, shopping centers, or other uses to provide opportunities for walking or biking and reduce needs for fossil fuels in travel. One major recommendation of the Ad Hoc Committee was to create a complete community in areas southeast of the bypass with shopping, parks, and schools. The *Newberg Southeast Transportation Plan* was developed with this in mind. It includes shopping sites, school sites, park sites, and walking trails. Development of such a complete community is made possible only by including all the proposed southeast URA areas in the 2007 URA.

By including the Chehalem Drive URA, Newberg will have an opportunity to meet high and medium density residential uses near the Chehalem Valley Middle School/Crater Elementary/

Senior Center/Darnell Wright Sports complex. This will reduce travel times and energy use for children and others using these facilities.

The South URA is Newberg's closest access point to I-5. This area is ideally suited for industrial uses, as shipping distances are the shortest to major market areas. By designating the South Industrial Reserve, Newberg will help minimize energy use.

ESEE Summary

The City and County decision to draw the 2007 URA uses farm land only where necessary to meet the needs of targeted industries, community shopping centers, schools, parks and complete communities. Overall, the adverse economic impacts resulting from reduction in farm land are outweighed by the economic and social benefits resulting from urban development. The economic impacts to the community as a whole would be much greater if urban services were extended further than proposed to (a) high elevation exception areas in the North, Northeast and East Study Areas, or (b) low elevation and highly developed exception areas in the South and Southwest Study Areas. Overall, the 2007 URA has positive ESEE consequences when compared with greater extension of the URA into rural exception areas that would be extremely costly to serve and which, in many cases, would do little to meet long-term growth needs.

Goal 14 Boundary Location Factor 4 – Compatibility with Resource Land

Goal 14 Boundary Location Factor 4 focuses on reducing conflicts between urban development and rural resource (farm and forest) activities at the edge of the boundary:

> ***(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the [URA].***

The term "compatible" does not require that there be no interference with, or adverse impact of any kind on, adjacent uses, but rather that the uses be reasonably able to coexist. The 2007 URA includes both exception and resource lands. The boundaries of the URA are designed to minimize conflicts between future urban development and continued farm and forest operations.

- North Study Area: The North Hills URA is bounded almost entirely by exception areas. There are two very small areas on the north side of Bell Road that are agriculturally zoned. Bell Road serves as an excellent separation between the urban reserve and farm areas.

- Northeast Study Area: The urban reserve boundary to the northeast (Springbrook Road North and Putnam Road subareas) is defined by existing rural residential areas that are highly parcelized and developed. Intervening exception areas will continue to provide an effective buffer from agricultural and forest land further to the northeast.

  The Benjamin Road URA has a limited border with resource land to the east. However, resource land to the northeast is separated from the urban reserve boundary by an inclusion of low value Class VI agricultural soil as shown on Map 3.[21] This ridgeline forms an effective buffer from Class III-IV agricultural land to the east.

  Since most of the 2007 Newberg UGB is surrounded by Class II and III soils (except for the East Study Area below), the Benjamin Road resource area is higher priority for inclusion within the URA than most other resource areas.

- East Study Area: The urban reserve boundary to the east incorporates agricultural land that is sandwiched between the 2007 UGB and a large, rural residential exception area to the east. Corral Creek Road and Renne Road define the eastern boundary of the URA in this area, and effectively buffer a small area of farmland at the southeastern border of the 2007 URA. Wilsonville Road provides an effective buffer from a large, contiguous block of farm land to the southeast of the urban reserve boundary.

  As shown on Map 3, the East Study area also has large inclusions of Class III-VI soils,

[21] The County and State have approved residential and commercial development of this property through Measure 37. Given the relatively poor agricultural soils on the property and the fact that development will occur on the property, the City and County reasoned that it is preferable – from a land use efficiency standpoint – to have this area develop at urban, rather than rural densities.

which are higher priority for inclusion within the URA than Class I-II soils.

- Southeast Study Area: The South URA is bounded on the west by Hess Creek, on the north by the UGB, and on the east by Springbrook Creek and rural exception areas. These make excellent borders between the proposed industrial uses and other uses. By including the bulk of this South Area in the URA, conflicts with future farm uses will be minimized. The only border with agricultural land will be on the south side. The edge of the URA generally follows a ridge line that slopes down to the Willamette River floodplain, providing a good natural separation between uses.

  The Wilsonville Road SE area contains a knoll. This knoll is generally the boundary between the existing exception areas to the west and the farmland to the east. This knoll is used as a boundary for the URA.

- Northwest Study Area: The urban reserve boundary to the west is defined by Cullen and Roedel roads, which buffer agricultural land to the west. Two small exception areas have been included south of Old Yamhill Road. Those areas are buffered by other exception areas from agricultural land much further to the west.

Soil Type and Agricultural Productivity Adjacent to 2007 Urban Reserve Boundary

This analysis of agricultural impacts identifies the types of soil adjacent to or "near" (within 400 feet of) the 2007 URA and describes crops typically grown on these soil types as shown in the *Soil Survey of Yamhill County Area* (US Department of Agriculture, 1974). Existing agricultural uses on farm land adjacent to or within 400 feet of the 2007 URA include grazing and hay production, orchards, grains, berries and vegetable crops.

As explained in the discussion of soil capability below, all of the lands adjacent to expansion areas contain some soil types suitable for grass, pasture, and cereal grains. Some Class I-III soils are additionally suitable for vegetables, hops and berries; however, the Class III soils must be irrigated to grow these crops.

- **Amity Silt Loam (Am – Class II).** This soil has moderately slow permeability. Roots can penetrate to a depth of more than 60 inches. The available water capacity is 11 to 13 inches. Tilth is good, but cultivation is restricted by a high water table during winter and early in spring. Surface runoff is slow, and during heavy rains this soil is slightly susceptible to sheet erosion. Fertility is moderate. Most of the acreage is cultivated. Vegetables, small grain, grass seed, hay, and pasture plants are the important crops. Capability unit IIw-2. **Amity Silt Loam is found adjacent to or near the Northwest Expansion Area.**

- **Chehalis Silty Clay Loam, overflow 0 to 3, percent slopes (Ck - Class II).-**This soil has a profile similar to that of Chehalis silty clay loam. It is subject to periods of overflow of short duration each winter. Included with this soil in mapping are shallow, meandering overflow channels. This soil is suited to a wide range of crops, but only crops that produce a good winter cover give protection during periods of overflow. Capability unit IIw-1. **Chehalis Silty Clay Loam is found adjacent to or near the Southeast Expansion Area.**

- **Cove Silty Clay Loam, thick surface, 0 to 2 percent slopes (Cs – Class III).** The profile of this soil is similar to that of Cove silty clay loam, except that the depth to clay ranges from 16 to 24 inches. Texture in the surface layer ranges from silty clay loam to silty clay. Available water capacity is 6 to 7.5 inches, and the fertility is moderately low. Hay and pasture plants are the principal crops, but spring grain and vegetable crops are also grown. Capability unit IIIw-2. **Cove Silty Clay Loam is found adjacent to or near the Northwest Expansion Area.**

- **Laurelwood Silt Loam, 3 to 12 percent slopes (LuC - Class III).** This soil is on the long, broad ridgetops of the Chehalem Mountains. This soil has moderate permeability. Roots can penetrate to a depth of more than 40 inches. Tilth is good, and the soil can be cultivated throughout the year, except during stormy periods in winter and spring. Most of the acreage is cultivated. Orchard fruit, berries, grain, hay, and pasture plants are important crops. Fertility is moderate. Capability unit IIIe-2. **Laurelwood Silt Loam is found adjacent to or near the Southeast Expansion Area.**

- **Shale Rock Land (SH – Class VI)** is 50 to 75 percent rock outcrops. The rest is well-drained soils that are too variable to identify and map separately. The soils are less than 20 inches deep over siltstone, sandstone, and shale. They are strongly sloping to very steep. In areas that are not cultivated, the vegetation is oak, poison-oak, grasses, and some Douglas-fir. Less than a third of the acreage is cultivated. Hay and pasture plants are the principal crops. Small grain can be grown where slopes are favorable and rock outcrops are of limited extent. Uncultivated areas are in natural oak-grass and pasture. Capability unit VIe-4**. Shale Rock Land is found adjacent to or near the North Hills Expansion Area.**

- **Stony Land (SL – Class VI)** consists of well-drained soils that are shallow and very shallow over igneous rock (fig. 10). These soils are too variable to map separately. They are less than 20 inches deep over hard basalt rock and are commonly very stony. They are on gently sloping hilltops and very steep sides of drainageways. The vegetation is grasses, poison-oak, oak, and Douglas-fir. Stony land is too shallow and stony to be cultivated. Pasture is the principal use. Capability unit VIs-1. **Stony Land is found adjacent to or near the North Hills and Southeast Expansion Areas.**

- **Terrace Escarpments (Te – Class VI)** are along small streams that have cut deeply into the Willamette Valley terraces, and where the terraces meet the bottom lands and flood plains along the major streams and rivers. The short, smooth slopes range from 20 to 40 percent. The soil material is silty and sandy and is stratified. It is too variable to be classified as a soil series. This land is well suited to wildlife use. It is poorly suited to homesites because of the unstable soil conditions. Capability unit VIe-1. **Terrace Escarpments are found adjacent to or near the Northwest and Southeast Expansion Areas.**

- **Wapato Silty Clay Loam, 0 to 3 percent slopes (Wc – Class III).** This soil is in low-lying areas along streams. It has smooth topography and is subject to short periods of overflow and ponding. Most of the acreage has been cleared for cultivation. Small grain, hay, and pasture plants are the principal crops. Corn, other late-planted vegetable crops, and grass and legumes for seed are also important. Drainage either by open ditches or tile is needed in order to lower the water table in spring. Because of the low-lying position of the soil, drainage outlets are often difficult to establish. Capability unit IIIw-5. **Wapato Silty Clay Loam is found adjacent to or near the Northwest Expansion Area.**

- **Willakenzie Silty Clay Loam, 20 to 30 percent slopes (WeE – Class IV).** This soil contains scattered basalt stones that rolled down from higher areas. Runoff is medium, and the

erosion hazard is severe. The main crops are orchard fruit, small grain, hay, and pasture plants. Stripcropping, terraces, diversions, and other intensive management practices are required. Oak-grassland pasture is the principal use in uncleared areas. Douglas-fir also is grown. Capability unit IVe -2. **Willakenzie Silty Clay Loam is found adjacent to or near the North Hills Expansion Area.**

- **Willakenzie Silty Clay Loam, moderately shallow, 7 to 20 percent slopes (WkD – Class IV).** This soil has a profile similar to that of Willakenzie silty clay loam, moderately shallow, 2 to 7 percent slopes, except that the rooting depth is 20 to 30 inches. Included in mapping are stony areas. The available water capacity is 3 to 5 inches. Surface runoff is slow to medium, and the erosion hazard is severe in unprotected areas during rainy periods. Small grain, hay, and pasture plants are the principal crops. Uncultivated areas are in oak-grassland pasture. A few prime orchards are in production. Capability unit IVe -1. **Willakenzie Silty Clay Loam is found adjacent to or near the North Hills Expansion Area.**

- **Willamette Silt Loam, 0 to 3 percent slopes (WIA-Class I).** Included with this soil in mapping are more steeply sloping Willamette soils . These include areas are less than an acre in size and occupy less than 5 percent of the total acreage. Surface runoff is slow, and unprotected areas are slightly susceptible to sheet erosion during heavy rains. Fertility is high. Most of the acreage is cultivated. Orchard fruit, vegetables, berries, alfalfa, and small grain are the most important crops. Capability unit I. **Willamette Silty Loam is found adjacent to or near the North Hills Expansion Area.**

- **Willamette Silt Loam, 12 to 20 percent slopes (WID-Class III).** This soil is along the large, deep draws. It has a profile similar to that of Willamette silt loam, 0 to 3 percent slopes, but it has short, moderately steep slopes. Runoff is medium, and erosion is a moderate hazard in unprotected areas during rainy periods. Orchards, alfalfa, small grain, legumes for seed, hay, and pasture plants are the most important crops. Berries and vegetable crops also are grown, but management is more difficult than on less steep Willamette soils. Capability unit IIIe-1. **Willamette Silty Loam is found adjacent to or near the North Hills Expansion Area.**

- **Woodburn Silt Loam, 0 to 7 percent slopes (WuB – Class II)** This is the most extensive soil on the Willamette Valley terraces. Slopes are dominantly 0 to 3 percent. Most of the acreage is cultivated. Small grain and legume seed are the most important crops. Orchard trees, vegetable crops, berries, alfalfa, and hay and pasture plants are also grown. Capability unit IIw-6. **Woodburn Silt Loam (WuB) is found adjacent to or near the Northwest and Southeast Expansion Areas.**

- **Woodburn Silt Loam, 7 to 12 percent slopes (WuC – Class II)** This soil is similar to Woodburn silt loam, 0 to 7 percent slopes, except that it has short, strong slopes on sides of drainage-ways. Runoff is slow to medium, and erosion is a slight to moderate hazard in unprotected areas during rainy periods. Crops grown are similar to those grown on the more nearly level Woodburn soils. Intensive drainage is required to control seepage from adjacent soils. Capability unit IIe-4. **Woodburn Silt Loam (WuC) is found adjacent to or near the Northwest, Southeast, and North Hills Expansion Areas.**

- **Woodburn Silt Loam, 7 to 12 percent slopes (WuD – Class III)** This soil is along the large, deep draws. Runoff is medium, and erosion is a moderate hazard in unprotected areas during rainy periods. The soil has seep spots and "wet-weather springs" that require intensive drainage. Crops grown are similar to those grown on the more nearly level Woodburn soils. Intensive drainage is required to control seepage from adjacent soils. Capability unit IIIe-5

Woodburn Silt Loam (WuD) is found adjacent to or near the Southeast and Northwest Expansion Areas.

Potential Conflicting Uses

Table II-9 on the following page identifies the agricultural soil classifications,[22] associated agricultural activities adjacent to or near (within 400 feet) the 2007 URA, and probable urban land uses near the urban reserve boundary in that area. Urban impacts in most areas will be minimized by existing buffers (roads, streams, escarpments, intervening exception areas) that separate the probable urban use from adjacent or nearby agricultural activities.

Residential uses create potential for conflicts with agricultural practices due to vandalism, roaming pets, and residents' sensitivity to dust, odors and chemicals commonly used in agriculture. In contrast, industrial uses, such as those proposed for the South Industrial Area, typically have fewer conflicts with nearby agricultural practices. Commercial and most institutional uses have moderate conflicts with agriculture, when compared with industrial or residential uses.

[22] The following description of agricultural soil classifications is summarized from the *Soil Survey of Yamhill County*.

- *Class I soils have few limitations that restrict their use.*
- *Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.*
- *Class III soils have severe limitations that reduce the choice of plants, require special conservation practices, or both.*
- *Class IV soils have very severe limitations that reduce the choice of plants, require very careful management, or both.*
- *Class V soils are not likely to erode but have other limitations, impractical to remove, that limit their use largely to pasture or range, woodland, or wildlife habitat. (None in the Yamhill Area.)*
- *Class VI soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife habitat.*
- *Class VII soils have very severe limitations that make them unsuited to cultivation and that restrict their use largely to pasture or range, woodland, or wildlife habitat.*

Table II-9: Soil Types Adjacent or Near Expansion Areas

Soil Type Name	Map Symbol	Slope	High Value Farmland	Soil Class	UR Boundary Segment	Adjacent Land Use
Amity Silt Loam	Am	0-2%	Yes	**II**	Southeast Northwest	Residential Industrial Institutional
Chehalis silty clay loam	Ck	0-3%	Yes	**II**	Southeast	Residential Industrial
Cove Silty Clay Loam	Cs	0-2%	No	**IV**	Northwest	Residential Institutional
Laurelwood Silty Loam	LuC	3-12%	Yes	**III**	Southeast	Residential Industrial
Shale Rock Land	SH	NA	No	**VI**	North	Residential Institutional
Stony Land	SL	NA	No	**VI**	North Southeast	Residential Institutional Industrial
Terrace Escarpment	Te	20-40%	No	**VI**	North Southeast	Residential Institutional Industrial
Wapato silty clay loam	Wc	0-3%	No	**III**	Northwest	Residential Institutional
Willakenzie Silty Clay Loam	WeE	20-30%	Yes	**IV**	North	Residential Institutional
Willakenzie Silty Clay Loam	WkD	7-20%	Yes	**IV**	North	Residential Institutional
Willamette Silt Loam	WID	12-20%	Yes	**III**	North	Residential Institutional
Willamette Silt Loam	WIA	0-3%	Yes	**I**	North Southeast	Residential Institutional Industrial
Woodburn Silt Loam	WuB	0-7%	Yes	**II**	Northwest Southeast	Residential Institutional Industrial
Woodburn Silt Loam	WuC	7-12%	Yes	**II**	North Northwest Southeast	Residential Institutional Industrial
Woodburn Silt Loam	WuD	12-20%	Yes	**II**	North Northwest Southeast	Residential Institutional Industrial

Conclusion: The 2007 URA has been drawn to minimize impacts of farming activities related to pasture and the growing of cereal grains on lower quality soils, and vegetables, hops, orchards and berries on higher quality soils. In most areas, the URA is separated from nearby agricultural lands by existing rural residential exception areas (North, Northeast, East, Southeast and Southwest Study Areas). The remaining urban reserve boundary is separated from agricultural land by existing roads (North, East and Northwest), stream corridors or knolls (Southeast, Northwest), or steeply-sloped areas (Northeast).

LOCATIONAL CONCLUSION: THERE ARE NO REASONABLE ALTERNATIVES THAT WILL REQUIRE LESS, OR HAVE LESS EFFECT UPON, RESOURCE LAND.

The Part II locational analysis demonstrates that high priority exception areas have been included within the 2007 URA from all six URA study areas. Moreover, the City has demonstrated that all high priority exception areas that can reasonably be provided with urban services have been included within the 2007 URA.

Lower priority agricultural lands have also been included in Northwest, Northeast, East and Southeast Study Areas in accordance with the priorities established by statute. Lands with lower soil capability class have been included prior to lands with higher classes. These will help meet large-site land needs for targeted industries, community shopping centers, schools, parks and complete neighborhoods. Large-site needs cannot, by definition, be met in highly-parcelized and developed exception areas.

Finally, the boundary of the 2007 URA has been carefully drawn to minimize conflicts with nearby agricultural activities. Most of the 2007 URA is separated from nearby resource land by intervening rural exception areas. The remaining portions of the 2007 are buffered by existing roads, stream corridors and escarpments.

In conclusion, t**here are no reasonable alternatives that will require less, or have less effect upon, resource land.**

Part III: Compliance with Yamhill County and Newberg Comprehensive Plans

INTRODUCTION

This section identifies applicable policies from the Yamhill County and *Newberg Comprehensive Plan*s and explains why the 2007 URA amendment package complies with these policies.

YAMHILL COUNTY COMPREHENSIVE PLAN

Yamhill County adopted the Newberg urban reserve area (URA) amendments over 10 years ago. In 1995, the City of Newberg coordinated with Yamhill County in the adoption of URAs adjacent to the 20-year Newberg Urban Growth Boundary (UGB). The purpose of the URA designation was to accommodate planned urban development through the Year 2020. At the time of adoption, Yamhill County determined that each of the Newberg URAs complied with applicable Yamhill County Comprehensive Plan policies and applicable Statewide Planning Goals and administrative rules.

ORS 197.298 recognizes that URAs are the *first priority* for meeting a city's demonstrated urban growth needs. In 2005, the City of Newberg amended its comprehensive plan to identify its urban growth needs through the year 2040. This amendment was not challenged and has therefore been acknowledged by the LCDC. Adopted *Newberg Comprehensive Plan* goals and policies address the growth management policy issues found in the Yamhill Comprehensive Plan quoted below.

The Northwest Newberg 2006 UGB expansion included land necessary to meet a portion of 2025 urban growth needs. The 2007 URA includes sufficient land to nearly meet Year 2040 urban growth needs.

Section I. URBAN GROWTH AND CHANGE AND ECONOMIC DEVELOPMENT

A. Urban Area Development

GOAL STATEMENT 1. To encourage the containment of growth within existing urban centers, provide for the orderly, staged, diversified and compatible development of all of the cities of Yamhill County, and assure an efficient transition from rural to urban land use.

APPLICABLE POLICIES

A. Yamhill County will, in cooperation with the cities and special districts of the county, encourage urban growth to take the form of a series of compact,

balanced communities, each with its own business and community center and each related to industrial areas and other centers of employment.

B. Yamhill County will cooperate and coordinate with each of the cities in the development of urban growth boundaries and will adopt an urban area growth management agreement with each city which outlines a growth management plan for unincorporated areas within the boundary and the means by which the boundary can be modified.

C Yamhill County will recognize the lands within established urban growth boundaries as the appropriate and desired location for urban development.

D. Yamhill County will coordinate with the City of Newberg to adopt an Urban Reserve Area (URA). The URA identifies high priority lands to include with the Newberg UGB to meet long-term urban growth needs to the year 2030. Interim rural development within the Urban Reserve Area will be regulated with tools such as corridor plans, shadow plats, clustering and redevelopment plans to ensure that long term options for urban development are protected. (0rd. 596)

GOAL STATEMENT 2. To encourage the containment of urban services and facilities and other public capital improvements within existing urbanizing areas in order to achieve an orderly pattern of urban growth.

APPLICABLE POLICIES

A. Yamhill County will continue to seek full cooperation and coordination among the cities, the school districts, other special-purpose districts of the county and the county itself in jointly planning and programming all land use, urban services and facilities and other public improvements having an impact on the rate and direction of urban growth.

B. Yamhill County will seek to establish a general commitment by all providers of urban services that no subdivision of lands in designated urban areas on the Plan Map will be permitted without the provision of urban services commensurate with the location, nature and scale of the proposed development, recognizing the overall capital program for community services and the ultimate net cost to the community of the services to be provided.

C. Yamhill County will coordinate with the cities to ensure that rural residential development contiguous with urban growth boundaries does not restrict long-term options for urban expansion.

B. Rural Area Development

GOAL STATEMENT 1. To provide an adequate amount of land, development areas and sites to accommodate those uses which are customarily found in rural areas or require or are better suited to rural locations, without compromising the basic goal relating to urban containment and orderly urban development. (66)

APPLICABLE POLICIES

E. Proposed rural development within acknowledged urban growth boundaries or designated urban reserve areas shall be reviewed by the affected city to ensure that long-term options for development to urban densities with full urban services are protected. (Ord 596)

Findings: In 1995, the City of Newberg and Yamhill County cooperatively established a URA for the year 2020. The 1995 Newberg URA has proven useful in identifying and protecting land for future urban development. However, there are only 298 buildable acres remaining in the 1995 URA and additional land is needed so that Newberg and special purpose districts can plan for the efficient provision of public facilities and services for land that eventually will be included within the Newberg UGB.

Newberg has worked closely with Yamhill County and affected special purpose districts (schools and parks) to ensure that sufficient land is available and serviceable over time to meet Year 2040 urban growth and livability needs.

D. City Growth and Development

APPLICABLE POLICIES

A. All urban growth boundaries in the county will be delineated as shown on the plan map and no extension of urban land uses or city water and sewer services beyond the designated urban growth boundaries will be undertaken without concurrent amendments to both the respective city and county comprehensive plans.

B. Yamhill County will encourage major land uses or functional areas and domestic water supply and sanitary sewer service areas in the cities to develop progressively outward and to be extended on a staged basis until they become coextensive with and fully service the designated urban area.

F. An Urban Reserve Area is designated for the City of Newberg as shown on the Comprehensive Plan Map. The URA identifies high-priority land to include within the City of Newberg UGB on a phased basis to meet urban growth needs to the year 2030. Interim rural development with the designated Urban Reserve Area shall be regulated and reviewed as outlined in the City of Newberg/Yamhill County Urban Growth Management Agreement to ensure that long term opportunities for urban development are protected. (Ord. 596)

Findings: By identifying future growth areas in advance, the City and County can work together to ensure that water and sanitary sewer services are extended on a staged basis as land is included within the Newberg UGB. (Note: an amendment to the Yamhill County Comprehensive Plan Policy F noted above is proposed to update the year noted).

F. Economic Development

GOAL STATEMENT 1. To maintain a rate and pattern of economic growth sufficient to prevent recurring high levels of unemployment and under-employment in the county, balance the real property tax base of the various cities, and strengthen local economic bases.

APPLICABLE POLICIES

A. Yamhill County will, in cooperation with the cities, the local chambers of commerce and affiliated industrial promotion groups, and State agencies concerned with State and regional economic development, encourage a diversified employment base, the strengthening of trade centers, and the attraction of both capital and labor intensive enterprises, consistent with the needs of each community and the county as a whole.

B. Yamhill County will encourage economic development projects which do not conflict with the predominant timber and agricultural character of the county.

Findings: A major reason for adoption of the 2007 URA is to reserve large sites specifically for needed park, school and employment sites, consistent with the adopted and acknowledged *Newberg Comprehensive Plan.* The Urban Reserve will be a major factor in promoting economic development in the Newberg Area.

Section II. THE LAND AND THE WATER

A. Agricultural Lands

Goal Statement 1. To conserve Yamhill County's Farm lands for the production of crops and livestock and to ensure that the conversation of Farm land to urban use where necessary and appropriate occurs in an orderly and economical manner.

Findings

The Urban Reserve Rule requires a balance between competing land needs of agriculture and forestry on the one hand, and future urban growth on the other. The rule authorizes cities and counties to plan for 30-50 year growth needs. Newberg has looked first to rural exception areas, and secondarily to agricultural lands to meet Year 2040 urban land needs. ORS 197.298 defines land within URAs as the "highest priority" for expanding urban growth boundaries to meet 20-year land needs. Newberg has determined that it is necessary to convert some farm land to urban uses. As documented in Part II of this report, Newberg has taken steps to ensure that conversion of farm land will occur in an orderly and economical manner.

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

APPLICABLE POLICIES

E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional

transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS
The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g.. McMinnville. Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general. needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity. visibility, accessibility and faster travel times associated with the interchanges to the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Yamhill County Zoning Ordinance § 908.01
Purpose
The purpose of the Interchange Overlay District is to:
A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.
B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.
C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review. building permit review and access management within the Interchange Overlay District.
E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR 731-051-0200.
Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton, Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

Findings: Newberg has coordinated with ODOT in preparation of land use and transportation plans. Creation of the 1995 Urban Reserve proved to be a very successful method of coordinating land use and transportation planning. In that process, Newberg first adopted the 1995 Urban Reserve. Then, Newberg in conjunction with ODOT created the 2005 Newberg Transportation System Plan, which plans for the ultimate build-out of the 1995 Urban Reserve Area. Finally, in 2006 Newberg expanded the UGB into portions of the 1995 URA.

Creation of the 2007 URA also will provide a very useful and effective tool to coordinate land use and transportation planning. By creating the Urban Reserve as a first step, Newberg can then create land use assumptions that can be the basis for transportation modeling. With this modeling, Newberg can then as a second step make decisions on future Urban Growth Boundary amendments, comprehensive plan map changes, and zone changes that ultimately will affect the transportation network.

The *Newberg Southeast Transportation Plan* provides detailed information regarding the planned arterial and collector street system, improvement needs and potential funding mechanisms for needed improvements in that plan area. This plan will be considered in conjunction with the 2007 URA.

The City and County have worked very closely with ODOT in developing interchange area management plans for the Newberg-Dundee bypass. Creating the interchange area management plans is an iterative process that requires looking both at transportation and land use. The interchange area management plans have progressed to a point that greater certainty of the proposed land uses is needed in order to complete the plans. Newberg and ODOT have coordinated to update transportation modeling to account for the 2007 URAs. ODOT has done

some preliminary modeling based on these assumptions, and is currently evaluating alternative transportation systems that would address future land use needs. Preliminary data outputs have been favorable in showing that, with proper management steps, future development in the 2007 URA will not have adverse impacts on future bypass. Designation of urban reserves will be an excellent step in providing land use information to be incorporated into the final interchange plans.

The current proposal, creation of the 2007 URA, is not an urban growth boundary amendment or zone change, and thus is not prohibited by any County policies. Nevertheless, in planning, Newberg has specifically recognized the need to protect the function of the bypass interchanges, especially avoiding commercial development near the interchanges. To achieve this objective, the following steps have been taken:

(1) The 2007 URA does not include any planned commercial development within the interchange overlay districts. In fact, the plan accounts for *expansion of commercial areas already in the UGB,* in lieu of creating new commercial areas near by the bypass interchanges. By doing so, some industrial land inside the UGB will need to be relocated.
(2) Proximity to a bypass interchange has not been a factor in making any evaluation of site suitability for industrial use. Proximity to the existing transportation facilities, such as the existing Highway 219, has appropriately been a factor.
(3) Agricultural land has been considered *last* for inclusion in the 2007 URA.
(4) Land use and transportation planning have been closely coordinated with ODOT.

Creation of a URA is not extension of a UGB, but it does make that land first priority for inclusion in the UGB. In order to create Urban Reserves based on the requirements of the Urban Reserve Rule, Newberg is compelled to create the 2007 URA in areas near both the East Newberg and OR 219 interchanges. Thus, to the extent practical, Yamhill County has discouraged expansion of UGBs in the interchange area, but has been compelled by State law to include land near the interchanges in the 2007 URA.

Section V. ENVIRONMENTAL QUALITY

A. Air, Water and Land Resources Quality

GOAL STATEMENT 1. To conserve and to protect natural resources, including air, water, soil and vegetation and wildlife, from pollution or deterioration which would dangerously alter the ecological balance, be detrimental to human health, or compromise the beauty and tranquility of the natural environment.

GOAL STATEMENT 2. To preserve and enhance the charm and amenity values of the county, while accommodating change, through ensuring harmony between urban development and the natural environment, at the same time cultivating more attractive urban enviornments in which tolive, work and play.

APPLICABLE POLICIES:

A. Yamhill County will, in cooperation with the cities, work to establish high standards for urban development and redevelopment, initiate incentives and regulatory programs to achieve such standards and seek abatement of the aesthetic degradation of the environment resulting from conflicting land uses and

blighted neighborhoods, indsicriminate waste disposal, offensive outdoor storage and advertising, and the lack of adequate natural and landscaped open space.

Findings: The *Newberg Comprehensive Plan* includes policies that address air, water and land resources quality as development occurs within the Newberg UGB. LCDC has acknowledged these policies as adequate to address state and federal environmental standards. Map 5, Water Features inventories and maps significant riparian corridors and wetlands within six Study Areas that surround the 2007 UGB. These areas will be protected by the City of Newberg when this land is included within the UGB, annexed and developed in accordance with City standards.

Yamhill County Comprehensive Plan Conclusion

The proposed 2007 URA expansion meets all applicable Yamhill County Comprehensive Plan goals and policies.

NEWBERG COMPREHENSIVE PLAN

As discussed in the "Urban Reserve Area Justification" section, the primary need basis for the 2007 URA is City Ordinance No. 2005-2626, which amended the *Newberg Comprehensive Plan* (the Plan) by updating the population projection and land needs assessment through the Year 2040. The land needs assessment demonstrated that additional land is needed to meet long-term urban growth needs.

Thus, the need for the 2007 URA amendments is demonstrated in the Comprehensive Plan itself. The following findings address applicable policies that help define the location of the 2007 URA amendments. Each applicable Newberg policy is quoted in italic, and is followed by findings demonstrating that the policy has been met by amending the URA in the location shown in the 2007 URA amendments.

A. Citizen Involvement

GOAL: ***To maintain a Citizen Involvement Program that offers citizens the opportunity for involvement in all phases of the planning process.***

Findings: The 2007 URA is the result of scores of public workshops and public hearings held by the Ad Hoc Committee for Newberg's future, the Newberg Urban Area Management Committee (NUAMC), the Newberg City Council and the Yamhill County Board of Commissioners, beginning in 2004 and culminating in the adoption in 2007. In 2006, City staff held a series of neighborhood outreach meetings prior to making formal recommendations regarding the location of the Newberg 2007 URA. The steps leading to adoption are described in more detail in the "Urban Reserve Area Justification" section.

B. Land Use Planning

Applicable Policy

B.2. The Comprehensive Plan and implementing ordinances shall be reviewed continually and revised as needed. Major reviews shall be conducted during the State periodic review process.

Findings: The 2007 URA amendments implement *Newberg Comprehensive Plan* amendments adopted in 2005 and 2006 and therefore are needed revisions to the Comprehensive Plan that have occurred outside the State periodic review process.

C. Agricultural Lands

Applicable Policies
C.1. The conversion of urbanizable land from agricultural to urban land uses shall be orderly and efficient.

C.2. Agriculture is a part of our heritage, uniqueness, culture and future. Inclusion of lands in agricultural use within the Urban Growth Boundary is recognition of a commitment to future urbanization, as such lands are necessary to meet long-range population and economic needs, based on criteria outlined in the statewide Urbanization Goal. Urbanization of agricultural land shall be carefully considered and balanced with the needs of the community as a whole.

Findings: The URA designation does not convert agricultural land to urban use. This occurs when land is added to the UGB and annexed to the City.

By starting with the remaining 298 buildable acres within the 1995 URA, then adding the adjacent rural residential exception areas that can be efficiently provided with urban services, the 2007 URA amendments are "orderly and efficient" within the meaning of Policy C.1. The Newberg Southeast Transportation Plan and the South Industrial Reserve ensure that urban development will be orderly and efficient at such time as that land is added to the UGB based on 20-year need.

The land included with the 2007 URA amendments has been determined to be necessary to meet Year 2040 urban growth needs. Agricultural land has been included within the 2007 URA as a last resort – only after determining that identified siting requirements of complete communities, large-site industrial, community shopping centers, schools, parks and religious institutional needs could not be met within rural exception areas. Therefore, Policies C.1 and C.2 are met.

E. Air, Land and Water Resources Quality

Policies
E.1. Development shall not exceed the carrying capacity of the air, water or land resource base.
E.2. Development in drainageways shall be limited in order to prevent erosion and protect water quality. Trees provide needed protection from erosion and should be maintained.

Findings: The *Newberg Water Features Inventory*, Winterbrook Planning (2006), identifies natural drainageways and associated riparian vegetation. These "riparian corridors" are not considered to be "buildable land." The *Newberg Urban Reserve Area Public Services Analysis,*

Newberg Public Works Department (2006), demonstrates that adequate public facilities can be provided to support planned development within URA expansion areas.

G. Open Space, Scenic, Natural Historic and Recreational Resources

Policies

G.4.a. Recreational facilities and services shall expand to meet growing recreational demands. In cooperation with Chehalem Park and Recreation District, these demands shall periodically be assessed and plans for programs and facilities shall be revised accordingly.

G.4.b. To ensure that adequate lands shall be available for recreation, areas which are suitable recreational sites due to locational and natural qualities shall be designated as park land on the land use plan map. Other less specific park sites shall also be indicated on the plan.

G.5.e. Recreational facilities shall be located throughout the planning area in order to minimize distances between residential areas and recreational opportunities.

G.5.f. The continued multiple use of public facilities for recreational and other purposes shall be encouraged. In particular, schools and parks shall be located on adjacent sites wherever possible.

G.5.g. Recreational standards for the planning area shall be as follows. These standards shall be considered as desirable guidelines to be achieved whenever possible.

*Park Area Standards**			
Classification	***Level of Service (Acres Per 1000 People)*	*Service Size Range*	*Area*
Neighborhood Parks	*2.5*	*Free standing: -10 acres. Adjacent to an elementary school; 2-5 acres with the school supplying about 6 acres of playground.*	*1/4-1/2 Mile*
Community Parks	*5.0-8.0*	*Free standing; 10-25 acres. Adjacent to junior or senior high school; 8-15 acres with school supplying about 12 acres.*	*Not more than 1-1/2 miles*
City Wide Park	*N.A.*	*25 acre minimum*	*Entire City*
Regional Park	*N.A.*	*180 to 200 acres*	*Park service area*

Source: Chehalem Park & Recreation District

** Park Area Standards as established by the National Recreation and Park Association*

*** Level of Service (L.O.S.) - The National Recreation and Park Association uses the "Level Of Service" to describe the necessary acreage for urban areas considering the following factors:*

1. An expression of minimum acceptable facilities for citizens of every community. /

2. A guideline to determine land requirements for various kinds of park and recreation facilities.

3. A basis for relating recreational needs to spatial analysis within a community-wide system of parks, recreation areas, and open spaces. (Amended by Ordinance 2005-2616, February 7, 2005)

G.5.h. Public and private recreational development will be encouraged on sites suitable for the proposed uses.

G.5.i. The City shall cooperate with Chehalem Park and Recreation District to provide recreational opportunities which meet the needs of Newberg and Yamhill County residents as well as any transient and regional population.

G.5.k. The City will cooperate with the Chehalem Park and Recreation District to locate parks and scenic areas which are easily accessible to the City's population and

which can be developed to provide recreational opportunities for a variety of age and interest groups.

Findings: The proposed amendments have been coordinated with the Chehalem Park and Recreation District and provide urban reserve lands that will help to meet park needs identified in the polices above. In particular, the 2007 URA includes relatively flat land in the Southeast and Northwest Study Areas that is suitable for meeting community park needs. The need for golf course expansion will be met in the Wilsonville Northeast URA in the Southeast Study Area.

H. The Economy

2. Industrial Areas Policies

a. Industrial expansion shall be located and designed to minimize impacts on surrounding land uses.

c. Newberg shall actively pursue the inclusion of large industrial sites within the urban growth boundary.

d. The City shall undertake specific activities to encourage the growth of existing businesses, to encourage a diversity of businesses, and to attract new businesses to the community in industries that will provide local employment opportunities consistent with community needs and goals. (Ordinance 2006-2634, January 3, 2006)

e. Established industrial areas may be extended and new industrial areas designated by plan amendment where development trends warrant such extension or designation. Full urban services will be extended into the area if appropriate, if the extension of land use and services is consistent with all other goals and policies of the plan.

f. Concerted community efforts should be made to see that industrial development expands outward from existing areas rather than occurring in haphazard patterns.

g. The City shall identify land that will provide for expansion of existing businesses and/or attract new businesses and shall reserve that land for future industrial development that is consistent with community needs and goals.

h. Where areas have been planned for large industrial sites, zoning regulations shall be developed and maintained to keep those sites intact. Such sites shall not be further divided except to create planned industrial parks that support a specific industry. (Ordinance 2006-2634, January 3, 2006)

i. Industrial land shall be reserved for industrial uses.

Findings: As shown on Map 2, the South Industrial Reserve (SIR) is located and designed specifically to meet the Industrial Areas policies quoted above. The SIR includes approximately 200 acres of relatively flat, industrial land that is held in large parcels. The SIR has direct access to Highway 219 (Wilsonville Road), and need not pass through developed residential areas to reach this road. The SIR is close to the Sportsman Airpark and Highway 219, and is separated from nearby agricultural land to the south and east by Springbrook Creek. This SIR is critical to meeting Newberg's future employment needs.

3. Commercial Areas Policies

b. Adequate neighborhood commercial areas will be provided to serve localized needs.

d. To maintain the integrity and function of the highway system, new commercial development shall be discouraged along the route of any limited access highway.

Findings: The *Newberg Southeast Transportation Plan* provides for two commercial centers that meet the needs of surrounding "complete neighborhoods." Both of these centers have access to arterial or collector streets, but do not rely on Highway 99W or the Bypass for access.

Newberg Economic Opportunities Analysis Policies

- ***Identify and maintain adequate industrial land supplies for new businesses as well as expansion of existing businesses. The Report to Newberg City Council: Recommendations for Newberg's Future is a good step toward increasing this land supply.***
- ***Encourage the installation of infrastructure within industrially zoned land to shorten the development of projects.***
- ***Construct and maintain the best utility systems possible (e.g. water and sanitary sewer), both from a quality as well as quantity (capacity) standpoint.***
- ***Construct and maintain the best surface transportation infrastructure possible (e.g. roads, airpark, and railroad). This infrastructure component is critical to a community's economic health. Newberg is fortunate to be located along three state highways (99W, 219, and 240) and is only a 20 minute drive to Interstate 5. However, heavy traffic congestion on Highway 99W, a state designated "freight route" and the location of most of Newberg's commercial properties, serves as a deterrent for existing and potential customers and hinders industrial development. The Newberg/Dundee Bypass will reduce the current highway congestion and may allow the city to significantly improve the economic health of the historic Central Business District.***
- ***Develop a quality of life in the community that attracts and retains a diverse, highly-skilled workforce. High-paying jobs usually require a high level of skills. Focus should be placed upon college educated workers in the 25 to 34 age range. As a whole, this population is more innovative, energetic, and productive than other age groups. Moreover, they are likely to begin setting roots, contributing to a community of their choosing, both economically and socially.***

Findings: The 2007 URA addresses these adopted policies by providing suitable sites for industrial and commercial development in areas that have direct access to the arterial and collector street system, and which can readily be provided with urban services. Larger parcels facilitate the design and construction of the type of water and sewer systems desired for industrial development, as well as amenities such as bicycle and pedestrian pathways, urban open space and landscaping, and other community design features likely to attract the target labor force. By planning for complete neighborhoods, Newberg will maintain and enhance the quality of life necessary to attract a diverse and skilled workforce.

I. Housing

GOAL: To provide for a diversity in the type, density and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels.

Policies

1. Density Policies

I.1.a. Density rather than housing type shall be the most important development criteria and shall be used to classify different types of residential areas on the plan.

I.1.b. Target densities shall be as follows:

Classification	Units Per Gross Acre*
Urban Low Density	4.4
Urban Medium Density	9.0
Urban High Density	16.5

****Includes a 25 percent allowance for streets***

The City shall encourage development to occur at or near those planned densities by providing positive incentives, such as lot size averaging, while maintaining and improving livability.

Findings: The 2007 URA amendments are based on the "target densities" prescribed in Policy I.1.b. These amendments will provide land in the Low, Medium and High Density designations that will help to diversity the City's type, density and location of needed housing to further the goal of providing affordable housing to existing and future Newberg residents. By reserving land in advance, Newberg can help ensure a continuous 20-year supply of buildable residential land within the UGB.

2. Location Policies

I.2.a. Medium and high density areas should be located for immediate access to collector streets or minor arterials and should not cause traffic to move through low density areas. High density areas should be easily accessible to arterial streets. They should also be located near commercial services and public open spaces.

3. Mix Policies

I.3.f. The City shall ensure that enough land is planned for manufactured homes, particularly in conjunction with transportation corridors.

I.3.m. Within the urban area, land use policies will attempt to provide a broad range of residential uses and encourage innovative development techniques.

Findings: Provision for Year 2040 residential land needs within the 2007 URA will facilitate timely UGB expansion and provision of urban services necessary to meet affordable housing objectives – including options for manufactured homes along major transportation corridors. Specific plan designations will be applied consistent with the above policies as land is included within the UGB.

J. Urban Design

GOAL 1: To maintain and improve the natural beauty and visual character of the City.

Applicable Policies

J.1.2.a. Industrial development should be encouraged to locate in industrial parks offering good access, buffering and landscaping.

J.1.2.c. Where industrial uses abut residential zones or uses, special development standards relating to setbacks, screening, signs, building height and architectural review should be established.

Findings: The South Industrial Reserve (SIR) directly meets these policies by offering good access to Highway 219 and buffering from existing and planned residential areas (Springbrook Creek and Highway 219).

J.1.3.d. Residents of the City should have access to neighborhood commercial facilities, and these uses should conform to the character of the area in which they are located. The Neighborhood Commercial designation and the corresponding C-1 Zone should be allowed only on propoerty with the following characteristics: A distance, measured along public streets, of at least ¼ mile from any other properties designated for commercial use; and A location at an intersecton of a local street and either a collector or arterial street.

J.1.7.a. The City shall encourage the use of specific plans to coordinate development and create neighborhood identify. Specific plans are intended to serve as master plans for land development or redevelopment and :may be applied to one parcel or multiple parcels. Specific Plans will be used to promote coordinated planning concepts and pedestrian oriented mixed use development.

J.1.7.b. The Zoning Ordinance shall set forth the process and procedure for adoption of and amendments to specific plans. Approval of new specific plans will require Comprehensive Plan Map amendments to apply the SP (Specific Plan) plan district overlay to the affected property. (As amended by Ord. 2379, 4-19-94).

GOAL 2: To develop and maintain the physical context needed to support the livability and unique character of Newberg.

- ***J.2.b Provide for a sense of small, local neighborhoods while also providing for commerce and industry.***
- ***J.3.c. Neighborhoods should be designed to promote safety and interaction with neighbors with items such as walking paths and neighborhood parks.***
- ***J.2.d. Community commercial centers are preferred to a large, regional shopping center.***
- ***J.2.e. Measures should be taken to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City. Substantial development of complete neighborhoods should occur on both sides of the proposed bypass.***

Findings: As shown on Map 2, Newberg is a city of planned neighborhoods, anchored by community commercial centers. The *Newberg Southeast Transportation Plan* and the *Springbrook District* demonstrate Newberg's ongoing commitment to planning for complete neighborhoods, and thereby meeting livability needs of existing and future Newberg residents and businesses. The *Newberg Southeast Transportation Plan* is designed specifically to meet Urban Policy "J.2.e" by planning for a new complete neighborhood on the east and southeast side of the Newberg-Dundee Bypass. The public participation and land use planning effort incorporated in the Southeast Transportation Plan first identified the livability needs that had to be addressed in planning for the Southeast area. Repeatedly, local residents expressed concern

that leaving a small part of Newberg east of the Bypass would be divisive, creating a significant problem in terms of providing a complete and livable community.

K. Transportation

GOAL 2: ***Establish consistent policies which require concurrent consideration of transportation/land use system impacts.***

Policies

a. ***Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.***

b. ***The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.***

c. ***As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.***

Findings: The Ad Hoc Committee on Newberg's Future identified deficiencies in the transportation system should the Southeast area be included in the URA and eventually developed. In response to these identified problems, the City developed the *Newberg Southeast Transportation Plan.* This plan is being considered at the same time as the 2007 URA, and is being coordinated with ODOT.

As noted in Part II, Newberg can avoid placing highway oriented and retail commercial development near the Highway 219 bypass interchange by including this area as the South Industrial Reserve, and placing commercial development elsewhere, such as in the Springbrook District.

The City and County have worked very closely with ODOT in developing interchange area management plans for the Newberg-Dundee bypass. Creating the interchange area management plans is an iterative process that requires looking both at transportation and land use. The interchange area management plans have progressed to a point that greater certainty of the proposed land uses is needed in order to complete the plans. Designation of urban reserves will be an excellent step in providing land use information to be incorporated into the final interchange plans.

GOAL 4: ***Minimize the impact of regional traffic on the local transportation system.***

Policies

K.4.a. Enhance the efficiency of the existing collector/arterial street system to move local traffic off the regional system. (Ordinance 2005-2619, May 16, 2005)

K.4.b. Provide for alternate routes for regional traffic. (Ordinance 2004-2602, September 20, 2004)

Findings: The *Newberg Southeast Transportation Plan* meets these policies by providing for a new north-south arterial street and improvements to existing east-west streets (Fernwood and Wilsonville Roads).

K.4.k. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB expansions is premature.

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Lands designated as Urban Reserve Areas as of August 1, 2004, and identified in Appendix A may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025 Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model. The trip generation assumptions for each Urban Reserve Area and a map illustrating these areas are provided in Appendix A and Table A-1. Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060.

K.4.r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive extension in the general location shown on the City of Newberg acknowledged Transportation System Plan, including that land north of Highway 99W within Urban Reserve Area C.

Findings: Newberg has coordinated with ODOT in preparation of land use and transportation plans. Creation of the 1995 Urban Reserve proved to be a very successful method of coordinating land use and transportation planning. In that process, Newberg first adopted the 1995 Urban Reserve. Then, Newberg in conjunction with ODOT created the 2005 Newberg Transportation System Plan, which plans for the ultimate build-out of the 1995 Urban Reserve Area. Finally, in 2006 Newberg expanded the UGB into portions of the 1995 URA.

Creation of the 2007 URA also will provide a very useful and effective tool to coordinate land use and transportation planning. By creating the Urban Reserve as a first step, Newberg can then create land use assumptions that can be the basis for transportation modeling. With this modeling, Newberg can then as a second step make decisions on future Urban Growth Boundary amendments, comprehensive plan map changes, and zone changes that ultimately will affect the transportation network.

The *Newberg Southeast Transportation Plan* provides detailed information regarding the planned arterial and collector street system, improvement needs and potential funding mechanisms for needed improvements in that plan area. This plan will be considered in conjunction with the 2007 URA.

The City and County have worked very closely with ODOT in developing interchange area management plans for the Newberg-Dundee bypass. Creating the interchange area management plans is an iterative process that requires looking both at transportation and land use. The interchange area management plans have progressed to a point that greater certainty of the proposed land uses is needed in order to complete the plans. Newberg and ODOT have coordinated to update transportation modeling to account for the 2007 URAs. ODOT has done some preliminary modeling based on these assumptions, and is currently evaluating alternative transportation systems that would address land use impacts. Preliminary data outputs have been favorable in showing that, with proper management steps, future development in the 2007 URA will not have adverse impacts on future bypass. Designation of urban reserves will be an excellent step in providing land use information to be incorporated into the final interchange plans.

In order to create Urban Reserves based on the requirements of the Urban Reserve Rule, Newberg is compelled to create the 2007 URA in areas near both the East Newberg and OR 219 interchanges.

Policy ***K.4.r.*** above was adopted in 2004 by Ordinance 2004-2602. Findings for that ordinance state, "It is expected that this limitation will be in effect for about 3 years and it is needed to

ensure that the City and ODOT have time to adequately plan land uses and local circulation that will support the long-term function and operation of the interchanges." Thus, it has been anticipated that the interchange area management plans would be completed in 2007, which also is when the 2007 URA is to be adopted.

According to a recent presentation by ODOT, final hearings on adoption of the interchange area management plans may be delayed until 2008. Because of ODOT's delay, in order to meet the requirements of Policy K.4.r., Newberg will either (1) amend, in consultation with ODOT, Policy K.4.r. to allow expansion of the URA in the interchange areas, or (2) make adoption of the URA in the interchange areas contingent of approval of the interchange area management plans.

L. Public Facilities and Services

Policies

L.5.j. Recognizing that schools are part of the developing community, plans for future growth shall provide adequate land to meet the needs of the area's schools.

Findings: The 2007 URA includes land to provide for future school needs. In particular, it includes two school sites within the *Newberg Southeast Transportation Plan* area: a high school site near the intersection of Corral Creek Road and Wilsonville Road; and an elementary school site north of Fernwood Road.

M. Energy

GOAL: To conserve energy through efficient land use patterns and energy- related policies and ordinances.

Policies

M.1.a. The City will encourage energy-efficient development patterns. Such patterns shall include the mixture of compatible land uses and a compactness of urban development.

Findings: The 2007 URA amendments encourage an energy-efficient development pattern and compact growth form by avoiding linear growth in favor of a more efficient urban growth form. The *Newberg Southeast Transportation Plan* ensures an inter-connected street pattern serving complete communities in this major expansion area.

Where possible, residential land uses can be clustered around schools, parks, shopping centers, or other uses to provide opportunities for walking or biking and reduce needs for fossil fuels in travel. One major recommendation of the Ad Hoc Committee was to create a complete community in areas southeast of the bypass with shopping, parks, and schools. The *Newberg Southeast Transportation Plan* was developed with this in mind. It includes shopping sites, school sites, park sites, and walking trails. Development of such a complete community is made possible only by including all the proposed southeast URA areas in the 2007 URA.

By including the Chehalem Drive URA, Newberg will have an opportunity to meet high and medium density residential uses near the Chehalem Valley Middle School/Crater Elementary/ Senior Center/Darnell Wright Sports complex. This will reduce travel times and energy use for children and others using these facilities.

N. Urbanization

GOALS:

N.1. To provide for the orderly and efficient transition from rural to urban land uses.

N.2. To maintain Newberg's identity as a community which is separate from the Portland Metropolitan area.

POLICIES

1. Urban Growth Boundary and Urban Reserve Area Policies

N.1.a. The conversion of lands from rural to urban uses within the Urban Growth Boundary will be based on a specific plan for the extension of urban services.

N.1.d. The Urban Growth Boundary shall designate urbanizable land.

Findings: The 2007 URA amendments meet Statewide Planning Goal 14 (Urbanization) by designating the URA consistent the locational factors of Goal 14. In fact, the policies listed above were adopted by the City to comply with Goal 14. Goal N.1 is met because the 2007 URA will facilitate an orderly and efficient transition from rural lands outside the UGB to urban lands within it through the UGB amendment process. The 2007 URA amendments include land on all sides of Newberg – but only marginally closer to Portland along Highway 99W.

The *Newberg Urban Reserve Area Public Services Analysis,* Newberg Public Works and Planning & Building Department (2007) shows that it is feasible to extend urban services to planned URA expansion areas, and demonstrates that adequate public facilities can be provided to support planned development within future UGB expansion areas.

N.1.f. In expanding or otherwise altering the Urban Growth Boundary, the Boundary shall follow road rights-of-way, lot lines, or natural features.

Findings: The 2007 URA amendments include boundaries that follow road rights-of-way, lot lines and natural features (stream corridors and escarpments) as indicated by this policy.

N.1.h. The designated Urban Reserve Area identifies the priority lands to include within the Newberg Urban Growth Boundary to meet projected growth needs to provide a thirty (30) to fifty (50) year land supply. Designated Urban Reserve Area lands will be included within the Urban Growth Boundary on a phased basis at periodic review. Property owners will also have the opportunity to request that land within the designated Urban Reserve Area be included within the Newberg Urban Growth Boundary, based on the criteria outlined in LCDC Goal 14 and the Urban Growth Management Agreement.

Findings: The revised 2007 URA identifies priority lands that, along with the 2007 UGB, will accommodate land needs for the next 33 years. Lands within the URA may then be included in the UGB on a phased basis.

N.1.i. The City of Newberg will initiate transportation and utility corridor planning for the Urban Reserve Area in coordination with Yamhill County and property owners. The corridor plans shall provide the framework to guide interim rural development and long-range urban development within the Urban Reserve Area.

Findings: The City of Newberg will amend its Transportation System Plan, in coordination with Yamhill County, to address impacts from future development of land within URAs. The revised Newberg TSP will be coordinated with affected property owners, and provides a framework to guide long-range urban development within the expanded UGB area. The *Newberg Urban Reserve Area Public Services Analysis* shows the potential location of sanitary sewer and water facilities to serve the 2007 URA, and compares the costs of serving alternative URA expansion areas.

N.2.c. Property outside the Urban Growth Boundary may be annexed only upon inclusion of such property into the Urban Growth Boundary.

Findings: The expansion of the URA will facilitate future expansion of the urban growth boundary based on 20-year need. Once land is within the UGB and can be provided with urban services, annexation can occur.

City of Newberg Comprehensive Plan Conclusion

The basis for the 2007 URA amendments is documented in the *Newberg Comprehensive Plan* as amended in 2005. The findings above demonstrate that the location of the 2007 URA amendments is consistent with other applicable *Newberg Comprehensive Plan* polices.

Background Studies, Council Resolutions, Ordinances and Agreements

The City has relied on the following documents to support its decision to expand the URA. Most of these documents either are available on the Internet or have previously been made available to the public. Two significant documents that have not been previously circulated are included here: *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion,* Newberg Planning & Building Department (2007); and *Newberg Urban Reserve Area Public Services Analysis,* Newberg Planning & Building Department (2007)

Background Studies

- *City of Newberg Urban Reserve Area Project*, Dorman and Associates (1994)
- *Population Projection for Newberg, Yamhill County, Oregon: 2000 – 2040*, Barry Edmonston, Director, Population Research Center, Portland State University (2004)
- *Housing and Residential Land Needs Report*, Johnson-Gardner (2004)
- *Report and Recommendations to Newberg City Council,* Ad Hoc Committee on Newberg's Future (2005)
- *Newberg Water Features Inventory*, Winterbrook Planning (2006)
- *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion,* Newberg Planning & Building Department (2007)
- *Newberg Urban Reserve Area Public Services Analysis,* Newberg Planning & Building Department (2007)
- *Newberg Urban Growth Boundary Justification Report,* Winterbrook Planning (2006).
- *Newberg Southeast Transportation Plan,* Newberg Planning & Building Department (2007)

Council Resolutions

- Council Resolution No. 2003-2486, Establishing an Ad Hoc Committee on Newberg's Future.

Council Ordinances

- Ordinance 2005-2619, Adopting the Newberg Transportation System Plan and amending Newberg Comprehensive Plan policies and Newberg Development Code text.
- Ordinance 95-2397, Amending the Newberg Comprehensive Plan Map and Text to Establish an Urban Reserve Area.
- Ordinance 2005-2626, Amending the Newberg Comprehensive Plan to Establish Revised Population and Land Need Projections.
- Ordinance 2006-2634, Amending the Newberg Comprehensive Plan Policies.
- Ordinances 2006-2661, Approving Northwest Newberg Urban Growth Boundary Amendment.

Newberg Urban Area Growth Management Agreement (NUAGMA)

Newberg Urban Area Growth Management Agreement (NUAGMA) as amended in 2000.

Yamhill County Ordinances

- Yamhill County Ordinance 596, Adopting Urban Reserve standards.

Public Involvement and County Coordination Process for Newberg 2007 URA Expansion

December 2003 through August 2007

Prepared by:

Elaine Taylor, AICP, Associate Planner

City of Newberg
414 E. First Street
Newberg OR 97132

Public Involvement and County Coordination Process

1. City/County Coordination

In 1979, the City of Newberg and Yamhill County entered into the Newberg Urban Area Growth Management Agreement (NUAGMA), leading to the establishment in 1980 of the Newberg Urban Area Management Commission (NUAMC). In accordance with ORS 215.406, the Commission was established to serve as a Hearings Officers for amendments to the Newberg Urban Growth Boundary and County Comprehensive Plan in the area inside the Urban Growth Boundary but outside the city limits. The agreement defines an "Area of Influence" extending one mile outside Newberg's Urban Growth Boundary wherein the County will give the City an opportunity to participate in land use actions to be taken by the County.

In 1995, the City of Newberg and Yamhill County jointly adopted Urban Reserve Areas (URAs) surrounding the acknowledged Newberg UGB. A 1998 Addendum to this Agreement clarified the planning and zoning intents of the City and County with regard to Urban Reserve Areas, and added provisions to satisfy state regulations for Urban Reserve Areas.

The following are recent examples of City and County efforts to cooperate and coordinate land use planning for areas outside Newberg's city limits:

- Staff to staff discussions prior to NUAMC meetings
- City staff notifies County staff when a mass mailing is sent out to County residents
- City and County coordinate NUAMC meeting notices to assure they comply with both City and County requirements
- City coordinates NUAMC meeting dates with county staff
- City and County staff prepared a joint presentation on UGB Expansion at the Newberg-Dundee area's 2005 Community Night
- City staff met with County staff in 2004 to review the consultant's population report
- City staff met with County staff in August 2005 to review the Report to City Council by Ad Hoc Committee on Newberg's Future
- City and County staff attended NUAMC workshop on May 30, 2006
- City and County staff met to discuss proposed UGB amendment and other UGB and URA planning issues on June 6, 2006
- Yamhill County planning staff participated in a meeting on December 11, 2006 between the City and DLCD to review the draft URA map and discuss the City's overall approach to expanding the UGB and URA.

At the City's request and with the City's assistance, Yamhill County developed a coordinated population projection between Newberg and Yamhill County as required by ORS 95.036. On October 31, 2006, the Yamhill County Planning Director provided a letter to the City of Newberg Planning Director documenting the County's coordination of Newberg's adopted 2040 population projections as adopted by Newberg City Council on November 22, 2005.

2. The Ad Hoc Committee on Newberg's Future

By 2003, the land available for new development had become very limited, and the City was experiencing considerable growth pressure. In December 2003, the Newberg City Council established an Ad-Hoc Committee on Newberg's Future to provide citizen involvement in planning for Newberg's future land use patterns. The Committee's task was to make a recommendation that would help the Council in making future amendments to the Comprehensive Plan. This included recommendations on 1) how the City should provide for its future land needs; 2) whether the City should change its existing boundaries, including the Urban Growth Boundary (UGB) and Urban Reserve Areas (URAs), and if so, what general areas should receive the highest consideration for change; and 3) whether the City should consider changing the comprehensive plan/zoning district designations within the existing UGB to accommodate different growth patterns. Positions on the Committee were advertised, and Newberg City Council appointed 11 members[23] representing various areas, professions and institutions. To support the Committee's work, the City undertook population, employment, housing and buildable lands studies.

The Committee members began their work by considering their own values and reviewing community vision statements and comprehensive plan policies. They reviewed the population projections provided by consultant Barry Edmonston, Director of Portland State University's Population Research Center. Mr. Edmonston prepared two alternative forecasts: one using the ratio method and based on Yamhill County forecasts, and the other using the cohort-component method.[24] The medium projections for the ratio method were similar to the single projection used for the cohort component method, except that the cohort-component method result was slightly lower for the 2020-2040 period, presumably because the population gained through annexation was not included. City staff felt that the cohort-component method was based on sounder methodology than the ratio method, since the data source for a portion of the Yamhill County forecast was questionable. To account for population gained through annexation, City staff proposed to include and "grow out" the population of the existing UGB and URA. With this modification, results from the two methods were even closer. The Committee accepted the staff recommendation, and requested low and high forecasts to bracket the cohort-component method forecasts. They proposed making the high forecast 1% higher than the medium, and the low forecast 0.5% lower, since a single large development can spike growth in a small town, while economic downturns are more gradual. Johnson Gardner prepared the three growth projections requested. The Committee selected the medium rate of population growth, which mirrored Barry Edmonston's projections.

Johnson-Gardner used the population projections to forecast housing needs and develop preliminary estimates of land needs for residential, retail and office land uses. The Committee reviewed the consultant's estimates of Newberg's future land use needs through the years 2025 and 2040, as well as the estimates of institutional land needs that were developed by City staff. For the City's major institutions (e.g., Newberg Providence Hospital, George Fox University, City of Newberg, Chehalem Park and Recreation district, public and private schools), estimates of future land needs were based on the institutional facility plans. For other public and quasi-public uses (e.g., churches, nonprofit organizations), future land needs were projected as a fixed ratio of land

[23] Two members subsequently resigned from the Committee due to personal or professional responsibilities that prevented regular attendance at meetings.

[24] Edmonston, Barry. Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040. Population Research Center, Portland State University, Portland, Oregon. March 25, 2004.

area to population. Initial industrial land needs were based on calculations by Johnson-Gardner of floor area and impervious surface requirements for Newberg's's share of the employment in each industrial sector, assuming a high rate of industrial employment growth. In August 2004, the Committee presented its work on policies, population, and land needs at a public Open House held at George Fox University. These preliminary land needs estimates assumed that current regulations and recent development densities would continue. The Committee carefully considered the public feedback from the Open House before beginning the next phase of its work. In addition, the presentation from the Open House and the survey were taken to local civic club meetings (Rotary, Kiwanis), and the Committee was given the results from these surveys.

Deleted: the Newberg

To support the Committee's work in the next phase, the City contracted with Winterbrook Planning for a "Land Use Options Study," the identification of appropriate densities and areas for meeting specific land needs. This phase began with a bus tour of the areas surrounding the existing UGB, narrated by the Planning Director. Participants included the Committee, City staff, consultants, and any interested members of the public.

Next, the consultants proposed and the Committee reviewed the criteria for selecting "study areas" outside the existing UGB. The mapped results were then fine-tuned based on the consultant's interpretation of mapped features and the Committee's local knowledge of the area. The consultant next provided a series of technical papers. For each land use type, the consultant characterized the use (i.e., housing, industrial, commercial, institutional) and its subtypes (e.g., high, medium and low density residential; regional, community and neighborhood commercial; high, middle and elementary schools; regional, community and neighborhood parks; etc.), and the typical considerations for each subtype. The Committee reviewed these criteria and proposed modifications based on local values and preferences. The consultant provided maps based on the revised criteria. With the help of the consulting team, the Committee then compared the criteria with the sites available for each type of land use, and identified suitable buildable sites within the City and the Urban Growth Boundary. Where appropriate sites were not available within the Urban Growth Boundary, they considered sites in the Urban Reserve and study areas. After reviewing maps showing alternative land use configurations based on various densities, and considering public comments, they developed density policies, identified preferred directions for growth, and matched the City's land use needs to appropriate sites.

Public Process Summary. The Ad Hoc Committee on Newberg's Future met from April 1, 2004 to June 30, 2005. During that time, the Committee held a total of 26 meetings, made interim reports to the City Council and Planning Commission, and held two well-advertised open houses. All of the Committee's meetings were noticed and open to the public, including the Department of Land Conservation and Development, and each meeting provided an opportunity for members of the public to comment. The open houses presented alternative policy choices, density configurations and development patterns, and provided several ways for those attending to express their preferences, including tabulated surveys. The Committee analyzed survey results and discussed comments from the open houses. The Committee also reviewed scores of letters from property owners and their representatives, and considered maps showing the location of properties whose owners had asked to have their land included within the urban growth boundary or urban reserve area. As a result of this process, the Committee made recommendations regarding future land needs, buildable lands, and the magnitude and direction of UGB and URA expansion. At a joint meeting of the City Council and Planning Commission on July 21, 2005, the Committee issued its Report to Newberg City Council.

Committee Recommendations. The Committee's recommendations are found in the Executive Summary and Chapter V of its Report to Newberg City Council. The recommendations take several forms:

- **Population.** The Committee recommended that the City adopt the medium population forecast of 38,352 in 2025 and 54,097 in 2040. For future industrial employment, however, the Committee selected the high employment growth scenario, which they felt was both more realistic and more desirable, since it reflects Newberg's desire to bring more family-wage jobs to the area and to avoid becoming a bedroom community.

- **Land Needs and Supply.** The Committee's recommendations for land needs are summarized in Tables 62 through 65 of its Report to City Council. To provide the 5,700 housing units needed by 2025, the Committee identified 504 acres of LDR, 111 acres of MDR and 11 acres of HDR for possible addition to the UGB. The Committee recognized that this amount exceeded the City's need for 2025, even though some of this land would be used for institutional uses. This slight surplus assumes that five areas totalling about 54 acres within the existing UGB would be upzoned to allow high density residential uses.

  To provide the 6,406 additional housing units needed by 2040, the Committee identified another 678 acres of LDR, 185 acres of MDR and 82 acres of HDR for addition to the URA. It also recognized that the combined residential and institutional land needs for 2040 would exceed the proposed additions of residential and institutional land by 303 acres.

  The Committee found a need for additional industrial land, particularly large site industrial, and the committee recommended adding four large (20-acre) industrial sites along Highway 219.

  Similarly, although the total acres of commercial land needs may also be adequate through 2025, only three parcels exceed 5 acres. While the Committee did not believe that a large regional shopping center would be consistent with their own vision of Newberg and what they had heard from the public, they wanted to include land for two or three community centers (10 to 15 acres each) and 2 or 3 smaller neighborhood centers (3 to 5 acres each).

- **Policy Recommendations.** The Committee recommended several additions and revisions to the goals and policies in the Newberg Comprehensive Plan. Some of the most significant of these deal with keeping large industrial sites intact; changing the density policies to set "target densities" (a density to strive for) rather than "density classifications" (a range that shall not be exceeded); and a new urban design goal and policies that reflect the Committee's concern with community character and liveability.

- **Recommendations Map.** The Committee's recommendations are mapped in Figure ES-1 of the Executive Summary of the Committee's "Report to City Council." This map reflects the Committee's density recommendations, and includes five areas proposed for upzoning to allow high density (HDR/R-3) residential uses.

- **Next Steps.** The Committee recommended that the Newberg City Council consider taking a number of actions, or "Next Steps."

Next Steps: Newberg City Council Resolution No. 2005-2590. At the meeting on July 21, 2005, the Newberg City Council accepted the Report of the Ad Hoc Committee on Newberg's Future. On

August 1, 2005, the Newberg City Council adopted Resolution No. 2005-2590, "A Resolution directing City staff to undertake activities needed to implement the recommendations of the Ad Hoc Committee on Newberg's Future." This resolution did not obligate the City Council to adopt any particular changes. It stated that Council only wished to give the matters full consideration in a public process, and it directed staff to undertake the activities needed to initiate and support the following actions:

1. Hold hearings and consider adopting the Committee's proposed population projections and comprehensive plan policies.

2. Hold neighborhood meetings as necessary in all areas within the existing Urban Growth Boundary where the Committee has recommended zoning changes, followed by hearings to consider adoption.

3. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Growth Boundary to define specific boundaries, and proceed with the hearings process to create a new Urban Growth Boundary.

4. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Reserves to define specific boundaries, and proceed with the hearings process to create a new Urban Reserve Area.

5. Consider adopting Committee's recommended comprehensive plan policies.

6. Consider amendments to the Development Code as necessary to implement the Committee's recommendations, including measures to implement the committee's preferred density recommendation and maintain the City's livability and quality of life.

7. Hold hearings to consider industrial zoning code amendments, including a new large lot zoning district, to assure that land suitable for industry is available for that purpose.

8. Consider incentives to encourage affordable housing in the R-2 and R-3 zones.

3. Actions Taken to Implement Resolution No. 2005-2590

Step 1. Hold hearings and consider adopting the Committee's proposed population projections and comprehensive plan policies.

- On November 21, 2005, the City adopted Ordinance No. 2005-2626, "An Ordinance Amending the Newberg Comprehensive Plan to Establish Revised Population and Land Needs Projections."
- On January 3, 2006, the City adopted Ordinance No. 2006-2634, An Ordinance Amending the Newberg Comprehensive Plan Policies.
- On January 3, 2006, the City adopted Ordinance No. 2006-2635, "An Ordinance of the Newberg City Council Adopting a Revision of 'The Economy' Section of the Inventory of Natural and Cultural Resources, which is part of Newberg's Comprehensive Plan." To a large extent, this ordinance reflects the work of the Committee and its consultants.

Step 2. Hold neighborhood meetings as necessary in all areas within the existing Urban Growth Boundary where the Committee has recommended zoning changes, followed by hearings to consider adoption.

- On October 18, 2005, the City held neighborhood meetings for the changes that the Committee had proposed for the N. College/E. Illinois Street and Riverfront areas.

Step 3. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Growth Boundary to define specific boundaries, and proceed with the hearings process to create a new Urban Growth Boundary.

Neighborhood meetings for the expansion of the Urban Growth Boundary (UGB) and the Urban Reserve Area (URA) were combined. See Step 4, below.

Step 4. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Reserves to define specific boundaries, and proceed with the hearings process to create a new Urban Reserve Area.

Consistent with City Council Resolution No. 2005-2590, City staff undertook the activities needed to hold neighborhood meetings for each general area that the Committee recommended for addition to the Urban Growth Boundary or Urban Reserve Area. The general areas and dates were as follows:

Meetings	Proposed UGB and URA Areas	Dates
Proposed Southeast UGB and URA	Corral Creek Rd South; Corral Creed Rd North; Wilsonville Rd NE; Wilsonville Rd NW	11/1/05, 12/13/05, and 3/16/06[25]
Proposed Northwest URA	Northwest Resource	1/31/06
Proposed Northwest UGB	Hwy 240; Northwest URA; Aspen Estates	2/16/06
Proposed North Valley UGB	North Valley URA; part of North URA	2/28/06
Proposed South UGB-URA	Southeast URA; Hwy 219; Wilsonville Rd Exception	3/27/06
Proposed Northeast UGB-URA	Northeast Exception Area, Northeast URA	4/18/06

For the North URA, where no changes were planned, no meeting was held. Each property owner was notified of the May 30, 2006 NUAMC workshop, however.

When it became clear to staff that additional land would be needed, and that it might be possible to meet some of that need in the exception areas west of the City in the vicinity of Hwy 240, an additional neighborhood meeting was held for the "West Central Newberg Planning Area" on Monday, January 22, 2007.

[25] Extra meetings were needed for the Southeast areas to address transportation planning issues. The Committee's recommendation for this area stated a transportation master plan would be needed in conjunction with including it in the UGB, and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

Content of Neighborhood Meetings. Each neighborhood meeting included a presentation that

- explained the meaning and significance of being in the Urban Growth Boundary and/or the Urban Reserve Area;
- provided background information regarding the work and recommendations of the Ad Hoc Committee on Newberg's Future;
- showed where we are in the plan amendment process;
- asked those present to provide input regarding where the new UGB and URA should be located, how it should be zoned, and what issues should be considered if the land were to be urbanized.

Following the presentation, those present were asked to discuss how the questions raised in the presentation should be answered. Discussion notes were kept, and in some cases, maps were marked to show group desires. When several groups were meeting, they reported their conclusions to the group as a whole. In addition, those present were asked to complete a short survey regarding their preferences, and were asked to indicate their desires for their own properties by placing a colored dot on a map to indicate whether or not they wanted to be included in the UGB or URA.

Results of Neighborhood Meetings. Summaries of the discussions and survey results from the neighborhood meetings, maps showing the individual and generalized preferences expressed at the neighborhood meetings, Committee meetings, and written comments were provided to the Newberg Urban Area Management Commission (NUAMC) prior to their workshop on May 30, 2005. The generalized map of owner preferences was prepared by City staff, based on a combination of the group preferences expressed at the neighborhood meetings and the individual comments received throughout the entire public process. Those present at the workshop were invited to make any needed corrections or additions to the maps.

NUAMC Workshop and Hearings. About 90 people attended the Newberg Urban Area Management Commission (NUAMC) workshop on Tuesday, May 30, 2006 at George Fox University. The purpose of the workshop was to review the recommendations of the Ad Hoc Committee on Newberg's Future regarding expansion of the City's Urban Growth Boundary (UGB) and Urban Reserve Area (URA), as well as the results of the series of neighborhood meetings; to give property owners a chance to state their preferences; and to provide feedback to staff before going to public hearing. About 90 residents attended, including many from the Northeast area who did not want to be included in the new UGB or URA. Following a presentation by Barton Brierley, several people addressed specific areas that they felt should either be included or excluded from the proposed UGB. Members of NUAMC generally supported the recommendations of the Ad Hoc Committee on Newberg's Future and the approach that staff had proposed, while recognizing and respecting local preferences as much as possible. Several members felt that the McClure property should be treated as exception land if the state recognizes the property's Measure 37 claim.

Step 5. Consider adopting Committee's recommended comprehensive plan policies.

- On January 3, 2006, the City adopted Ordinance No. 2006-2634, "An Ordinance Amending the Newberg Comprehensive Plan Policies."

Step 6. Consider amendments to the Development Code as necessary to implement the Committee's recommendations, including measures to implement the committee's preferred density recommendation and maintain the City's livability and quality of life.

This is still in progress. The Newberg Planning Commission held a workshop to consider how it might be possible to increase density without compromising livability or quality of life. The Commission requested additional workshops on affordability and livability. The City obtained a grant to develop specific code amendments. City staff held two public workshops: one as part of community night in 2006, and one in January, 2007, to discuss the proposed amendments.

Step 7. Hold hearings to consider industrial zoning code amendments, including a new large lot zoning district, to assure that land suitable for industry is available for that purpose.

- Workshops and hearings were held during the summer and fall of 2005 on proposed amendments to the industrial zoning code. While the public and Planning Commission was generally in favor of the new large lot zoning district for new industrial areas, efforts to restrict industrial areas to industrial uses met with intense public opposition. This project will be continued after creation of the 2007 URA.

Step 8. Consider incentives to encourage affordable housing in the R-2 and R-3 zones.

- The City received a technical assistance grant from DLCD to develop tools to encourage affordable housing and achieve desired densities. The consultant worked with staff to develop a presentation for Newberg's second annual "Community Night" in October 2006. Using a focus group approach, the City held an "Affordable Housing Forum" in February 2007 to receive input from key community members on affordable housing goals and the various tools and techniques available to achieve them. While the target audience for Community Night was the public at large, the Affordable Housing Forum was geared toward developers, realtors, elected officials, affordable housing advocates, and others with a special interest in the subject. At the forum, participants viewed examples of various housing types and densities, discussed the pros and cons of various tools for promoting affordable housing, and completed a survey regarding the potential techniques available. A second forum is planned for April 2007.

4. Ongoing Public Participation and Outreach Efforts

Starting in January 2006, the City has been publishing a newsletter for people who have expressed interest in the City's plans to expand the Urban Reserve and Urban Growth Boundary. This publication, *News of Newberg's Future*, is published whenever major meetings are scheduled or events occur dealing with the City's long range plans. The recipients include people who have attended a meeting of the Ad Hoc Committee on Newberg's Future, one of the neighborhood meetings, or any of the other meetings and workshops dealing with long range planning, and signed an attendance sheet. They also include people who have submitted written comments on the City's plans, as well as interested residents in affected areas, realtors, developers, and builders. At this time, our mailing list has 381 addressees. Recipients may select to receive either e-mail or hard copy.

Other outreach efforts include

- talks before civic clubs and business organizations
- interviews with local reporters
- frequent articles in the "Weekly Update" that goes to City Council and City staff, as well as the monthly Newberg Employee Newsletter
- annual "Community Night" talks, workshops, and Planning Division booth
- extensive information available on City's web site, with major hearings noted on the home page

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5. Legislative Plan Map Amendment Process

Adoption of the 2007 URA is the second phase of a three-step process that began with the adoption of a new Urban Growth Boundary northwest of the City. After adoption of the 2007 URA, the third step will be to select areas within the URA to satisfy the need for a 20-year land supply within the UGB. Throughout this process, the City has maintained close contact with state and Yamhill County staff, as well as the public. The City has sought assistance from both ODOT and DLCD in developing the proposed URA, and both agencies have been consulted and asked to comment on proposals in their early stages. Throughout the entire process, starting from the work of the Ad Hoc Committee on Newberg's Future, we have also sought to involve community groups such as Friends of Yamhill County and Thousand Friends of Oregon, as well as other interested members of the public. Because our plan amendment process is cumulative, we have also treated our public involvement and coordination process as cumulative, as described above for the *News of Newberg's Future* mailing list. People who express interest in any part of the process are invited to receive future newsletter mailings.

6. Northwest Urban Growth Boundary Amendment

Public participation for this area began with the neighborhood meetings in spring of 2006 and the NUAMC workshop on May 30, 2006. Measure 56 notices were mailed on August 29, 2006 and owners of the subject parcels and parcels within 500 feet were mailed notices on August 30, 2006, prior to the first NUAMC hearing on September 21, 2006. In addition, the hearing was advertised through the News of Newberg's Future on August 11 and 22, 2006. Newberg City Council unanimously approved the amendment at a hearing during their regular meeting on November 9, 2006, and the Yamhill County Board of Commissioners unanimously approved it a a hearing during their regular meeting on January 31, 2007.

7. Urban Reserve Area Expansion and Southeast Transportation Plan

Public participation for the 2007 URA began with the neighborhood meetings in spring of 2006 and the NUAMC workshop of May 30, 2006. On November 30, 2006, NUAMC heard a brief presentation on the proposed Urban Reserve Area. On January 31, 2007, NUAMC held a well-attended workshop on the Newberg Southeast Transportation Plan. The workshop was advertised in *News of Newberg's Future*. On March 7, 2007, the City's application for expanding the URA was delivered to Yamhill County and mailed to DLCD with a Notice of Proposed Amendment (Form 1). Notice of the Newberg Southeast Transportation Plan hearing on April 11, 2007 was posted in four locations on March 8, 2007 and published in the *Newberg Graphic* on March 10, 2007. Notices for the April 11, 2007 hearing were mailed to property owners in or within 500 feet of the plan area. Notices were sent to all owners of property proposed for addition to the 2007 URA, and notice of the NUAMC hearing on the 2007 URA was sent to owners of property in the proposed 2007 URA or within 500 feet of it. In addition, an issue of *News of Newberg's Future* went out the first week of April, 2007, and the meeting was noted on the City's web site. The April 25, 2007 hearing on the 2007 URA Expansion was continued to May 31, June 11, July 11, and August 21, 2007 for deliberations and additional testimony. The April 11, 2007 hearing on the Southeast Transportation Plan was continued to May 14, May 31, June 11, and July 11, 2007 for additional public testimony and deliberations. Testimony on the Southeast Transportation Plan was kept open to complete additional notice to and comments by property owners outside the plan area who might be affected by one of the proposed transportation facilities. In response to a request by NUAMC for additional research on the potential of several areas southwest of the City, staff surveyed owners in those areas in regard to whether they wanted to have their neighborhood considered for possible inclusion in the proposed URA, and reported results to NUAMC. Prior to the August 21, 2007 hearing, property owners

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in those areas, as well as owners of property proposed for removal from the existing URA, were mailed notice of the opportunity to comment and testify.

At the hearing on July 11, 2007, NUAMC completed its review of the Southeast Transportation Plan, and adopted NUAMC Resolution No. 2007-19. Their recommendation is scheduled for hearing before the Newberg City Council on October 15, 2007. All property owners within, or within 500 feet of the plan area or any of its proposed facilities have been notified of the opportunity to comment.

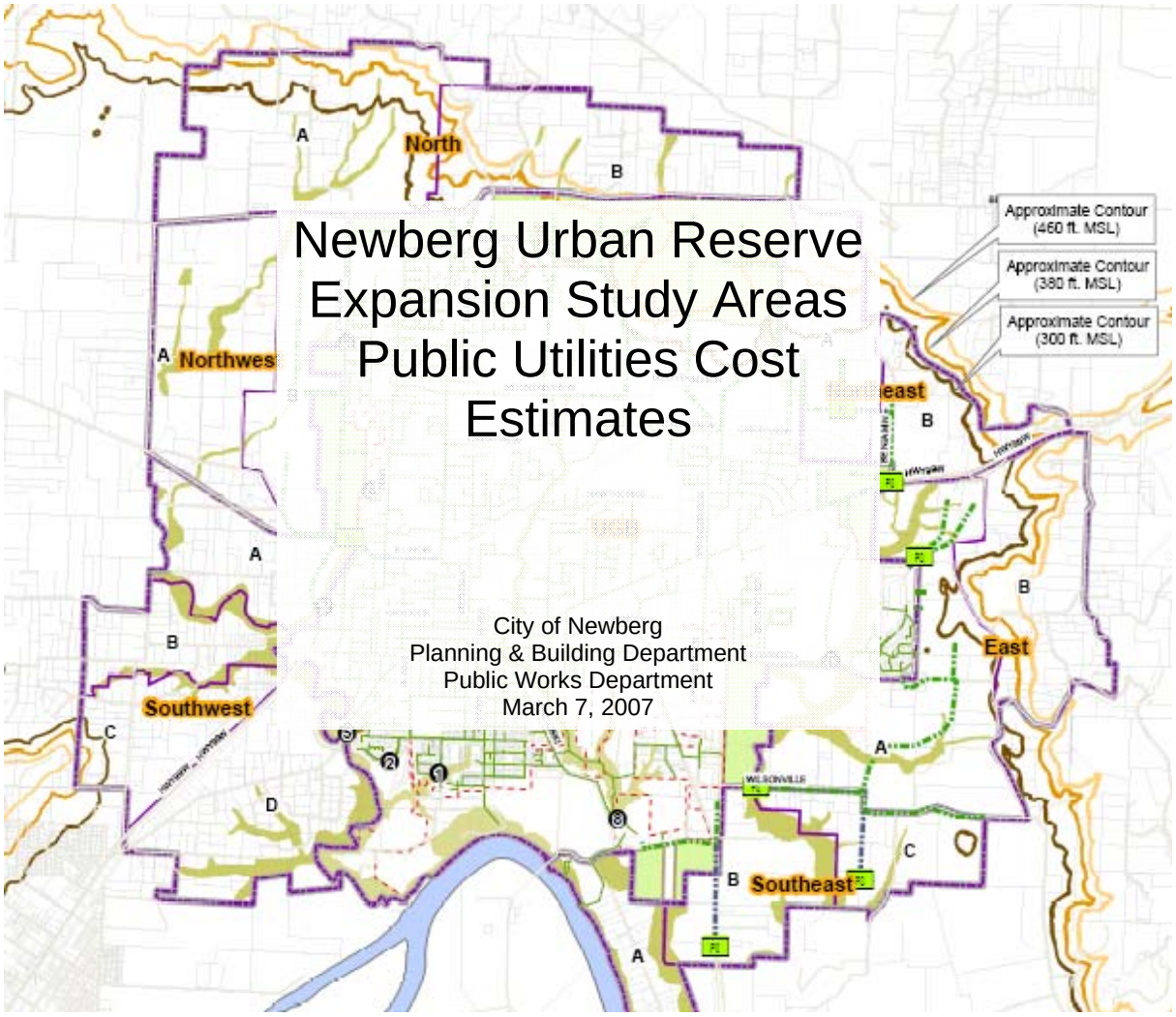
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At the hearing on August 21, 2007, NUAMC completed its review of the 2007 URA Expansion proposal, and adopted NUAMC Resolution No. 2007-20. Their recommendation was scheduled for hearing before the Newberg City Council on October 1, 2007. All property owners whose properties would be added to or removed from the URA were mailed notice on September 10, 2007 that this action could potentially affect the permissible uses of their property. These properties owners, along with property owners within 500 feet (750 feet if resource land) are also being mailed notice of the hearing and the opportunity to comment.

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In addition, another edition of *News of Newberg's Future* was mailed on September 7, 2007 to those persons who have asked to be kept aware of the City's plans for expansion of the UBG and URA, or who testified at one of the 2007 URA Expansion or Southeast Transportation Plan hearings.


Newberg Urban Reserve Expansion Study Areas Public Utilities Cost Estimates
City of Newberg
Planning & Building Department
Public Works Department
March 7, 2007
Approximate Contour (460 ft. MSL)
Approximate Contour (380 ft. MSL)
Approximate Contour (300 ft. MSL)
North
Northwest
Southwest
East
Southeast
A
B
C
D

Purpose

The City of Newberg is in the process of expanding its Urban Reserve Area. State rules also require a comparison of alternatives when adopting urban reserve areas. Under statewide Planning Goal 11, the cost and efficiency and providing public utilities to an area should be considered when considering alternatives. The purpose of this report is to evaluate the costs of providing public utilities (sewer, water, and storm drainage) to each of the study areas defined in the Urban Reserve project. These costs then can be compared when considering which areas should be included in the Urban Reserve.

Description of Areas

For purpose of this analysis, the Newberg Urban Reserve Areas were divided into six different areas. These areas are shown on the attached map, and are described as follows:

Southwest Area. This area is between Newberg and Dundee. It is bounded by Chehalem Creek on the east, Highway 240 on the north, and extends approximately 1 mile west.

Northwest. This area is bounded by Highway 240 on the south, the existing UGB near Chehalem Drive on the east, North Valley Road on the north, and extends approximately 1 mile west.

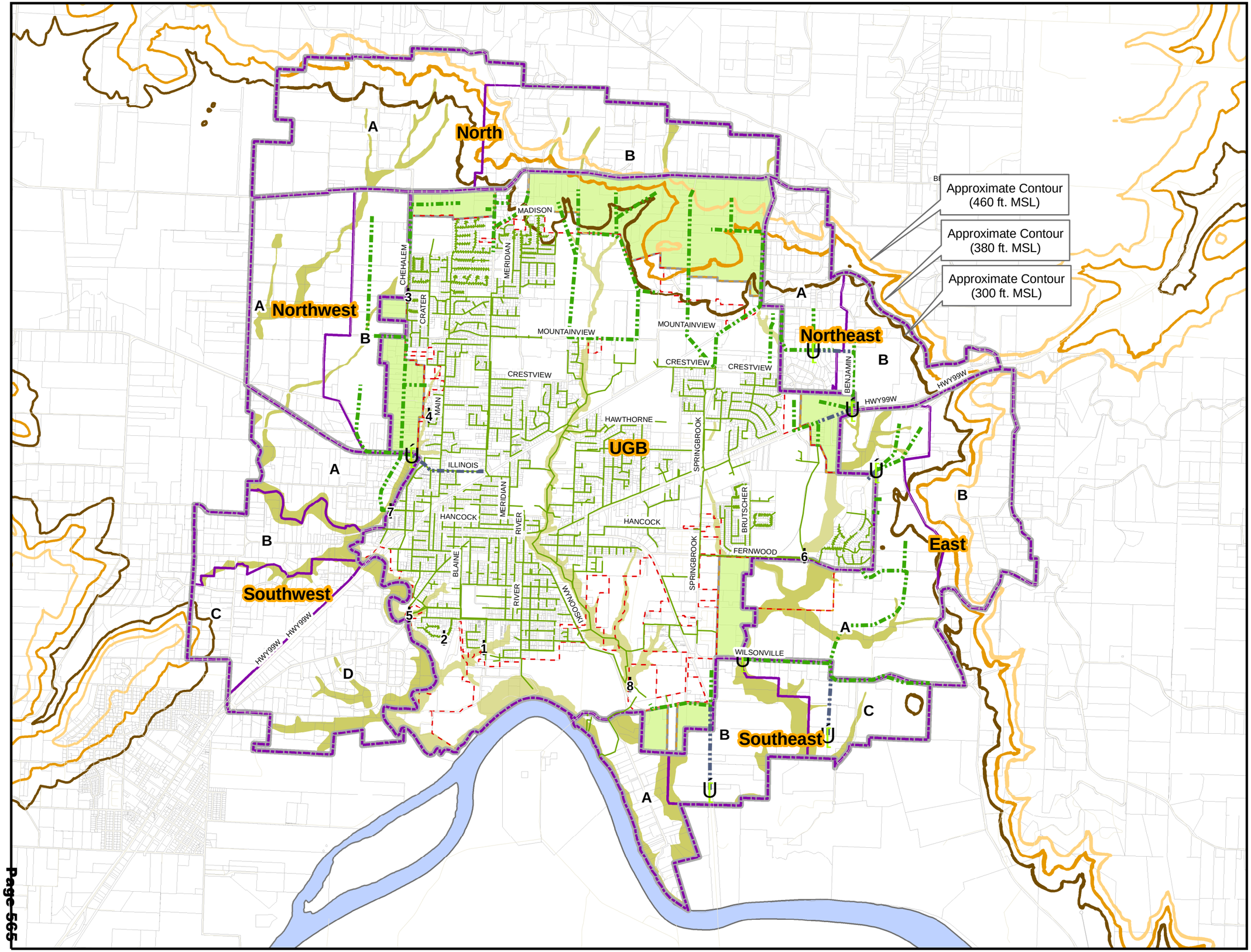
North. This area is bounded by North Valley Road/Bell Road on the south, and extends approximately 1 mile north of the present UGB.

Northeast. This area is bounded by Springbrook Road and the existing UGB on the west, the existing Urban Reserve and Highway 99W on the south, and extends approximately 1 mile northeast of the present UGB.

East. This area is bounded by Highway 99W on the north, the existing UGB along The Greens subdivision and the Chehalem Glenn Golf Course on the west, Wilsonville Road on the South, and extends east to Parrett Mountain Road.

Southeast. This area is bounded by Wilsonville Road on the north, the existing UGB/URA along St. Paul Highway/Adolph Road to the west, and extends approximately 1 mile southwest of the present UGB.

Urban Reserve and Expansion Study Areas



Legend

- Existing Pumpstations (see list)
- Potential Future Pump Stations
- Gravity Main
- P.M./Force Main
- 300 Ft. Elevation Contour
- 380 Ft. Elevation Contour
- 460 Ft. Elevation Contour
- Urban Reserve Study Area Boundary
- Urban Reserve Study Area Subdistrict
- Current Sanitary Sewer System
- Willamette River
- Urban Reserve Area
- Stream Corridor

Sanitary Sewer Pump Stations

1. Andrew St
2. Charles St
3. Chehalem Dr
4. Creekside
5. Dayton Ave
6. Fernwood Rd
7. Sheridan St
8. Influent Pump Station

0 0.25 0.5 Miles

2

City of Newberg

Map Document: (K:\WP\PLANNING\Luke\URA Study Area Map.pdf)

Methodology

This report estimates the costs of providing sanitary sewer service, domestic water service, and storm water services to each of the urban reserve areas. To the extent available, the cost estimates rely on existing facility plans. The cost estimates are for the major trunk lines and facilities needed to serve an area. They do not include the costs for providing facilities that will serve a single development or purely local area, such as the lines within a subdivision. The cost estimates are for planning level comparison purposes and should not be used to base capital improvement plans.

Sewer Methodology. The City of Newberg is currently preparing a sewer distribution plan for the Newberg Urban Area. Unfortunately, this plan is not yet available for use. For this project, the City Planning and Public Works staff met and considered the sewer needs for each study area. This group considered the existing sewer system and the topography of each drainage basin. Based on this, the group was able to draft a potential sewer system that would serve each study area. Staff used this draft and estimated length of sewer line and type of pump stations needed to serve each area.

Unit cost estimates were taken from the *Preliminary Engineer's Report for the Crater Lane LID* (December 2001). This report was used because it detailed costs for gravity sewer lines, force mains, and a sanitary sewer lift station.

Water Methodology. Water service needs and costs were estimated using the 2*004 City of Newberg Water Distribution System Plan.* This recent plan includes estimates for serving the existing UGB and urban reserve areas. The plan details the elevation service levels for existing and planned reservoirs.

Where the plan did not detail trunk lines to serve an area, trunk lines were assumed to be needed within the collector or arterial streets in an area. The unit costs within the plan were used in estimating these costs. Fifty percent was added to account for contingency, engineering, and permitting, which were not included in the plan's unit costs.

Storm Drainage Methodology. Storm drainage needs and costs were estimated using the *City of Newberg Drainage Master Plan Update* (September 2001). This plan details the deficiencies within the existing storm drainage system and outlines projects needed to correct these. Where the plan does not show new facilities, trunk lines were assumed to convey water to the appropriate facility. The unit costs within the plan were used in estimating these costs.

Note that in all cases, costs and facility plans are very generalized, and are for planning and comparison purposes. More detailed studies will be needed before any of the areas are developed. Cost estimates are as of the dates of the referenced plans and have not been adjusted to current dollars.

Buildable Land. Gross buildable land was measured using the methodology outlined in the *Ad Hoc Committee on Newberg's Future Report to City Council*. An additional factor was added to take into account the difficulty in servicing lands that are currently developed with rural residential uses. In a developed rural residential subdivision, many residents feel their property is developed, even if there is infill development potential if the property were urban. Thus, many of these property owners will be unwilling to pay the full cost for service extension, even if their

lot could potentially benefit from the services. Thus, other property owners would have to subsidize the cost for those not developing. To recognize this, for each lot under two acres in size, one-half acre was deducted for purposes of cost estimating only. This would recognize that potentially about half the small parcels would actually contribute to the costs of providing services to the area.

Results

The estimated costs for serving each urban reserve area with public utilities is shown in the attached tables.

Southwest Area: The Southwest Area is currently not served by the City sewer system. It is largely separated from the City by the Chehalem Creek canyon. Sanitary sewer pump stations would be required to serve most of this area. In addition, most of the area would drain toward the Dayton Avenue pump station, which already has capacity issues. Most of the area is existing rural residential subdivisions with existing septic systems. It would be very challenging to effectively extend sewer service to developing properties in the area. One exception could be a small area in the Honey Lane/Highway 240 area. Some of this area could be served using the same pump station needed to serve the Chehalem Drive area, and thus could be served with reasonable costs.

The area is served by scattered water districts and individual wells. New trunk water lines would be needed to serve the area. The area could be served with the water service levels of the existing water system.

The area is crossed by Chehalem Creek and several branches. Storm drainage could readily be provided to most of the area.

Northwest Area: The Northwest area is not currently served by the City sewer system. The entire area would require sanitary sewer pump stations to connect into the City's system. Some of the area could connect to the planned Highway 240 pump station, needed to serve the Chehalem Drive area.

The area is served by scattered water districts and individual wells. New trunk water lines would be needed to serve the area. The area could be served with the water service levels of the existing water system.

The Northwest area largely drains to branches of Chehalem Creek. These branches are fairly level and shallow, thus flooding is an issue. Storm drainage in the area will need to include storm detention to alleviate local overflows.

North Area: Sewer to North Area A would generally flow to the south. The western part would need to be pumped to cross a branch of Chehalem Creek. The entire area connects to existing pumped systems, so either existing pump stations would need to be upgraded, or new systems developed.

North Area A is nearly all within the water service level of the existing City system. A standard trunk line water system would need to be extended to serve the area.

North Area A largely drains to branches of Chehalem Creek. These branches are fairly level and shallow, thus flooding is an issue. Storm drainage in the area will need to include storm detention to alleviate local overflows.

Sewer to North Area B would gravity flow to the south. These could connect to other gravity flow lines along Hess Creek or Springbrook Road. Downstream capacity of these lines would be an issue.

Water service is a major issue for North Area B. The entire area is above the existing water service level. Therefore, a higher level water reservoir will be needed. A zone 2-3 water reservoir is already planned to serve the areas within the existing URA, so water lines could be extended from this system to serve part of this area. However, the majority of North Area B is even higher than this reservoir would serve, so a new zone 4 reservoir would need to be constructed to serve areas above 460 feet. A zone 5 reservoir or pump station may even be needed. The costs of creating this storage coupled with the relatively small amount of buildable land in the area make extending water service prohibitively expensive.

Storm drainage in North Area B would flow southerly through existing canyons. Some detention may be needed to prevent downstream flooding.

Northeast Area: Northwest Area A is nearly all fully developed rural residential subdivisions. Extending any utilities to this area will be a significant problem as most property owners view their properties as fully developed already. If one or more property owners choose to develop, they would bear the full cost of extending services past adjoining properties that are not developing. In most cases, this will be cost prohibitive. An exception would be lands that are directly across from other properties already in the UGB or URA, such as along Springbrook Road. In this case, trunk utility lines will already need to be extended within the road. Thus, the properties on the opposite side of the street could be served with relatively minor costs.

Sewer service for Northwest Area A would generally flow toward sewer lines in Springbrook Road. Some downstream capacity issues would need to be addressed. A pump station would be needed to serve the Putnam Road area.

Water service could be extended from water systems along Springbrook Road. Water lines would need to be extended along existing roadways. The area north of the rail lines is within water service levels 2, 3, and 4. The area within service level 2 and 3 could be served by the planned service level 2-3 reservoir. The existing water service plan does not anticipate a reservoir to serve level 4, so a new reservoir would be needed above 460 feet. Given the small amount of buildable land above that level, it would likely be cost prohibitive to serve the level 4 area.

Storm drainage would generally need to be extended to connect to branches of Springbrook Creek.

East Area: East Area A would require sanitary sewer pump stations to serve most of the area. Some of the area could be served by the existing Fernwood Road pump station, though that pump station would require upgrades. A new pump station on Wilsonville Road would be needed to serve areas that could not gravity flow to the Fernwood Road station.

The area is nearly all within the existing City service level for water. Trunk lines would need to be extended to serve development.

Storm drainage generally flows toward branches of Springbrook Creek. New storm drain lines would need to be extended to connect to natural drainages.

East Area B is above the existing water reservoir service level. The area would be within several service levels, so a series of pump stations and reservoirs would be needed to fully serve the area. Given the relative lack of buildable land in the area, it likely would be cost prohibitive to serve the area with water service.

East Area B would gravity flow sewer toward Corral Creek Road. From that point, sewer would have to be connected to new pumped systems.

Storm drainage likewise would generally flow to the west to Corral Creek Road. New storm drain systems would need to be installed to extend to Springbrook Creek.

Southeast Area: Southeast Area A is an existing largely developed rural residential development along Dog Ridge Road. This would make it difficult to extend utilities to serve this area, as many property owners would view the area as already fully developed.

Sewer for this area would need to flow north to a new pump station within the Hess Creek Canyon. From there it would need pumped to the sewer treatment plant.

Water lines would need to be extended along Dog Ridge Road. Storm drainage would need directed toward either Hess Creek or the Willamette River.

Southeast Area B could be served by a new sewer pump station along Highway 219. A new force main would be needed to tie to the sewer treatment plant. Water service could be provided with standard water line extensions. Storm sewers could be directed toward Hess Creek and Springbrook Creek.

Southeast Area C will require connection to a new sewer pump station on Wilsonville Road. In addition, a new pump station will be needed along Neumann Lane. Water can be provided with standard main extensions. Storm drainage could be directed toward Springbrook Creek with standard line extensions.

Conclusions

The attached tables show the overall cost estimates of providing sewer, water, and storm drainage utilities to each of the study areas.

North Area B and East Area B both would require multiple water reservoirs and pump stations to serve with water. The costs of developing these systems, coupled with the relatively small amount of buildable land and the already difficult topography, make these areas cost prohibitive to develop with urban facilities.

The Southwest Area, Northeast Area A, and Southeast Area A areas face similar problems: relatively high costs for extending sewer and other facilities to existing developed rural residential areas. The full costs of extending services to these areas make development nearly

cost prohibitive. Some exceptions occur within these areas, such as areas along Springbrook Road across the street from the existing URA, and along Highway 240, where development might be served by utilities extended to serve nearby properties.

Most of the Northwest Area, East Area A, and Southeast Areas B and C can be feasibly serviced with utilities, though there will still need to be significant capital investments, particular with sewer systems.

Estimated Cost to Serve Urban Reserve Study Areas

Study Area	Cost/Acre
Northeast A	$ 54,000
East B	$ 57,000
Southwest C	$ 42,000
Southwest D	$ 34,000
Southwest B	$ 34,000
North B	$ 33,000
Southeast A	$ 27,000
North A	$ 27,000
Southwest A	$ 26,000
Northwest B	$ 24,000
Southeast B	$ 22,000
Northeast B	$ 19,000
Northwest A	$ 17,000
East A	$ 16,000
Southeast C	$ 12,000

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Maps

Map 1: 2007 Urban Reserve Areas

Map 2: Newberg Special Area Plan Boundaries and Land Needed for Special Uses

Map 3: Urban Reserve Study Areas (2004), Urban Reserve Areas (1995); Exception Areas, and Agricultural Soil Capability Classes for Agricultural Lands

Map 4: Yamhill County Zoning

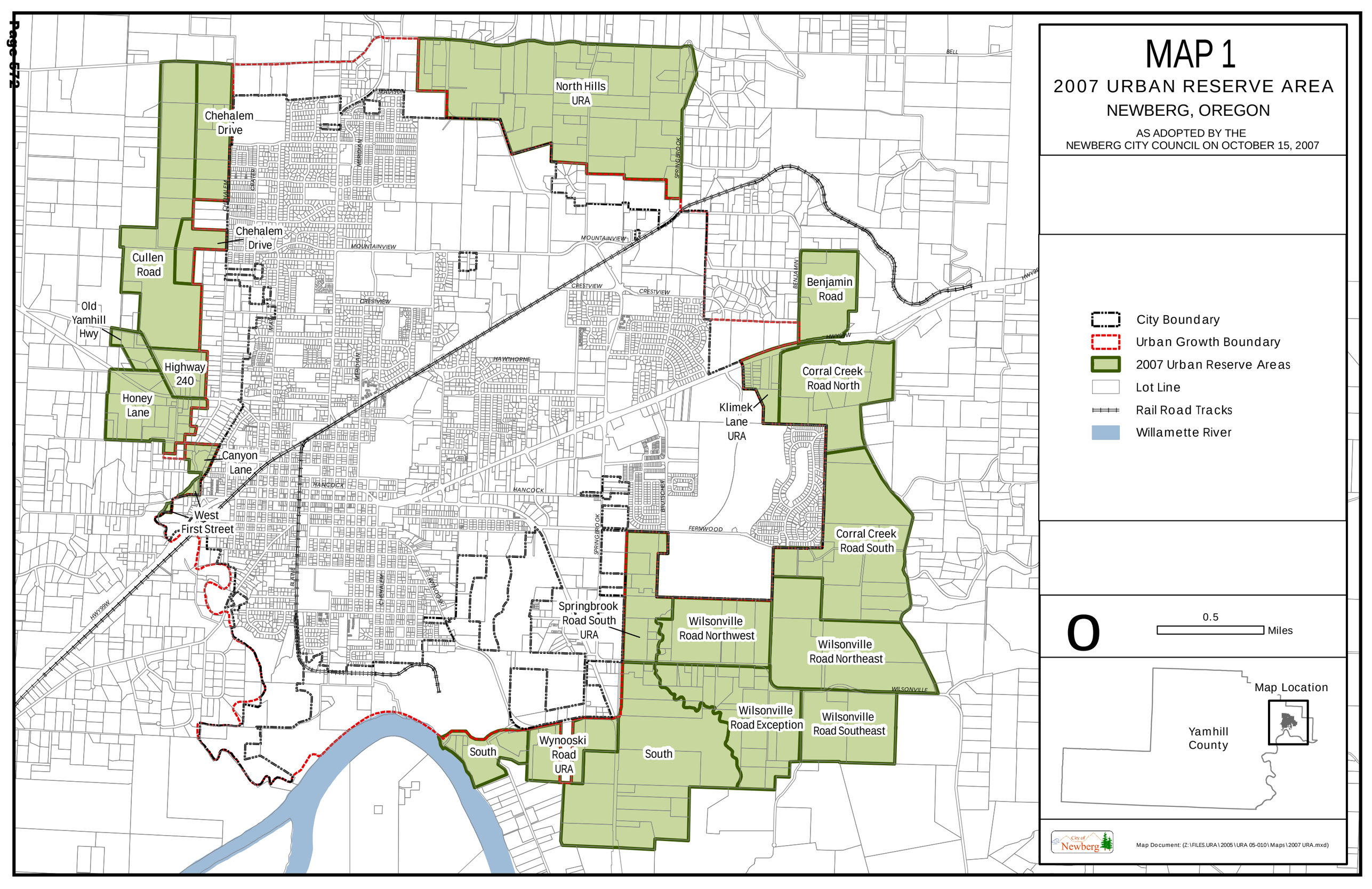
Map 5: Urban Reserve Study Areas with Slopes

Map 6: Urban Reserve Study Area Water Features

Map 7: Transportation Systems Concept Plan 2007 Urban Reserve Area

Map 8: Sanitary Sewer and Water Systems Plan for 2007 Urban Reserve Area

Map 9: Topographically and Physically Constrained Areas



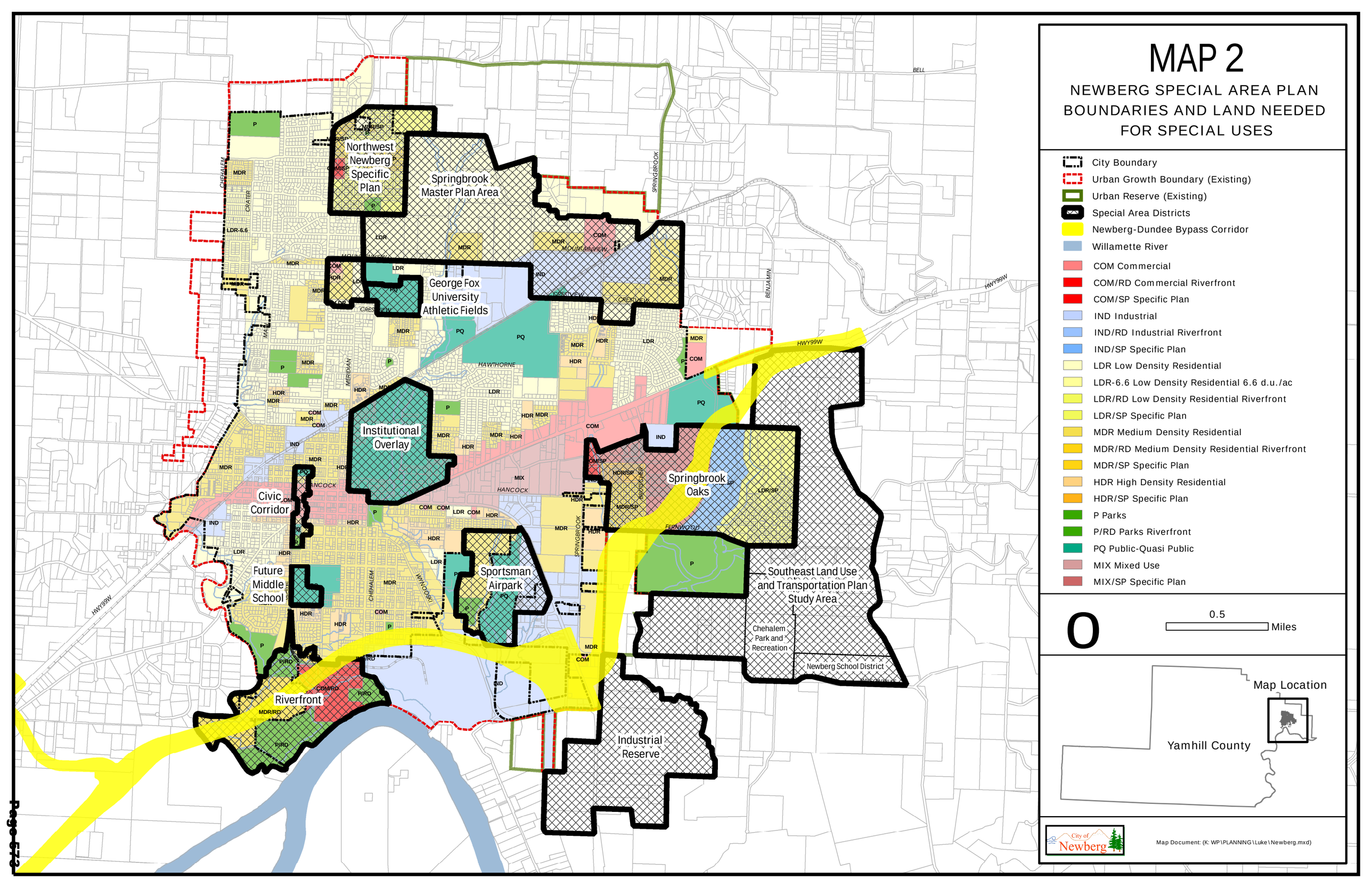
MAP 1

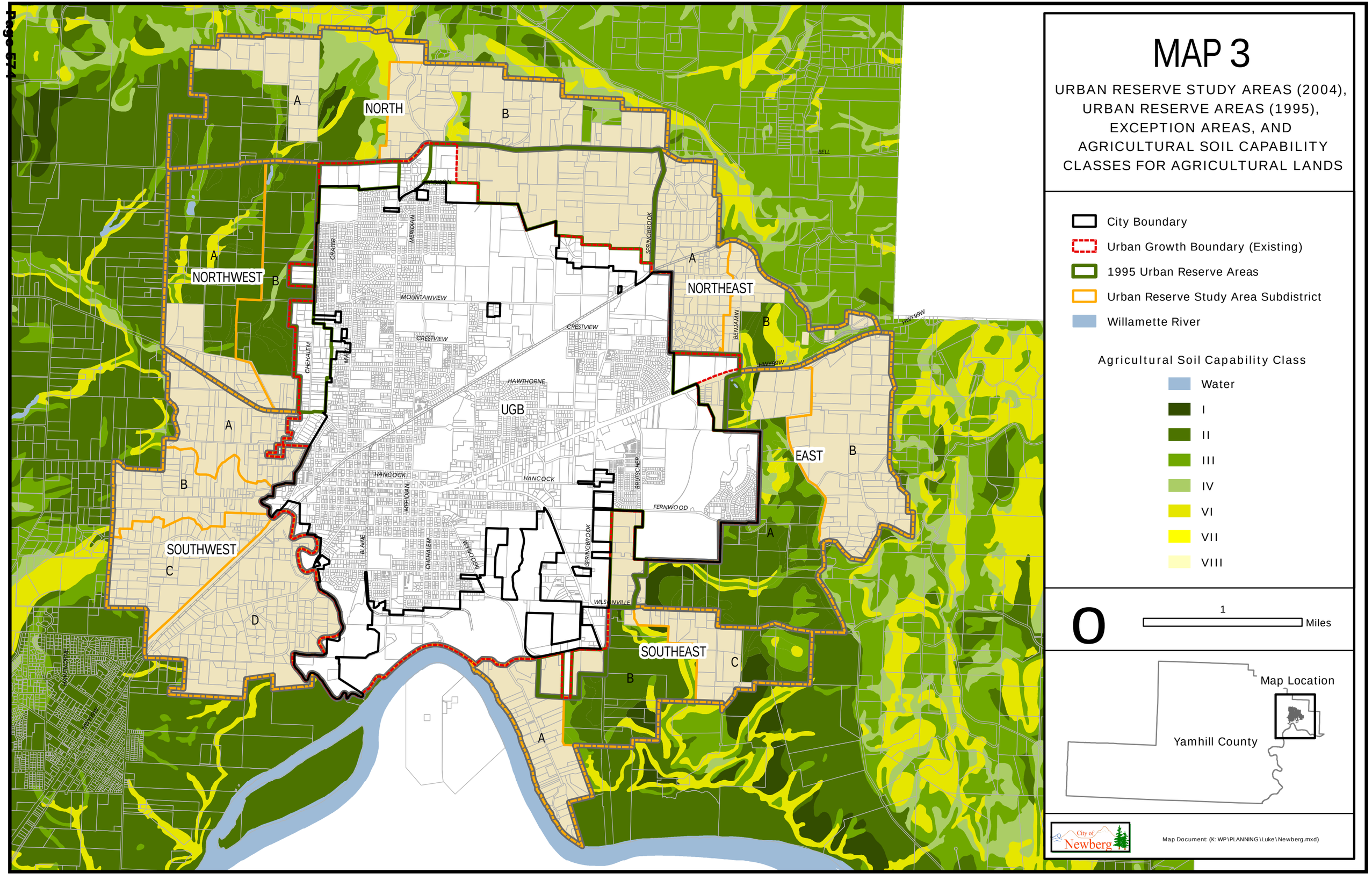
2007 URBAN RESERVE AREA

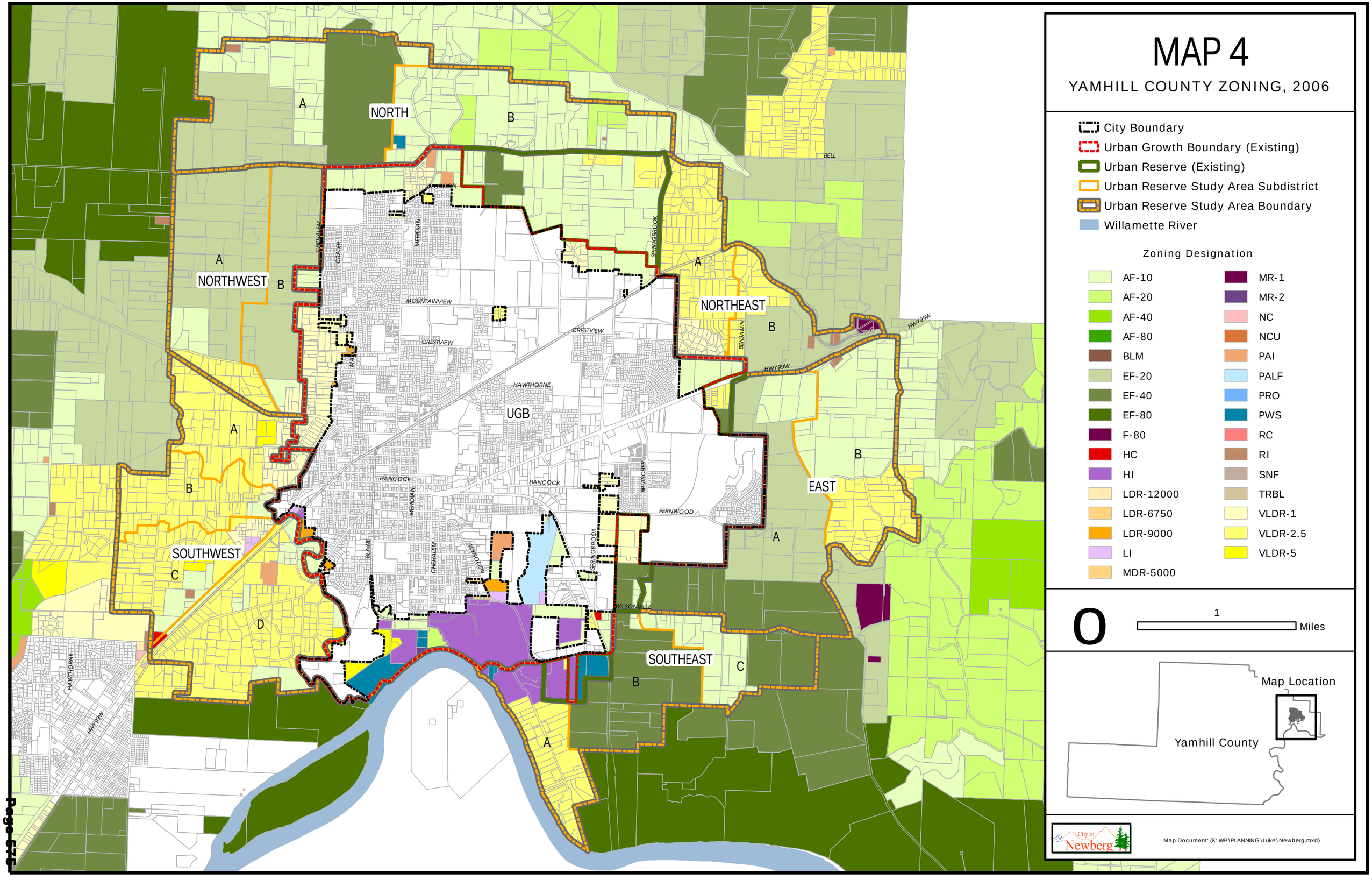
NEWBERG, OREGON

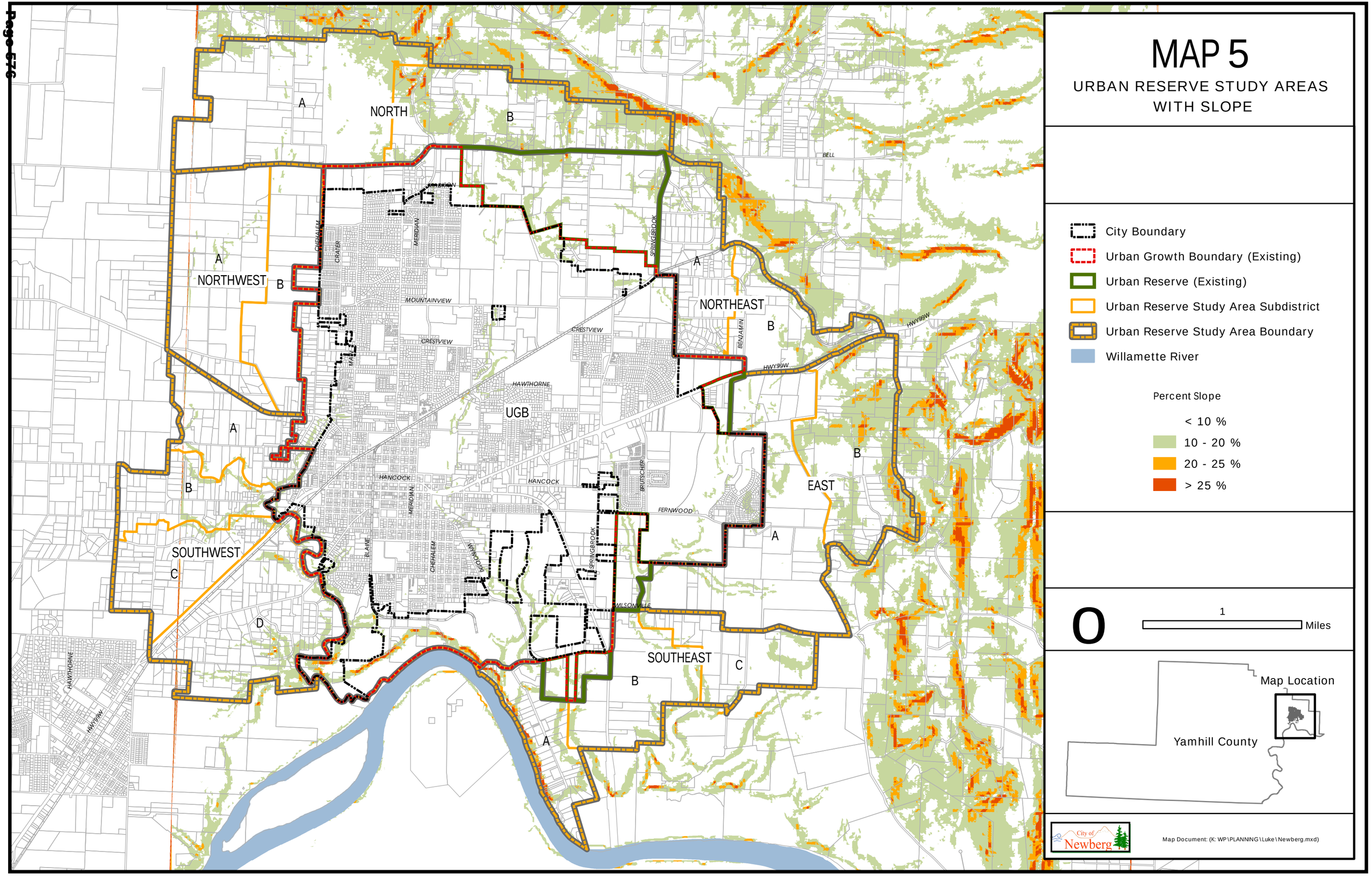
AS ADOPTED BY THE
NEWBERG CITY COUNCIL ON OCTOBER 15, 2007

Map Document: (Z:\FILES.URA\2005\URA 05-010\Maps\2007 URA.mxd)


MAP 2
NEWBERG SPECIAL AREA PLAN BOUNDARIES AND LAND NEEDED FOR SPECIAL USES
City Boundary
Urban Growth Boundary (Existing)
Urban Reserve (Existing)
Special Area Districts
Newberg-Dundee Bypass Corridor
Willamette River
COM Commercial
COM/RD Commercial Riverfront
COM/SP Specific Plan
IND Industrial
IND/RD Industrial Riverfront
IND/SP Specific Plan
LDR Low Density Residential
LDR-6.6 Low Density Residential 6.6 d.u./ac
LDR/RD Low Density Residential Riverfront
LDR/SP Specific Plan
MDR Medium Density Residential
MDR/RD Medium Density Residential Riverfront
MDR/SP Specific Plan
HDR High Density Residential
HDR/SP Specific Plan
P Parks
P/RD Parks Riverfront
PQ Public-Quasi Public
MIX Mixed Use
MIX/SP Specific Plan
0
0.5
Miles
Map Location
Yamhill County
Northwest Newberg Specific Plan
Springbrook Master Plan Area
George Fox University Athletic Fields
Institutional Overlay
Civic Corridor
Future Middle School
Riverfront
Sportsman Airpark
Springbrook Oaks
Southeast Land Use and Transportation Plan Study Area
Chehalem Park and Recreation
Newberg School District
Industrial Reserve
HWY99W
HAWTHORNE
HANCOCK
MERIDIAN
CHEHALEM
SPRINGBROOK
BENJAMIN
BELL
CRATER
MOUNTAINVIEW
CRESTVIEW
FERNWOOD
BROOKSIDE
City of Newberg
Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)


NORTH
NORTHWEST
NORTHEAST
SOUTHWEST
SOUTHEAST
EAST
UGB
A
B
C
D
MOUNTAINVIEW
CRESTVIEW
HAWTHORNE
HANCOCK
FERNWOOD
WILSONVILLE
BELL
CRATER
MERIDIAN
CHEHALEM
SPRINGBROOK
BENJAMIN
BRUTSCHER
BLAINE
HWY99W
MAP 3
URBAN RESERVE STUDY AREAS (2004), URBAN RESERVE AREAS (1995), EXCEPTION AREAS, AND AGRICULTURAL SOIL CAPABILITY CLASSES FOR AGRICULTURAL LANDS
City Boundary
Urban Growth Boundary (Existing)
1995 Urban Reserve Areas
Urban Reserve Study Area Subdistrict
Willamette River
Agricultural Soil Capability Class
Water
I
II
III
IV
VI
VII
VIII
0
1
Miles
Map Location
Yamhill County
City of Newberg
Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)


MAP 4
YAMHILL COUNTY ZONING, 2006
City Boundary
Urban Growth Boundary (Existing)
Urban Reserve (Existing)
Urban Reserve Study Area Subdistrict
Urban Reserve Study Area Boundary
Willamette River
Zoning Designation
AF-10
AF-20
AF-40
AF-80
BLM
EF-20
EF-40
EF-80
F-80
HC
HI
LDR-12000
LDR-6750
LDR-9000
LI
MDR-5000
MR-1
MR-2
NC
NCU
PAI
PALF
PRO
PWS
RC
RI
SNF
TRBL
VLDR-1
VLDR-2.5
VLDR-5
0
1
Miles
Map Location
Yamhill County
City of Newberg
Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)
NORTH
NORTHWEST
NORTHEAST
SOUTHWEST
SOUTHEAST
EAST
UGB
A
B
C
D
HAWTHORNE
MOUNTAINVIEW
CRESTVIEW
HANCOCK
FERNWOOD
WILSONVILLE
BELL
HWY99W
HWY18W
CRATER
MERIDIAN
SPRINGBROOK
BENJAMIN
BRUSCHER
BLAINE
CHEHALEM
MCDOWELL



MAP 5

URBAN RESERVE STUDY AREAS WITH SLOPE

- City Boundary
- Urban Growth Boundary (Existing)
- Urban Reserve (Existing)
- Urban Reserve Study Area Subdistrict
- Urban Reserve Study Area Boundary
- Willamette River

Percent Slope

- < 10 %
- 10 - 20 %
- 20 - 25 %
- > 25 %

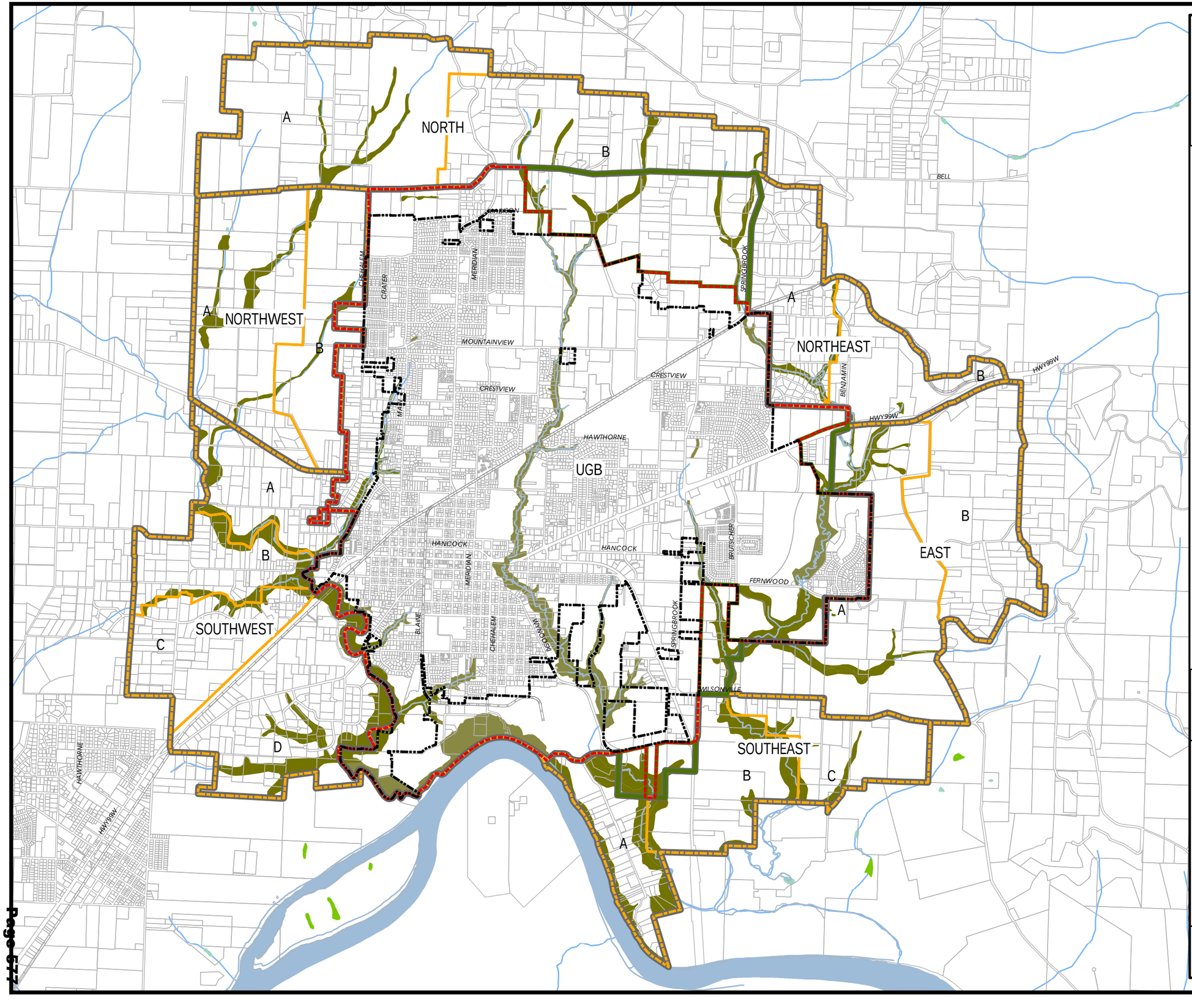
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City of Newberg

Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)

MAP 6

URBAN RESERVE STUDY AREAS
WATER FEATURES, 2006



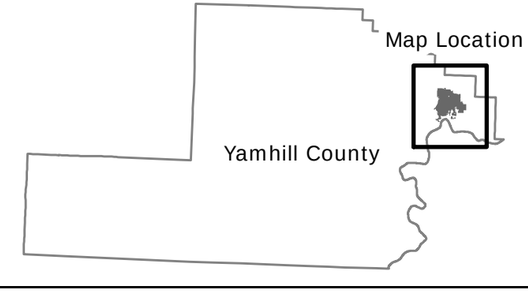
City Boundary
Urban Growth Boundary (Existing)
Urban Reserve (Existing)
Urban Reserve Study Area Subdistrict
Urban Reserve Study Area Boundary
Stream
Willamette River
National Wetlands Inventory*: PEM1Y
National Wetlands Inventory*: POWKZh

*Descriptions for the National Wetlands Inventory classification codes referenced above, are as follows:

PEM 1y = Freshwater, wetlands often referred to as marshes, bogs, and swamps. Considered saturated/semipermanent/seasonal.

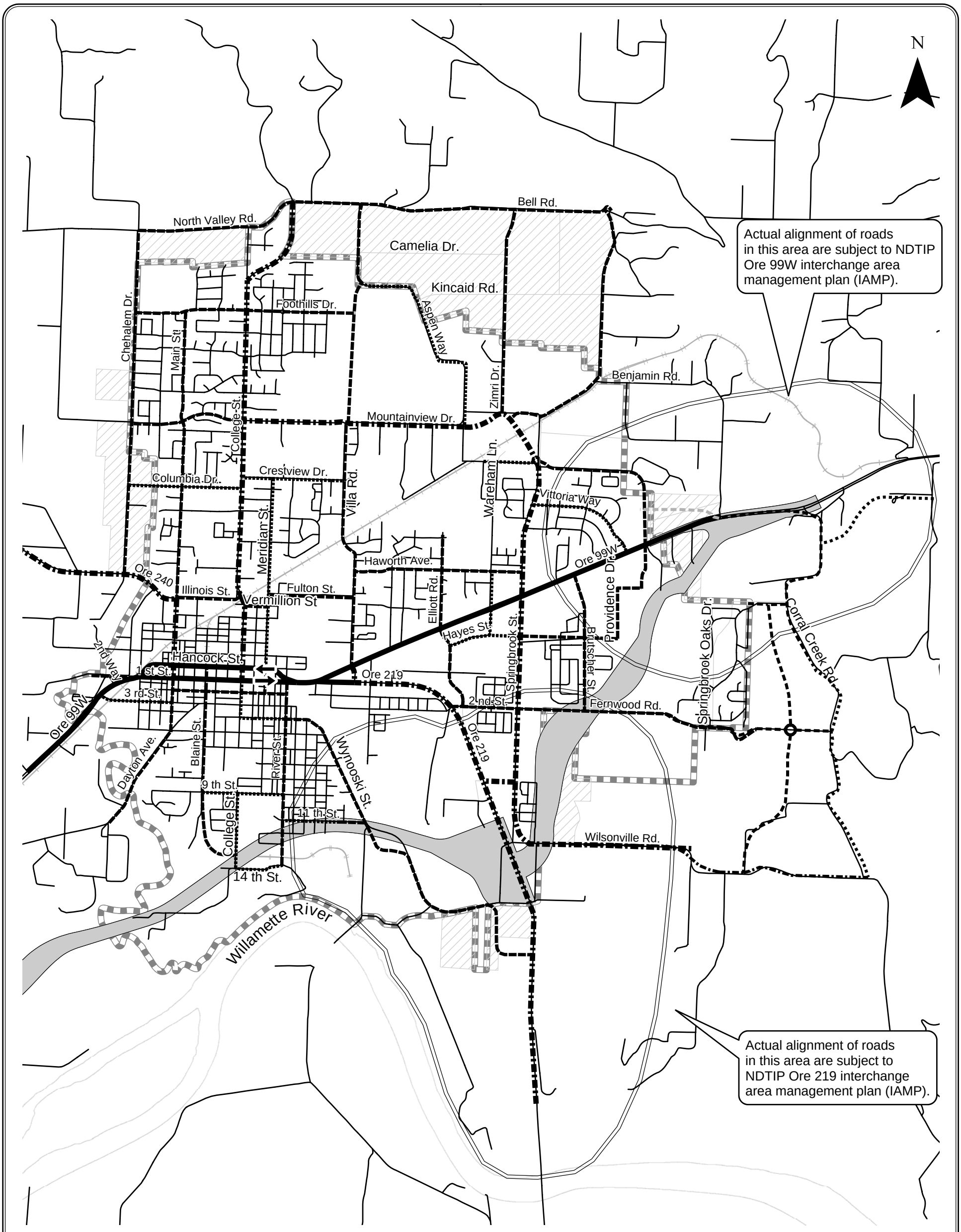
POWKZh= Open water and intermittntly exposed. Considered permanent.

0 1 Miles



City of Newberg

Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)



LEGEND

- Statewide Highway
- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Interchange Area Management Plan Boundary
- Urban Growth Boundary
- Urban Reserve Area
- Railroad
- Streets
- River

Notes:

- Street located outside of Urban Growth Boundary are outside of Newberg's jurisdiction. If a proposed roadway alignment extends outside the UGB, than a plan amendment is required. Improvements recommended would need to be coordinated with Yamhill County.

With additions
SE Newberg Transportation Plan

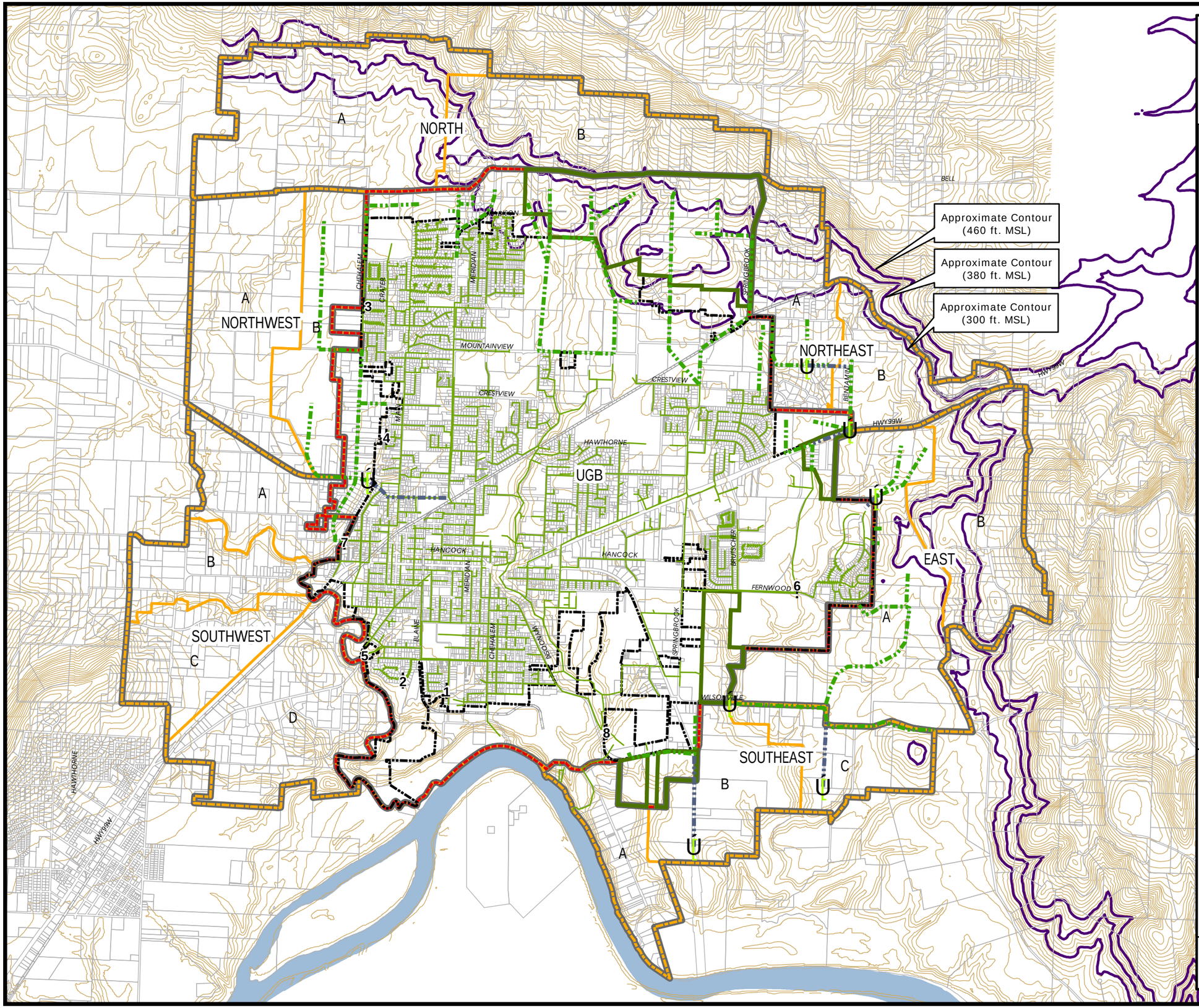
TRANSPORTATION PLAN MAP FOR 2007 URBAN RESERVE AREAS NEWBERG, OR.

MAP 7

K:ARC/BARTON/URA ADDITIONS/TSPwSE.mxd

MAP 8

SANITARY SEWER SYSTEM PLANS

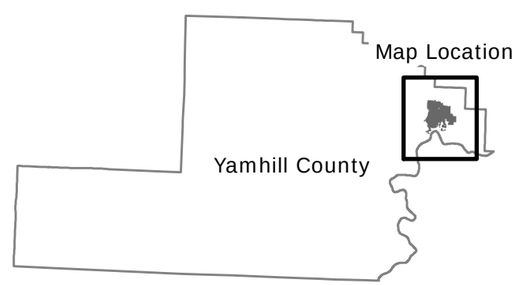


- City Boundary
- Urban Growth Boundary (Existing)
- Urban Reserve (Existing)
- Urban Reserve Study Area Subdistrict
- Urban Reserve Study Area Boundary
- Willamette River
- 20' Elevation Contour
- Current Sanitary Sewer System
- Potential Future Pump Stations
- Potential Future Gravity Main
- Potential Future P.M./Force Main

Sanitary Sewer Pump Stations

1. Andrew St
2. Charles St
3. Chehalem Dr
4. Creekside
5. Dayton Ave
6. Fernwood Rd
7. Sheridan St
8. Influent Pump Station

1 Miles



City of Newberg

Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)

MAP 9

TOPOGRAPHICALLY AND PHYSICALLY CONSTRAINED AREAS

NORTH
NORTHWEST
NORTHEAST
SOUTHWEST
SOUTHEAST
EAST
A
B
C
D
UGB

Approximate Contour (460 ft. MSL)
Approximate Contour (380 ft. MSL)
Approximate Contour (300 ft. MSL)

MADISON
MERIDIAN
CRATER
CHEHALEM
MAIN
SPRINGBROOK
BELL
MOUNTAINVIEW
CRESTVIEW
HAWTHORNE
BENJAMIN
HWY99W
HANCOCK
BRUTSCHER
FERNWOOD
BLAINE
WYNOOSKI
WILSONVILLE

City Boundary
Urban Growth Boundary (Existing)
2007 Urban Reserve Areas
Urban Reserve Study Area Boundary
Urban Reserve Study Area Subdistrict
Rural Buildings
100 Year Floodplain
500 Year Floodplain
Willamette River
Water Features
20' Elevation Contour

0 1 Miles

Map Location
Yamhill County

City of Newberg

Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)

NEWBERG CITY COUNCIL MEETING INFORMATION

DATE of Meeting: October 15, 2007 **Prepared by: Norma Alley**

Councilors	Roll Call	MOTION Topic: Consent Calendar – Proclamation & 9/17/07 CC Minutes	RESOLTUION NO. 2007-2734 Topic: Water Hardship Connection on Dillon Rd.	ORDINANCE NO. 2007-2681 Topic: URA Amendment	ORDINANCE NO. 2007-2682 Topic: Southeast Transportation Plan – Postpone until Nov. 19th	RESOLUTION NO. 2007-2736 Topic: Manager Pro Tem	MOTION Topic:	MOTION Topic:
ANDREWS, Bob, Mayor	X	YES	YES	YES	YES	YES		
BOYES, Mike	X	YES	YES	YES	YES	YES		
CURRIER, Roger	X	YES	YES	YES	YES	YES		
LARSON, Bob	X	YES	YES	YES	YES	YES		
PALMER, Jeff	X	YES	YES	YES	YES	YES		
RIERSON, Bart	X	YES	YES	YES	YES	YES		
SOPPE, Robert	X	YES	YES	NO	YES	YES		
ROLL CALL VOTES		**YES: 7 NO: 0 Absent: 0 Abstain: 0**	**YES: 7 NO: 0 Absent: 0 Abstain: 0**	**YES: 6 NO: 1 Absent: 0 Abstain: 0**	**YES: 7 NO: 0 Absent: 0 Abstain: 0**	**YES: 7 NO: 0 Absent: 0 Abstain: 0**	**YES: 0 NO: 0 Absent: 0 Abstain: 0**	**YES: 0 NO: 0 Absent: 0 Abstain: 0**
Department:		Administration	Engineering	Planning	Planning	Legal		
CHANGES: (Yes/No)		No	Yes	No		No		
MOTION (1st/2nd):		Currier/Palmer	Larson/Currier	Larson/Currier	Soppe/Palmer	Larson/Soppe		

CITY RECORDER:

- ☐ **Email Meeting Information Sheet and materials received at meeting to applicable departments for processing of Council action items.**
- ☐ **Place originals of materials received at meeting in corresponding packet file for the record.**
- ☐ **Place Audio recordings on the website, except Executive Session recordings get placed in City Recorder directory.**

CITY DEPARTMENTS: **WITHIN 48 HOURS - Route to City Recorder for Signature (verify changes, if any):**

- ☐ **IF ANY CHANGES, CORRECTIONS ARE TO BE MADE BY DEPARTMENT ORIGINATING DOCUMENT.**
- ☐ **Print final Orders/Ordinances/Resolutions and attachments on 100% cotton white bond paper (excluding RCA).**
- ☐ **IF NOT ADOPTED, route hard copy to City Recorder w/ following notation PRINTED ON TOP - "FAILED TO PASS (DATE)".**
- ☐ **Route to City Recorder for collection of signatures.**

CITY RECORDER: * Route signed copies of documents to respective departments; * Place originals of orders/ordinances/resolutions in City Vault & Index appropriately; * Transfer FINAL order/ordinance/Resolution into appropriate City Recorder Computer Directory.

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Public Comment

DATE OF MEETING: 10/15/07

SUBJECT: Poysdorf Sister City

Public Hearings Only:
Proponent: _____ Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Bob Stewart - Waultrout Kinder-Gertson

Please print legibly

Mailing Address: 4739 Masters Dr Newberg

Phone No.: 503-538-5473

Email: _____

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DATE OF MEETING: 10/15/2007

SUBJECT: Resolution No. 2007-2734 - Water Hardship Connection

Public Hearings Only:
Proponent: ✓ Opponent: X Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Mary Wheeler
Please print legibly

Mailing Address: 23600 NE. Dillon Rd Newberg OR

Phone No.: 541 767-1050

Email: marywrn@hotmail

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IX.1.

DATE OF MEETING: OCT 15, 2007 Ord. 2007-2681

SUBJECT: URBAN RESERVE AREA

Public Hearings Only:
Proponent: X Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: JON MANGIS
Please print legibly

Mailing Address: 920 SAHALEE CT SE SALEM

Phone No.: 503-507-4981

Email: MANGISJA@AOL.COM

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DATE OF MEETING: 10/15/07

SUBJECT: URA Ord. 2007-2681

Public Hearings Only:
Proponent: _____ Opponent: X Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Norma Green
Please print legibly

Mailing Address: 29215 NE Putnam Rd

Phone No.: 503-538-3793

Email: _____

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DATE OF MEETING: 10-15-07

SUBJECT: OR # 2007-2681

Public Hearings Only:
Proponent: ____ Opponent: X Undecided: ____ (Quasi-Judicial Hearing Only)

Name: Joyce Dunman
Please print legibly

Mailing Address: 30160 N.E. Benjamin Rd. Newberg

Phone No.: 503-537-1052

Email: ____

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City of Newberg

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DATE OF MEETING: 10/15/2007

SUBJECT: Ord. No. 2007-2682 - Transportation Plan

Public Hearings Only:
Proponent: _____ Oppo ided: _____ (Quasi-Judicial Hearing Only)

Name: _____

Mailing Address: _____

Phone No.: _____

Email: _____

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G:\Recorder\Forms\Public Comment F

LANCASTER engineering
Michael T. Ard, PE
Senior Transportation Engineer
321 SW 4th Avenue, Suite 400
Portland, OR 97204
Phone 503.248.0313
Fax 503.248.9251
Mike@LancasterEngineering.com

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DATE OF MEETING: 10/15/07 Ord. 2007-2682 VIII. 1.

SUBJECT: Transportation Plan

Public Hearings Only:
Proponent: X Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Julie Fugate - Representing 4 parties
Please print legibly

Mailing Address: 14500 NE Richard Ln, Newberg

Phone No.: 503-522-1900

Email: JULIEFUGATE@KW.COM

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ord. 2007-2682
VIII. 1.

DATE OF MEETING: 10/15/07

SUBJECT: SE Transportation Plan

Public Hearings Only:
Proponent: X Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Gace Schaad
Please print legibly

Mailing Address: 31525 NE Schaad Rd

Phone No.: 503 538-2006

Email: _____

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VIII.1.

DATE OF MEETING: 15 Oct 07

SUBJECT: SE Transportation Plan Ord. 2007-2682

Public Hearings Only:
Proponent: ✓ Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Lewis Schaad
Please print legibly

Mailing Address: 31655 NE Schaad Rd Newberg

Phone No.: 503 537 9285

Email: _____

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DATE OF MEETING: 10/15/07

SUBJECT: SE Transportation Plan - Ordinance No. 2007-2682

Public Hearings Only:
Proponent: X Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Mike Stuhr
Please print legibly

Mailing Address: 31100 NE Fernwood Rd Newberg

Phone No.: 503-538-8703

Email: _____

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VIII. 1.

DATE OF MEETING: 15 October 2007 Ord. 2807-2682

SUBJECT: Southeast Transportation Plan UGB 05-015

Public Hearings Only:
Proponent: ____ Opponent: ____ Undecided: ____ (Quasi-Judicial Hearing Only)

Name: LEE DOES
Please print legibly

Mailing Address: 10730 NE REINE ROAD, NEWBERG

Phone No.: 503-538-2088

Email: ldoes@dwfritz.com

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October 14, 2007

City of Newberg
414 East First Street
Newberg, OR 97132

City Council Meeting
Date: 10/15/2007
Re: Transportation Plan
No: Handout by Lee Does

Re: Transportation Plan, SE Newberg
UGB-05-015

Dear City Council:

We the undersigned are residents of Renne Road, and are aware of the City of Newberg's interest in reclassifying adjoining lands as Urban Reserve Area, or "URA". The undersigned are likewise aware that approximately 50 contiguous acres of farmland at the intersection of Renne and Wilsonville roads have recently been purchased by the school district, and will likely become the site of a future high school. As residents, we are concerned that any increase in traffic on Renne Road would create a serious safety hazard that could not be addressed through increased signage or other traffic control devices.

Renne Road is a short, two-lane rural road terminating at Corral Creek Road to the North and Wilsonville Road to the south, and includes several 'blind' driveways obscured by either gradient, sharp curves, or both. The 20-mph "S" curve on Renne Road has been the site of numerous accidents, including a recent single-vehicle rollover. Responding to recent testimony by resident Lee Does, Commissioner Leslie Lewis stated that she had personally traveled Renne Road and was in agreement that Renne Road was unsuitable for use as a collector route for the additional traffic that could be reasonably anticipated by development along nearby or adjacent properties. City Staff has in fact suggested that such concerns could be addressed by barricading or otherwise closing the southern end of Renne Road, creating a "dead end" street with access only at the existing Corral Creek intersection.

The undersigned request that prior to development of the lands as described above, the county will close the southern end of Renne Road at or near the existing intersection with Wilsonville Road.

Sincerely,

Signature:	Name & Address
Amy L. Does	Amy DOES LEE DOES
	10730 NE RENNE
	10695 NE RENNE
Teresa Gaylord	RON GAYLORD TERESA GAYLORD
	THOMAS STEJSKAL
	10905 NE Renne Rd.
Erik Linvog	ERIK + HEATHER LINVOG
Heath Linvog	10890 NE RENNE RD.
	10955 NE Renne Rd.

SUBMITTED BY LEE & AMY DOES 10730 N.E. RENNE ROAD, NEWBERG, OR 97132

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DATE OF MEETING: 10/15/07

2007-2682

SUBJECT: Southeast Transportation Plan

Public Hearings Only:
Proponent: X Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: GARREN INGRAM
Please print legibly

Mailing Address: P.O. Box 842, Sherwood, Or. 97140

Phone No.: 503-692-0229

Email: _____

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VIII. 1.

DATE OF MEETING: 10/15/07

SUBJECT: SE Area Transportation Plan Ord. 2007-2682

Public Hearings Only:
Proponent: ____ Opponent: X Undecided: ____ (Quasi-Judicial Hearing Only)

Name: Rob Roholt
Please print legibly

Mailing Address: 31150 NE Schaad Rd.

Phone No.: 503-538-6830

Email: rroholt@verizon.net

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VIII.1.

DATE OF MEETING: 10/15/2007

SUBJECT: Transportation Plan Ord. 2007-2682

Public Hearings Only:
Proponent: _____ Opponent: ✓ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Larry Bowe
Please print legibly

Mailing Address: 1001 Providence Dr. Newberg OR 97132

Phone No.: 503-537-1701

Email: larry.bowe@providence.org

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DATE OF MEETING: 10/15/07

SUBJECT: Ordinance No 2007-2682 (Newberg Southwest Trans. Plan)

Public Hearings Only:
Proponent: _____ Opponent: X Undecided: _____ (Quasi-Judicial Hearing Only)

Name: ~~X~~ Pamela Weaver
Please print legibly

Mailing Address: PO Box 764 Newberg OR 97132

Phone No.: 503-~~5~~538-1588

Email: pamela.weaver@providence.org

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VIII. 1.
Ord. 2007-2682

DATE OF MEETING: 10/15/07

SUBJECT: Ord 2007-2682 - Newberg SE Transportation Plan

Public Hearings Only:
Proponent: _____ Opponent: X Undecided: _____ (Quasi-Judicial Hearing Only)

Name: Jim Hanks
Please print legibly

Mailing Address: 4765 Village Plaza Lp #201 Eugene OR 97401

Phone No.: 541-687-1081

Email: jimhanks@rhweb.com

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DATE OF MEETING: 10/15/07

SUBJECT: ORDINANCE No. 2007-2682 NEWBERG SOUTHEAST TRANSPORTATION PLAN

Public Hearings Only:
Proponent: ____ Opponent: X Undecided: ____ (Quasi-Judicial Hearing Only)

Name: GLENN FERRIS
Please print legibly

Mailing Address: 32678 NE CORRAL CREEK ROAD NEWBERG, OR. 97132

Phone No.: 503 538 5864

Email: ____

THANKS! This form helps us spell your name correctly for the permanent record and helps the Mayor determine time limits.

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DATE OF MEETING: 10/5/07 # 2007-2682

SUBJECT: Transportation Plan

Public Hearings Only:
Proponent: ____ Opponent: X Undecided: ____ (Quasi-Judicial Hearing Only)

Name: Dana White
Please print legibly

Mailing Address: 4706 NE Glisan Portland

Phone No.: 503.215.6575

Email: dana.white@providence.org

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Providence | Health System

City Council Meeting
Date: 10/15/2007
Re: Ord. No. 2007-2682
No: Handed out by Dana White

Regional Real Estate / Property Management

4706 N.E. Glisan
Suite 101
Portland, Oregon
97213

Tel 503.215.7325
Fax 503.215.6678

October 15, 2007

Councilor Jeff Palmer
414 East First Street
Newberg, Oregon 97132

Dear Councilor Palmer:

Providence Health & Services has approved the planning and construction of a 42, 000 square foot medical office building on the Newberg Medical Center campus. Planning will begin in January 2008 with projected completion of construction third quarter 2009.

Sincerely,

Dana White
Regional Director, Real Estate/Property Management
Providence Health & System - Oregon

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DATE OF MEETING: 10/15/07

SUBJECT: 2007-2682

Public Hearings Only:
Proponent: _____ Opponent: X Undecided: _____ (Quasi-Judicial Hearing Only)

Name: JOHN BRIDGES
Please print legibly

Mailing Address: 515 E FIRST ST.

Phone No.: 538-3138

Email: john@newberglaw.com

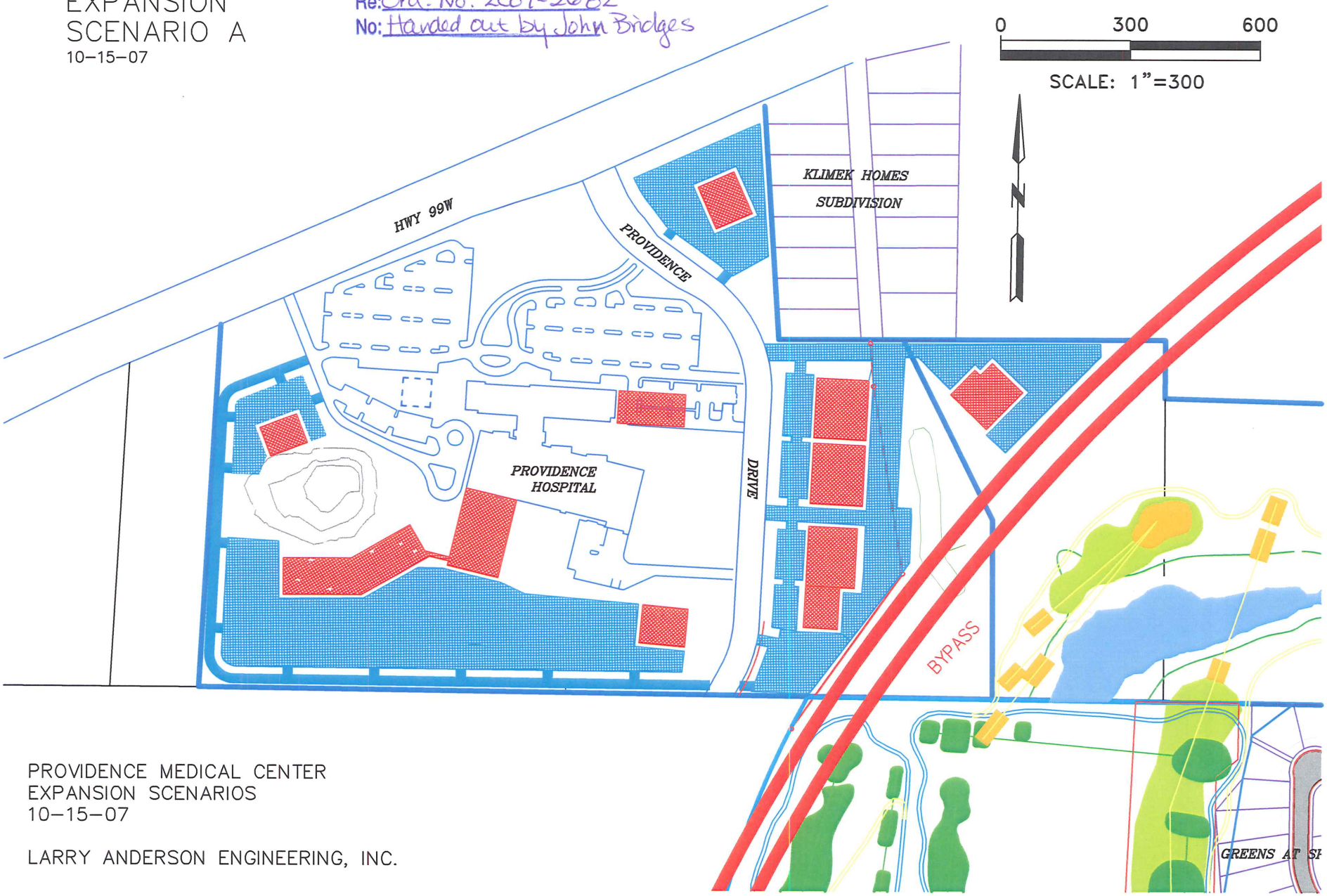
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City Council Meeting
Date: 10/15/2007
Re: Ord. No. 2007-2682
No: Handed out by John Bridges

EXPANSION SCENARIO A

10–15–07



PROVIDENCE MEDICAL CENTER
EXPANSION SCENARIOS
10–15–07

LARRY ANDERSON ENGINEERING, INC.

City Council Meeting
Date: 10/15/2007
Re: Ord. No. 2007-2682
No: Handout from John Bridges



Providence | Health System

Yamhill Service Area

501 Villa Road
Newberg, Oregon
97132

Tel 503.537.1555
Fax 503.537.1800

City Council Meeting
Date: 10/15/2007
Re: Ord. No. 2007-2682
No: Handed out by John Bridges

July 18, 2003

JUL 22 2003

Mr. Dean Werth
4709 E. Fernwood Road
Newberg, OR 97132

Dear Dean,

As you mentioned at the Traffic meeting Monday, you are not opposed to limiting truck trailer traffic on the road connecting the hospital to Springbrook Oaks, but such an action should prompt rezoning the Industrial land within Springbrook Oaks. I am writing to offer our support to such a proposal.

More specifically, the last thing this Community wants or needs is truck traffic bisecting the Medical Center site. The danger to patients, pedestrians with such access would be substantial.

Providence Newberg Hospital is willing to be an advocate with you to change the zoning on your industrial property. Advocacy could be writing letters, testifying at various public hearings and/or meetings with the City to support your position.

Thank you for talking with me this afternoon. I look forward to participating with you and Mike Gougler to further address this issue.

Sincerely,

Mark W. Meinert, FACHE
Chief Executive
Yamhill Service Area

werthzoning

cc: John Bridges
Mike Gougler
Jim Bennett
Dana White
Mark May

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DATE OF MEETING: October 15 2007 Ord. 2007-2682

SUBJECT: Newberg SE Transportation Plan

Public Hearings Only:
Proponent: ____ Opponent: ____ Undecided: ✓ (Quasi-Judicial Hearing Only)

Name: John F. and Margaret L. Hickert
Please print legibly

Mailing Address: 16255 S.W. King Charles Avenue, King City, OR 97224

Phone No.: 503 624 9403

Email: (no)

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City of Newberg

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DATE OF MEETING: 10/15/2007

SUBJECT: Ordinance No. 2007-2682 - Transportation Plan

Public Hearings Only:
Proponent: _____ Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: _____

Mailing Address: _____

Phone No.: _____

Email: _____

Terry D. Cole
Region 2 Lead Planner

Oregon
DEPARTMENT OF
TRANSPORTATION
455 Airport Road SE, Bldg. B
Salem, Oregon 97301-5395
(503) 986-2674
Fax: (503) 986-2840
Terry.D.Cole@odot.state.or.us

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DATE OF MEETING: 10/15/2007

SUBJECT: Ordinance No. 2007-2682 - Transportation Plan

Public Hearings Only:
Proponent: _____ Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: _____

Mailing Address: _____

Phone No.: _____

Email: _____

Marc A. Butorac, P.E., P.T.O.E.
PRINCIPAL ENGINEER
mbutorac@kittelson.com
610 SW Alder Street, Suite 700
Portland, OR 97205
503.228.5230
503.273.8169
KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

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DATE OF MEETING: 10/15/2007

SUBJECT: Council Business - CM Recruitment Services

Public Hearings Only:
Proponent: _____ Opponent: _____ Undecided: _____ (Quasi-Judicial Hearing Only)

Name: _____

Mailing Address: _____

Phone No.: _____

Email: _____

Mid-Willamette Valley Council of Governments

105 High St SE
Salem OR 97301-3667
503-588-6177
Fax: 503-588-6094
www.mwvcog.org
nboyer@mwvcog.org

Nancy J. Boyer
Executive Director

Getting things done together!

THANKS! This form helps us spell your name correctly for the permanent record and helps the Mayor determine time limits.

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REQUEST FOR COUNCIL ACTION

DATE ACTION REQUESTED: 2007, October 15

Order No. ____	Ordinance No. ____	Resolution No. 2007-2736 XX	Motion ___	Information ___

Date Submitted: October 15, 2007 **SUBJECT:** A Resolution accepting the resignation of James H. Bennett as City manager, Appointing Robert I. Tardiff, Jr. as Manager Pro Tem and providing for the city attorney and the public works director to serve as manager pro tem during times of off-duty or temporary absence of Robert I. Tardiff, Jr.	**Contact Person (Preparer) for this Resolution: Dawn Wilson** **Dept.: Legal** **File No.:** *(if applicable)*

RECOMMENDATION:

Adopt **Resolution No. 2007-2736**.

BACKGROUND:

1. The Newberg City Charter provides that a manager pro tem shall be appointed when the office of city manager becomes vacant. [Chapter 8 – Appointive Officers, Section 34(h) – City Manager.] Please see attachment "A."

2. By Resolution No. 2005-2557, the City Council appointed the city attorney to serve as manager pro tem during the temporary absence of the city manager. The resolution also states that the Council would appoint (by resolution) a manager pro tem if the office became vacant.

3. The mayor has appointed a subcommittee of the Council to make recommendations to the Council concerning the employment of a manager pro tem during an interim period. Additionally, the subcommittee will make recommendations concerning the recruitment and hiring of the permanent city manager.

4. The subcommittee has met on a number of occasions. On October 12, 2007, the subcommittee recommended the appointment setout in this resolution.

FISCAL IMPACT: The costs saved by the vacancy in the City Manager's Office will provide funds to pay for the outside manager pro tem.

STRATEGIC ASSESSMENT: To continue providing outstanding service to the community by providing efficient and continuous operation of city government.

RESOLUTION NO. 2007-2736

A RESOLUTION ACCEPTING THE RESIGNATION OF JAMES H. BENNETT AS CITY MANAGER, APPOINTING ROBERT I. TARDIFF, JR. AS MANAGER PRO TEM AND PROVIDING FOR THE CITY ATTORNEY AND THE PUBLIC WORKS DIRECTOR TO SERVE AS MANAGER PRO TEM DURING TIMES OF OFF-DUTY OR TEMPORARY ABSENCE OF ROBERT I. TARDIFF, JR.

RECITALS:

1. The Newberg City Charter provides that a manager pro tem shall be appointed when the office of city manager becomes vacant. [Chapter 8 – Appointive Officers, Section 34(h) – City Manager.] Please see attachment "A."

2. The City Council, by Resolution No. 2005-2557, appointed the city attorney to serve as manager pro tem during the temporary absence of the city manager. The resolution also states that the Council would, by resolution, appoint a manager pro tem if the office became vacant. Resolution No. 2005-2557 is attached as Exhibit "B."

3. The mayor has appointed a subcommittee of the Council to make recommendations to the Council concerning the employment of a manager pro tem while the Council advertised and hired a permanent city manager. Additionally, the subcommittee will make recommendations concerning the recruitment and hiring of that permanent city manager.

4. The subcommittee has met on a number of occasions. On October 12, 2007, the subcommittee recommended the appointment setout in this resolution.

THE CITY OF NEWBERG RESOLVES AS FOLLOWS:

1. The City Council hereby accepts the resignation of James H. Bennett as City Manager of the City and declares the office vacant as of October 12, 2007.

2. Under the authority of the City Charter Chapter VIII, Section 34(h), the Council appoints a manager pro tem and designates certain public officials by office to serve as manager pro tem at various times while the Council recruits and hires a full-time, permanent city manager. This period of recruitment and hiring is hereinafter referred to as the interim period. The appointment is as follows:

   a) **Robert I. Tardiff, Jr.** Robert I. Tardiff, Jr. ("Tardiff") is appointed as manager pro tem to serve on a part-time basis for approximately eighty (80) hours per month in accordance with a contract for services.

b) **City Attorney.** When Tardiff is off duty or temporarily absent from the City, the city attorney is appointed and will serve as the manager pro tem.

c) **Public Works Director.** When both Tardiff and the city attorney are off duty or temporarily absent from the City, the public works director is appointed and will serve as the manager pro tem.

d) **Effective.** The above appointments take effect and will automatically be effective when the occurrences stated above take place.

3. The Mayor is authorized, delegated, and empowered to negotiate, finalize, and execute a contract with Tardiff for the services of the pro tem manager during the interim period. This delegation of authority is meant to allow the mayor full discretion to enter into a contract with Tardiff without further approval by the City Council. A copy of the final document shall be distributed to the City Council by the city attorney. The contract is subject to approval as to form and content by the city attorney.

4. The City Council, as the contract review board, approves delegating the authority to the Mayor to enter into the contract for personal services for the manager pro tem services with Tardiff and makes the following findings of fact:

a) The Newberg Code provides that personal service contracts which are less than $150,000 can be entered into through an informal process. This contract is estimated not-to- exceed $50,000.

b) The City has proceeded through an informal process, which consists of the following:

1) The Mayor has solicited candidates that might be interested in furnishing the manager pro tem services by contacting the League of Oregon Cities, receiving input from Council members and staff.

2) The Mayor made contact with likely candidates in order to determine their availability.

3) All available candidates were pursued, but most of them were not available due to other commitments.

4) The subcommittee interviewed two possible candidates for the position.

5) The subcommittee met, discussed the candidates, and makes the recommendation that Tardiff be appointed to the position.

c) The Council has fulfilled its obligation of due diligence and has met the requirements of an informal process.

d) The Council has the legal authority under the Newberg Code to authorize this contract.

➢ **EFFECTIVE DATE** of this resolution is the day after the adoption date, which is: October 16, 2007.

ADOPTED by the City Council of the City of Newberg, Oregon, this 15th day of October, 2007.

_____
Norma I. Alley, City Recorder

ATTEST by the Mayor this 18th day of October, 2007.

_____
Bob Andrews, Mayor

LEGISLATIVE HISTORY

By and through _____ Committee at __/__/2007 meeting. Or, _X_ None.
(committee name) *(date)* *(check if applicable)*

City Charter Excerpt:
Chapter VIII
APPOINTIVE OFFICERS

Section 34. City Manager.

(a) The office of city manager is established as the administrative head of the city government. The city manager is responsible to the mayor and councilors for the proper administration of all city business. The city manager will assist the mayor and councilors in the development of city policies, and carry out policies established by ordinances, resolutions, and orders.

(b) A majority of the council must appoint and may remove the manager. The appointment must be made without regard to political considerations and solely on the basis of education and experience in competencies and practices of local government management.

(c) The manager need not reside in the city or the state at the time of appointment.

(d) The manager may be appointed for a definite or an indefinite term, and may be removed at any time by a majority of the council. The council must fill the office by appointment as soon as practicable after the vacancy occurs.

(e) The manager must:

(1) Attend all council meetings unless excused by the mayor or council;
(2) Make reports and recommendations to the council about the needs of the city;
(3) Administer and enforce all city ordinances, resolutions, orders, franchises, leases, contracts, permits, and other city decisions;
(4) Appoint, supervise and remove city employees;
(5) Organize city departments and administrative structure;
(6) Prepare and administer the annual city budget;
(7) Administer city utilities and property;
(8) Encourage and support regional and intergovernmental cooperation;
(9) Promote cooperation among the council, staff and citizens in developing city policies, and building a sense of community;
(10) Perform other duties as directed by the council;
(11) Delegate duties, but remain responsible for acts of all subordinates.

(f) The manager has no authority over the council, city attorney, or the judicial functions of the municipal judge.

(g) The manager, the city attorney, and other employees designated by the council may sit at council meetings but have no vote. The manager may take part in all council discussions.

(h) When the manager is temporarily disabled from acting as manager or when the office of manager becomes vacant, the council must appoint a manager pro tem. The manager pro tem has the authority and duties of manager, except that a pro tem manager may appoint or remove employees only with council approval.

RESOLUTION NO. 2005-2557

A RESOLUTION DESIGNATING MANAGER PRO TEM TO SERVE AS CITY MANAGER IN THE ABSENCE OF CITY MANAGER, TEMPORARY DISABILITY OF CITY MANAGER AND PROVIDING FOR APPOINTMENT IN CASE OFFICE BECOMES VACANT IN ACCORDANCE WITH CITY CHARTER SECTION 23(E).

RECITALS:

1. In November of 1982, the electorate approved a revision of the Newberg City Charter providing for a Mayor, Council, and City Manager form of government.

2. In accordance with that Charter amendment, the City Manager is the administrative head of the government of the City.

3. A Manager Pro Tem shall be appointed by the City Council to serve in case of absence and temporary disability of the Manager or whenever the office becomes vacant in accordance with the following section of the City Charter.

> **CHAPTER V**
> *Powers and Duties of Officers*
> Section 23. *City Manager.*
>
> (e) Manager Pro Tem. Whenever the Manager is absent from the City, is temporarily disabled from acting as Manager, or whenever the office becomes vacant, the Council shall appoint a Manager pro tem, who shall possess the powers and duties of the Manager. No Manager pro tem, however, may appoint or remove a City officer or employee except with the approval of three-fourths of the members of the Council. No Manager pro tem shall hold the position as such for more than six months, and no appointment of a Manager pro tem shall be consecutively renewed.

4. From time to time, the Manager may be absent from the City on business, vacation, or for other reasons. In addition, there's a possibility that the City Manager could become temporarily disabled with an illness or for other reasons. During these times, the Council wishes to provide for the uninterrupted functioning of city government by designating a public official who would act as the Manager Pro Tem during these intervals.

5. If the office of City Manager becomes vacant, the Council shall appoint a Manager Pro Tem to serve during the recruitment process (search, interview, and hiring) for the new City Manager.

THE CITY OF NEWBERG RESOLVES AS FOLLOWS:

1. Manager Pro Tem during absence or temporary disability of the City Manager.
   A. The City Council designates the following public officials as the Manager Pro Tem any time the City Manager is absent from the City or temporarily disabled. The public official, as the Manager Pro Tem, shall exercise all powers and duties provided for the Manager Pro Tem in the City Charter Section 23(e).
      i. City Attorney.
      ii. If the City Attorney cannot act as Manager Pro Tem, the City Council designates the Finance Director.

   B. This appointment shall be for the above-specified intervals and shall not be considered consecutively renewed.

2. Vacancy in Office.
   If the office of City Manager becomes vacant, the City Council shall, by resolution, appoint the Manager Pro Tem who will posses all powers and duties of the City Manager as specifically provided for in the City Charter Section (23e).

3. Power of City Council to Appoint Manager Pro Tem.
   The City Council, in its sole discretion and in accordance with the City Charter, may designate any public official as the Manager Pro Tem.

4. Purpose of this Resolution.
   The purpose of this resolution is to provide the efficient and continuous operation of the City government.

- **EFFECTIVE DATE** of this resolution is the day after the adoption date, which is: February 8, 2005.

ADOPTED by the City Council of the City of Newberg, Oregon, this 22nd day of February, 2005.

James H. Bennett, City Recorder

ATTEST by the Mayor this 24th day of February, 2005.

Bob Stewart, Mayor

LEGISLATIVE HISTORY

By and through City Council at 01/13 /2005 meeting.