

August 11, 1997

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RE: Decision Statement
Brutscher Street to Main Street
Highway 99W Improvement Project
Newberg, Oregon
Key # 05602, 07022 & 09270

DEPARTMENT OF
TRANSPORTATION

REGION 2

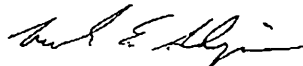
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Attached for your information is a copy of the final Decision Statement for the Newberg Highway 99W improvement project: "Brutscher Street to Main Street". This document describes the decisions that have now been made and describes the project that will be built over the next few years.

The next step in the process is to complete the Revised Environmental Assessment document, as required by federal law, and then start appraisal and acquisition of needed right-of-way, which should start this fall.

If you have any questions about the project, or want to get more copies of the Decision Statement or other documents on the highway project, please call Mark Shippen, at (503) 986-2679, or write to ODOT, Region 2, 2960 State Street, Salem OR 97310.

Sincerely,



Mark Shippen
Project Leader

MS:

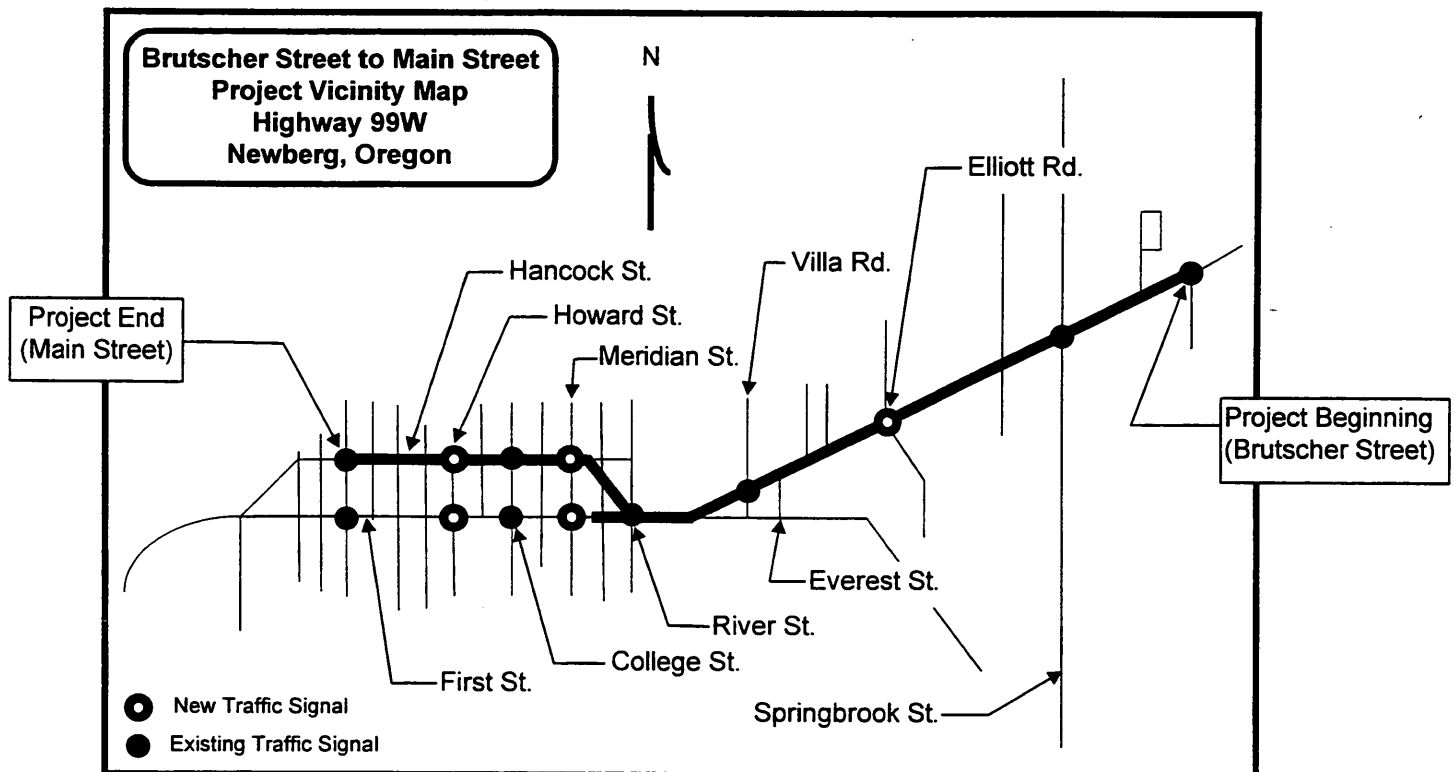
Copies to: ODOT Project Team members
Citizens Advisory Committee members
Technical Advisory Committee members
Mayor of Newberg & Newberg City Council members
Newberg Planning Commission members
Newberg Traffic Safety Commission members



2960 State Street SE
Salem, OR 97310
(503) 986-2600
FAX (503) 986-2630

YAMHILL COUNTY, OREGON
CITY OF NEWBERG

PACIFIC HIGHWAY WEST (ORE 99W)
BRUTSCHER STREET TO MAIN STREET
DECISION STATEMENT
JULY 1997



**BRUTSCHER STREET TO MAIN STREET
PACIFIC HIGHWAY WEST
YAMHILL COUNTY
CITY OF NEWBERG**

Key # 07022 (Brutscher Street to Everest Street)

Key # 05602 (Everest Street to Main Street)

Key # 09270 (Newberg Signals)

DECISION STATEMENT

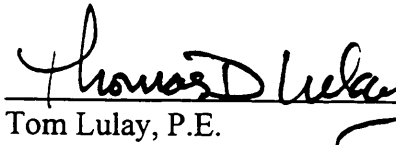
**OREGON DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
CITY OF NEWBERG**


Mark Shippen
Project Leader, ODOT

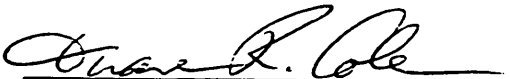
7-25-97
DATE


Gary Johnson, P.E.
Region 2 Manager, ODOT

7-31-97
DATE


Tom Lulay, P.E.
Technical Services Managing Engineer, ODOT

7/31/97
DATE


Duane Cole
City Manager, City of Newberg

July 29, 1997
DATE

BRUTSCHER STREET TO MAIN STREET

Pacific Highway West

Yamhill County

City of Newberg

Key # 07022 (Brutscher Street to Everest Street)

Key # 05602 (Everest Street to Main Street)

Key # 09270 (Newberg Signals)

DECISION STATEMENT

Project Team

Mark Shippen	Project Leader, ODOT
Duane Cole	City Manager, City of Newberg
Ron Clay	Construction Project Manager, ODOT
Don Jordan	District 3 Maintenance Manager, ODOT
Tom Martin	Region 2 Right-of-Way, ODOT
John deTar	Region 2 Planning, ODOT
Candace Jochim	Environmental Services, ODOT
Elmer Wooldridge	Roadway Engineering, ODOT

The Oregon Department of Transportation (ODOT) Project Team Policy grants the Project Team the authority to make decisions regarding the design of this project. All decisions made by the Project Team are consensus-based decisions. The Project Team met frequently to discuss and decide on the design of the project, as described in this Decision Statement.

Citizens & Technical Advisory Committees

In March of 1995, two committees were formed from local Newberg citizens, to help advise ODOT on the design of the project, particularly to give the Project Team feedback on the Access Management alternatives for the section from Brutscher Street to River Street. The following citizens were invited to participate on these committees:

Citizens Advisory Committee (CAC)

Glen Vergets	Local businessman
Curt Walker	Local businessman
Mike Olberding	Local businessman
Dean Werth	Local businessman
Jim Snell	Local businessman
Fred Casey	Local businessman
Rob Molzahn	Local businessman
Loren Berg	Local businessman
Gloria Bevan	Newberg Chamber of Commerce
Nadine Windsor	Local citizen
Sam Farmer	George Fox College

Technical Advisory Committee (TAC)

Larry Anderson	Newberg Engineering Manager
Michael Sherman	Newberg Fire Chief
Paul Frankenburger	Newberg School District
Roger Worrall	Newberg Planning Commission
Jack Kriz	Newberg Planning Commission

Meetings of the Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC) were held on the following dates:

March 29, 1995	first CAC meeting
March 31, 1995	first TAC meeting
May 3, 1995	combined CAC & TAC meeting
July 12, 1995	combined CAC & TAC meeting
August 23, 1995	combined CAC & TAC meeting
October 11, 1995	combined CAC & TAC meeting
March 6, 1996	combined CAC, TAC & Project Team meeting
January 16, 1997	combined CAC, TAC & Project Team meeting

Public Involvement Process

In an effort to involve the larger Newberg community in the development of this project, the following presentations, open house meetings and other public outreach efforts were undertaken:

August 6, 1992	Public Information meeting in Newberg
September 8, 1992	Newberg City Council presentation & resolution (No. 92-1724)
April 25, 1995	Public Open House meeting in Newberg
June 1, 1995	Stakeholders Workshop in Newberg
August 1995	Public information bulletin # 1 is sent out
October 9, 1995	Newberg Chamber of Commerce presentation
October 16, 1995	Newberg City Council presentation
October 26, 1995	Public Open House meeting in Newberg
November 1, 1995	Public Open House meeting in Newberg
February 1996	Public Opinion Survey sent out to Newberg residents
June 17, 1996	Newberg City Council presentation
July 8, 1996	Newberg Traffic Safety Commission presentation
August 1996	Public information bulletin # 2 is sent out
December 12, 1996	ODOT Public Hearing and Open House in Newberg
January 21, 1997	Newberg City Council Public Hearing & resolution (No. 97-2026)
April 10, 1997	Newberg Planning Commission presentation

An Environmental Assessment (EA) was published for public review on November 25, 1996. Written comments on the alternatives presented in the Environmental Assessment were collected during the official public comment period following publication of the EA (November 25, 1996 to December 27, 1996). Written and verbal comments were recorded during the ODOT Public Hearing on December 12, 1996. A total of about 82 people gave written or verbal testimony on the project during the official public comment period and at the ODOT Public Hearing (to receive a copy of the ODOT record of public comments call Mark Shippen at (503) 986-2679).

Public comments were received by the Newberg City Council at a City Council hearing on January 21, 1997. The City Council passed a Resolution (No. 97-2026) supporting most elements of the project, with some recommendations for specific alternatives and changes.

Following the ODOT Public Hearing and the Newberg City Council Public Hearing, the Project Team met three times, in January, February and April of 1997, to discuss and come to consensus on the decision(s) described in this document. Three Newberg citizens - Glen Vergets (owner of Newberg Hardware and Citizens Advisory Committee member), Myrna Miller (Newberg Planning Commissioner) and Bob Andrews (Newberg Traffic Safety Commissioner) attended each of these meetings as members of the Technical Resource Team, to observe the decision process and give feedback to the Project Team during the discussions leading up to these decisions. Duane Cole, Newberg City Manager, was a voting member of the Project Team during the decision process.

Description of Selected Alternative

The Build Alternative presented in the Brutscher Street to Main Street Environmental Assessment (EA) was selected by the Project Team over the No-Build Alternative. Several modifications have been made to the alternatives presented in the EA to address public comments (see the attached maps for more details on what will be built). The final Build Alternative that was selected by the Project Team took into account public comments received by ODOT and the Newberg City Council's Resolution (No. 97-2026), while keeping in mind the Purpose and Need for the project, as discussed in pages 6-9 of the EA. The project described in this Decision Statement combines the 3 units (Units A, B & C) described in the EA and all the options are modified somewhat from what was presented in the EA.

Based on the decisions of the Project Team, the Brutscher Street to Main Street project will:

- Replace the existing pavement, curbs and storm sewer system on Highway 99W from Everest Street to Main Street (on Hancock Street but not on First Street).
- Resurface Highway 99W from Brutscher Street to Everest Street (possibly replace the pavement in the outside travel lanes in this section), replace the curbs and upgrade or replace the existing storm sewer system in this section.
- Widen Highway 99W to provide a third 12 foot (3.6 meter) wide westbound travel lane between Villa Road and Main Street, and to provide a new 6 foot (1.8 meter) wide westbound bike lane on the north side of Hancock Street. On-street parking will be removed from the north side of Hancock Street to provide room for the additional travel lane and bike lane with a minimum amount of additional right-of-way along Hancock Street, to reduce impacts to adjacent properties. On-street parking will be retained on the south side of Hancock Street. ODOT will provide funding to the City of Newberg to replace lost on-street parking with off-street parking (via a Cooperative Improvement Agreement between ODOT and the City of Newberg, to be prepared later), at location(s) to be determined by the City.
- Straighten the 'S' curve at River Street, while providing a signalized pedestrian crossing of Highway 99W at River Street. The northbound River Street to westbound 99W left turn movement will be allowed with the new, modified version of the "Option 1" realignment.

- Construct a raised (possibly landscaped) median between Brutscher Street and Springbrook Street and between Villa Road and River Street to improve safety and provide a more aesthetically pleasing entryway into Newberg.
- Retain the existing 16 foot (4.8 meter) wide continuous two-way left turn lane between Springbrook Street and Villa Road, with the following modifications:

Replace the existing concrete traffic separator ("snake") on Highway 99W west of Springbrook Street with a new 2 foot (0.6 meter) wide concrete traffic separator.

Install additional 2 foot (0.6 meter) wide concrete traffic separators on Highway 99W at signalized intersections, to prohibit left turns in or out of driveways across that minimum portion of the left turn lane that is required for peak-hour left turn storage (east of Villa Road and east and west of Elliott Street).

- Move, combine or close some existing driveways to improve safety. Final driveway locations and widths will be determined by negotiations with each property owner during right-of-way acquisition.
- Add new traffic signals at Elliott Street and Highway 99W, Meridian Street (on First Street and on Hancock Street) and Howard Street (on First Street and on Hancock Street).
- Replace or upgrade all existing traffic signals. Interconnect and synchronize all new and existing traffic signals to reduce backups at signalized intersections and improve traffic flow while controlling speeds to keep traffic moving closer to posted speed limits.
- Signalized crossings for pedestrians and local traffic across both First Street and Hancock Street will be available at River Street, Meridian Street, College Street, Howard Street and Main Street.
- Build new concrete sidewalks on both sides of Highway 99W
 - 6 feet (1.8 meter) wide from Brutscher Street to River Street
 - 7 feet (2.1 meter) wide from River Street to Main Street (on Hancock Street).
 - The width of sidewalks on Hancock Street will be variable, depending on the proximity of buildings that are adjacent to the existing right-of-way line. No buildings will be removed along Hancock Street for the purpose of constructing 7 foot wide sidewalks. In some locations the sidewalk on Hancock Street will be only 5 feet wide, where buildings are very close to the existing highway right-of-way line.
- Widen to provide 6 foot (1.8 meter) paved shoulders on both sides of Highway 99W from Brutscher Street to River Street (for automobile safety and to provide room for bicycles).
- Build pedestrian "bulbouts" (sidewalk and curb extensions) at street corners on both sides of First Street and on the south side of Hancock Street. This will reduce the distance pedestrians must walk to get across First Street and Hancock Street.

- Restripe First Street, from Main Street to River Street, to provide a 5 foot (1.5 meter) wide bike lane for eastbound bicyclists, adjacent to the parking on the south side of First Street.
- Add additional left and right turn lanes, new 5 foot (1.5 meter) wide paved shoulders/bike lanes and new 6 foot (1.8 meter) wide sidewalks to Villa Road near Highway 99W.
- Add additional left and right turn lanes, new 5 foot (1.5 meter) wide paved shoulders/bike lanes and new 6 foot (1.8 meter) wide sidewalks to Springbrook Street near Highway 99W.
- Provide larger radius curbs for trucks to turn right more easily off Hancock Street onto College Street (Hillsboro-Silverton Highway) and Main Street (Yan.hill-Newberg Highway).
- The existing 6 foot x 6 foot (1.8 meter x 1.8 meter) box culvert at Hess Creek will be replaced with a new, slightly longer and larger 8 foot x 8 foot (2.4 meter x 2.4 meter) reinforced concrete box culvert, to accommodate the widening for the additional westbound travel lane, paved shoulders and sidewalks. The new box culvert will provide adequate capacity for flood conditions, so that floodway elevations upstream of the culvert are not raised any higher than current flood elevations as established by the Federal Emergency Management Agency (FEMA). The new box culvert will also be designed to better facilitate fish passage in Hess Creek under Highway 99W.

The proposed highway improvement project now consists of three separately funded projects on the Pacific Highway West (Ore 99W): Brutscher Street to Everest Street (Milepost 21.78 to 22.80), Everest Street to Main Street (Milepost 22.80 to 23.76) and the Newberg Signals project.

The Newberg Signals project is a new project in the 1998-2001 Statewide Transportation Improvement Program (STIP), and consists of installing three new traffic signals (at Elliott Road and 99W, Howard Street and Hancock Street, and Howard Street and First Street), construction of pedestrian "bulbouts" (curb and sidewalk extensions) at street corners on First Street, and restriping First Street to provide an eastbound bicycle lane. The Newberg Signals project is planned for construction in the summer of 1998.

The Brutscher Street to Everest Street and Everest Street to Main Street projects are currently planned to be combined into one construction project (Brutscher Street to Main Street), now scheduled to start construction in the summer of 1999, and will take two or three years to build.

Rationale for the Selection and Changes

Raised Median

The alternative which generated the most public comments was the proposal to install a raised, non-traversable median between Brutscher Street and River Street. This was proposed by ODOT as a way to reduce conflicts involving left turn movements in and out of the many driveways along the highway in this section. Most business owners opposed the raised median, saying that it would restrict access for their customers and for trucks, and therefore reduce business volumes.

In response to these concerns, the Project Team adopted a compromise alternative, which was recommended by the Newberg City Council Resolution (No. 97-2026).

The project will install a raised (possibly landscaped) median in the following sections of the project - between Brutscher Street and Springbrook Street, and from Villa Road to River Street. U-turns for automobiles and small delivery vans will be allowed at Brutscher Street, Springbrook Street, Villa Road and Elliott Road. U-turns will not be disallowed without prior notice and consultation with the City of Newberg.

Concrete Traffic Separators

The existing concrete traffic separator along the left turn lane just west of Springbrook Street will be replaced with a new 2 foot (0.6 meter) wide concrete traffic separator, approximately the same length as the existing one. This traffic separator was installed as part of ODOT's requirements for the new BP gas station to obtain access to the highway at this location.

In order to protect the function of the signalized intersections on this project, the Project Team has decided to install additional 2 foot (0.6 meter) wide concrete traffic separators along the left side of the center turn lane for the minimum distance necessary to prohibit left turns in or out of driveways across the storage area needed for peak hour left turns. The new traffic separators will be installed on Highway 99W just east of Villa Road and east and west of Elliott Street. The Project Team agreed that it is important to protect the function of these signalized intersections, since most turning movements occur at these locations. U-turns for automobiles and small delivery vans will be allowed at Villa Road, Elliott Road, Springbrook Street and Brutscher Street. U-turns will not be disallowed without prior notice and consultation with the City of Newberg.

Driveway Changes

The other access issue which produced significant public comment was driveway changes, including closing, combining or moving some driveways to reduce vehicle conflicts and improve traffic flow on the highway. Most business owners expressed opposition to any changes in their existing driveways, saying that closing or combining driveways would cause problems for their customers to get in and out of their businesses. However, many properties along this section currently have several driveways, spaced very close together in some cases. In other cases, driveways are located very close to city street intersections, which can create conflicts between vehicles making turns in or out of driveways and vehicles turning in or out of the adjacent street.

Pacific Highway West (Ore 99W) is a statewide highway, which provides safe, convenient access from one part of the state to another, as well as direct property access. The Project Team is well aware that many properties have no alternative access other than direct access to Highway 99W. No properties without alternative access will be denied direct access to the highway, where it is safe to provide access. But one goal of the project remains to reduce the total number of driveways on the highway, and to space out the remaining driveways farther apart, where possible, to improve safety by reducing vehicle conflicts and to help preserve the traffic-carrying capacity of the highway. The final locations and widths of driveways will be determined through negotiation with each individual property owner, during right-of-way acquisition.

The City of Newberg will be working with the Thriftway shopping center to align the driveway into the shopping center with Haworth Street on Springbrook Road, as a separate project.

Adding a third westbound travel lane from Villa Road to Main Street

Addition of a third westbound travel lane to Highway 99W between Villa Road and Main Street will be part of the project. This feature is intended to help alleviate traffic congestion in this section of the project, which is a significant concern to many of those who commented on the project throughout its development. The major controversial issues related to construction of the third travel lane are removal of on-street parking on the north side of Hancock Street and providing adequate opportunities for pedestrians and local traffic to cross the wider roadway.

ODOT has pledged to provide the City of Newberg with funding (via a Cooperative Improvement Agreement between ODOT and the City, to be prepared later) to help replace the on-street parking that must be removed from the north side of Hancock Street with new off-street parking lot(s), at locations to be determined by the City. The project will include installation of new traffic signals at Meridian Street and at Howard Street (on both First Street and Hancock Street). These additional signals will provide better and safer pedestrian crossing opportunities, with signalized intersections spaced every two blocks through most of downtown Newberg (except from Howard Street to Main Street, which is four blocks). ODOT will also construct pedestrian "bulbouts" on street corners on both sides of First Street (from Main Street to Center Street) and on the south side of Hancock Street (from Main Street to Meridian Street), which will shorten the distance pedestrians must walk to get across both First Street and Hancock Street.

Modified "Option 1" realignment at River Street

The overwhelming majority of public comments received were in favor of realigning the corner at River Street using the "Option 1" alternative for Unit B, as presented in the Environmental Assessment. However, the "Option 1" realignment, as presented in the EA, did not provide for a signalized pedestrian crossing of Highway 99W at River Street, and would force traffic headed north on River Street to make a detour to access westbound 99W via Second Street and Meridian Street.

The Project Team decided to proceed with a modified version of the (Unit B) "Option 1" realignment, which provides for a signalized pedestrian crossing of 99W while also allowing vehicles to make the northbound River Street to westbound 99W left turn movement. This modification will stop westbound 99W traffic at River Street to allow both pedestrian crossings and the left turn from River Street to westbound 99W. Preliminary traffic analysis shows that this new modified version of the "Option 1" realignment will not significantly decrease the level of service (LOS) over what was expected in the future with the original "Option 1" realignment as shown in the EA. In addition, this new modified realignment will not force trucks on River Street to negotiate the 90 degree corner at Second Street and Meridian Street, which is not at present designed to accommodate truck turning movements.

Disposition of Other Major Issues

Variances for parking and landscaping requirements

Many business owners have complained that the highway widening will leave them in non-compliance with Newberg City code on the number of parking spaces, square feet of landscaping, signs and setbacks that are required for each property. It has been pointed out that some businesses already have fewer than the minimum required number of parking spaces, landscaping or setbacks at this time. It is the intention of ODOT and the City of Newberg to make reasonable provisions as part of the project to assist businesses in maintaining compliance with local codes for parking and landscaping, where possible. Where it is physically impossible to maintain compliance because of the highway widening, the City of Newberg will grant variances on a case-by-case basis, or provide other options for property owners in order to mitigate the impacts on signs, landscaping, parking and setbacks.

Provisions for improved transit service (bus stops)

The Chehalem Valley Senior Citizens Council (CVSCC) and the Community Action Agency of Yamhill County (YAMCO) both submitted comment letters requesting that ODOT consider constructing bus turnouts with pedestrian shelters at specific locations within the project limits. While ODOT is supportive of such facilities, it is thought that it would be best to encourage the local agencies to develop bus stops for the Fred Meyer and Thriftway shopping centers off the main highway. Widening to construct bus turnouts along the highway itself would require removing additional private parking, landscaping and business signs, and would force passengers to walk through large parking lots to get to the stores and back. The City of Newberg, CVSCC and YAMCO are encouraged to work with the Thriftway and Fred Meyer shopping centers to develop bus stops that are close to the stores, so that senior citizens, who are the major users of the local transit service(s), do not have to walk long distances from the highway through large busy parking lots to get to the stores. An example of a transit bus stop within a shopping center parking lot is the Lancaster Mall bus stop in Salem, or the transit station at the Washington Square shopping center in Portland, where passengers are dropped off and picked up fairly close to the mall. A more convenient bus stop at Naps could be developed very simply if the City would place a "No Parking" sign near the existing bus stop sign.

Landscaping, Street Trees, Street Furniture and Illumination

Some comments were received that ODOT should consider providing street trees, landscaping, pedestrian street furniture and illumination as part of the project, especially in the downtown area, along Hancock Street. Adding these amenities requires more room and would therefore require purchase of additional right-of-way. In every portion of the project, there is minimal room between the highway and buildings, parking lots and other improvements. Given the overwhelming testimony from business owners, who expressed a great deal of concern about how much of their parking and landscaping would be removed to widen the highway shoulders and sidewalks, the Project Team elected not to include street trees, planter strips or other amenities which would require additional right-of-way beyond the minimum needed for the project. The Newberg City Council voted against additional widening to provide planter strips along Highway 99W in Resolution No. 97-2026.

The Project Team did decide to provide wider, 7 foot (2.1 meter) sidewalks on both sides of Hancock Street, where this does not require removal of buildings (in some areas along Hancock Street, where existing buildings are adjacent to the existing right-of-way line, the new sidewalks will be only 5 feet (1.5 meters) wide). It is possible for some street trees (with iron grates), street furniture and luminaire poles to be installed in the new sidewalk to be built along Hancock Street, while still meeting minimum ADA (Americans with Disabilities Act) requirements for sidewalk clearances. The City of Newberg will take the lead role in deciding what, if any, street trees, street furniture and luminaires to install along Hancock Street, and the City will provide the funding to pay for purchasing and installing these specific items.

ODOT does not, as a general policy, pay for illumination on highways within urban areas – this is the responsibility of the local city. Some ODOT-owned luminaires in this section will be replaced, and illumination will be provided at signalized intersections, which is ODOT policy.

Project Cost and Impacts

The total cost of the project is about \$ 11.3 million, including the cost of preliminary engineering, purchase of right-of-way and construction. About 115 properties will be affected by right-of-way acquisition. About 5.5 acres (2.23 hectares) of right-of-way (including both fee right-of-way and slope/utility easements) will be needed. Three buildings must be relocated (2 houses and 1 business building).

Estimated Construction Timing

Part of the project (the two new signals at Howard Street & First Street and Howard Street & Hancock Street, the new Elliott Street signal and the pedestrian bulbouts and restriping on First Street) will be built in the summer of 1998.

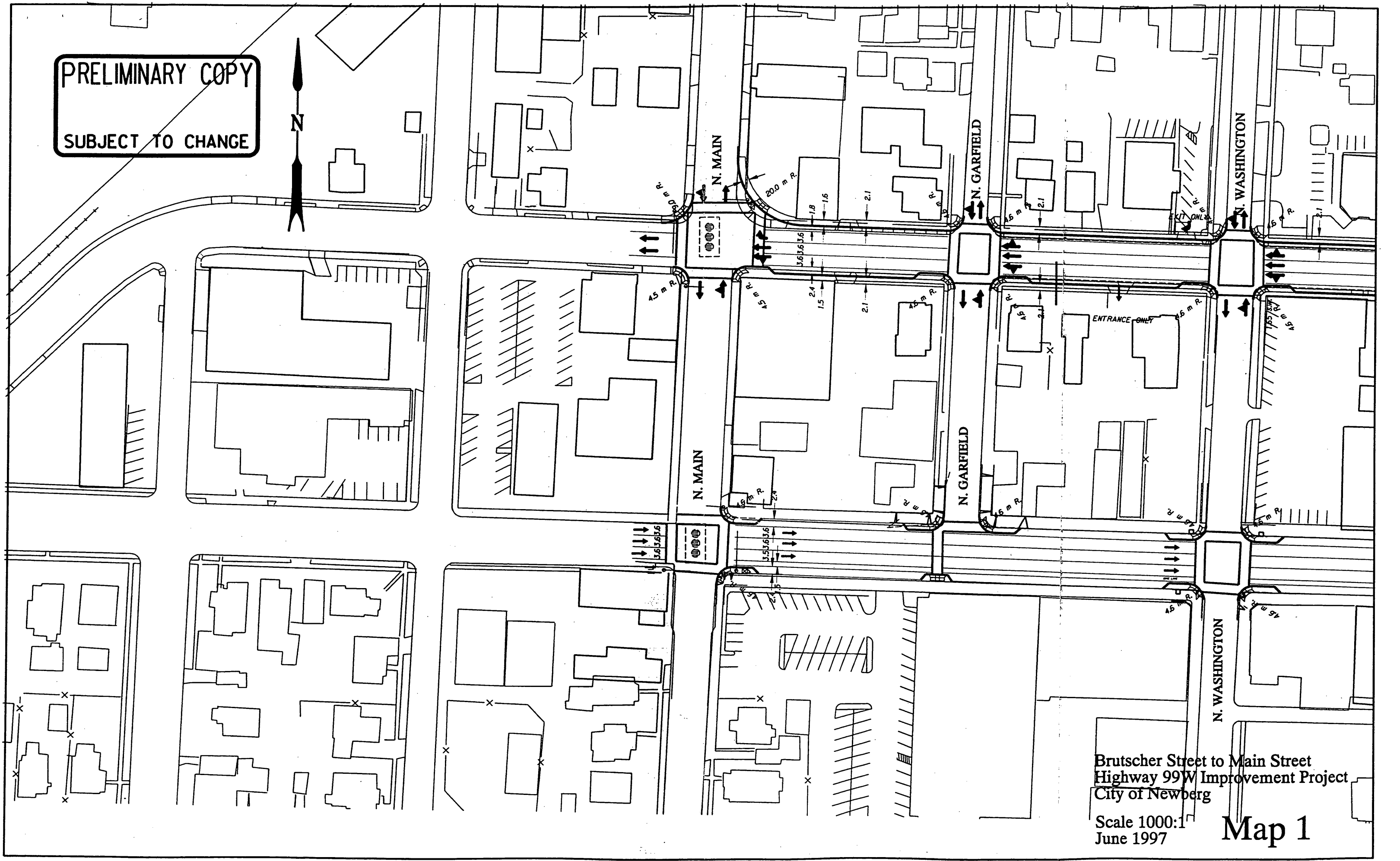
The rest of the construction is scheduled to start in the summer of 1999 and will take two to three years to build. Most construction will occur in the summer months, when the weather is dry and warm enough for paving. The construction contractor will be required to keep an adequate number of lanes open for traffic during peak hours of the day and during weekends and holidays, and will maintain connections for driveways during construction.

Questions or Comments?

If there are questions or comments about the decisions made regarding the Brutscher Street to Main Street project, please contact Mark Shippen, Project Leader, at (503) 986-2679, or send written comments or questions to the following address:

Oregon Department of Transportation
Region 2
2960 State Street
Salem OR 97310

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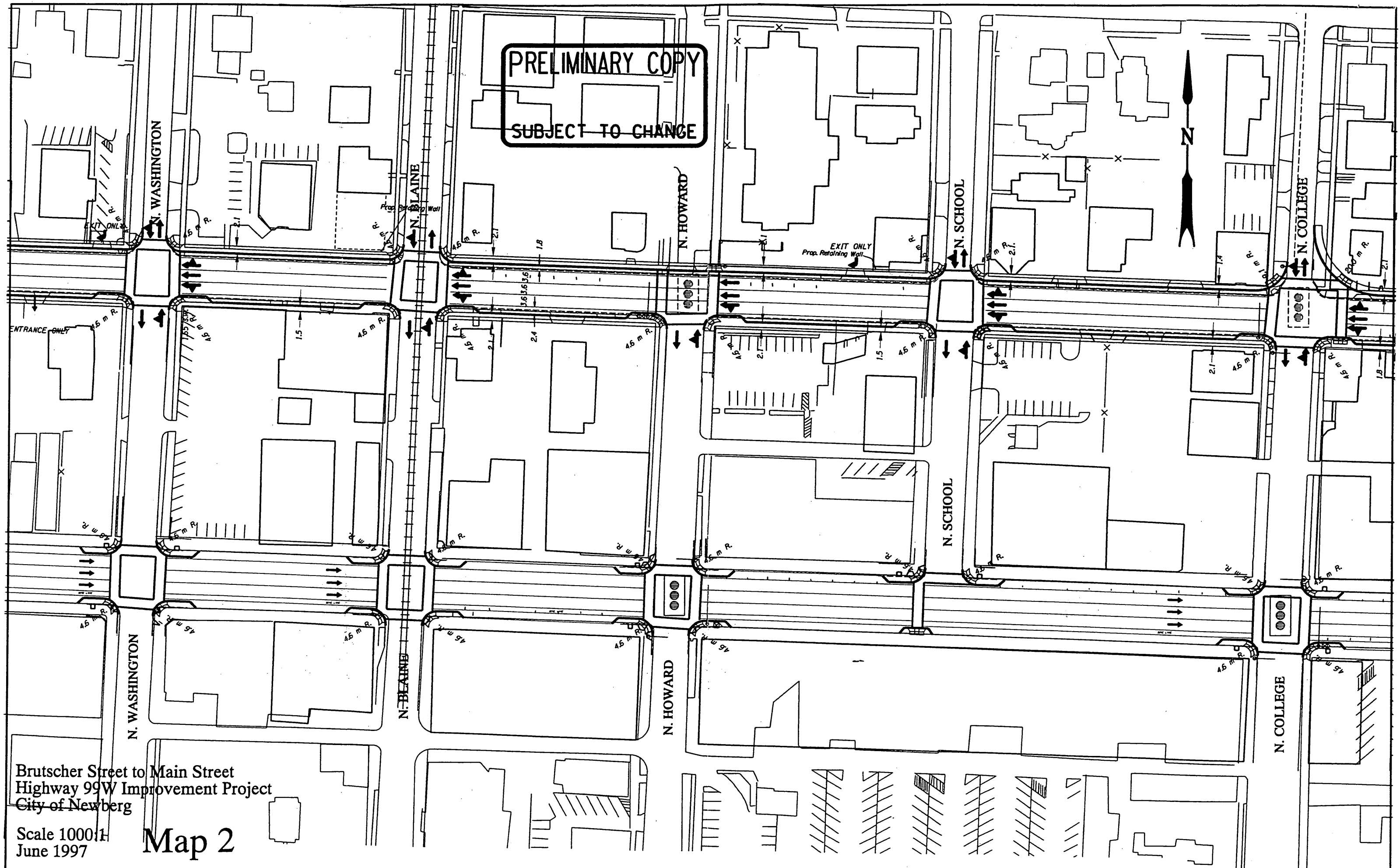


Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

Scale 1000:1
June 1997

Map 1

PRELIMINARY COPY
SUBJECT TO CHANGE



Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

Scale 1000:1
June 1997
Map 2

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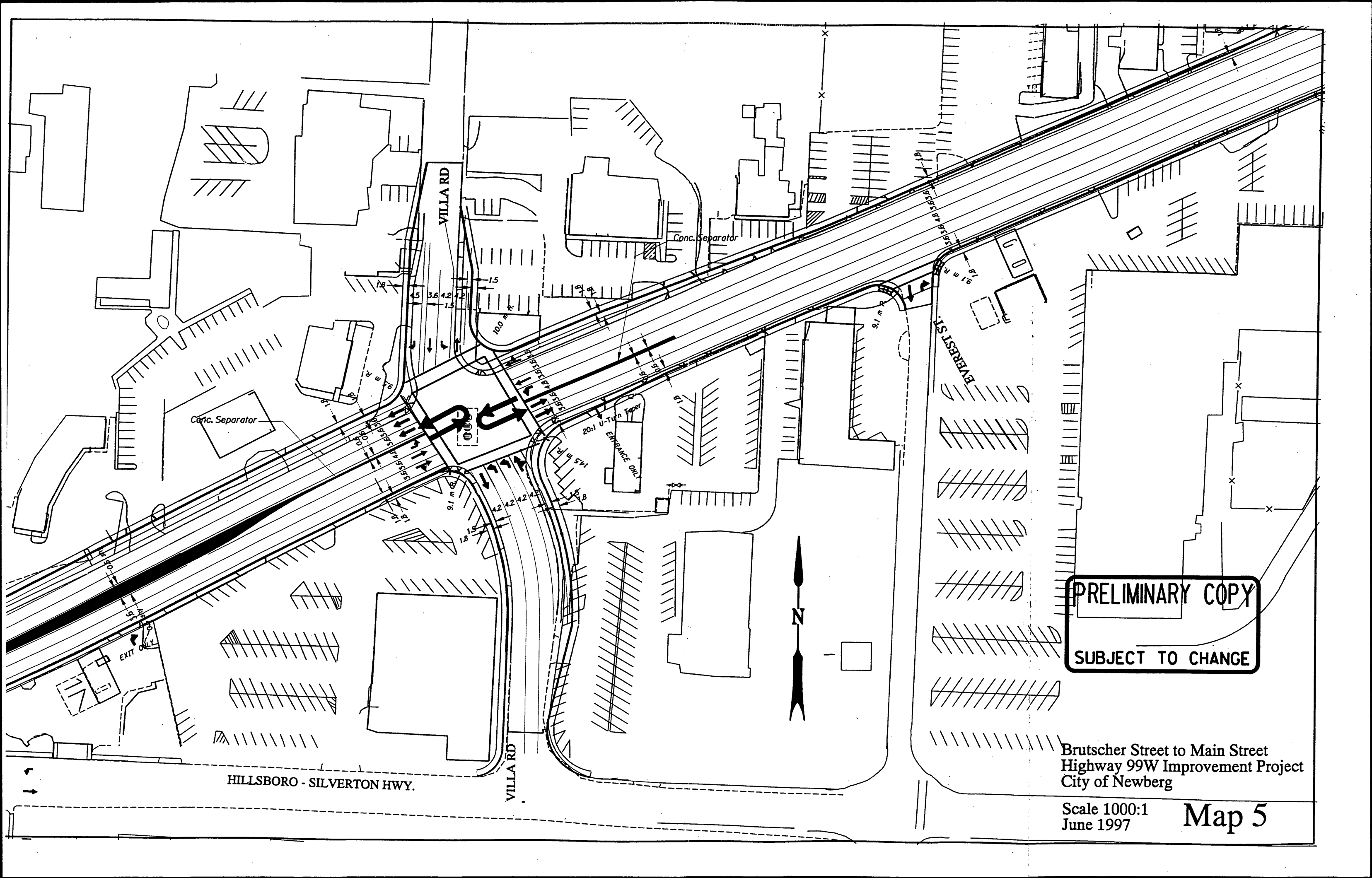
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Brutscher Street to Main Street Highway 99W Improvement Project City of Newberg

Scale 1000:1
June 1997

Map 3

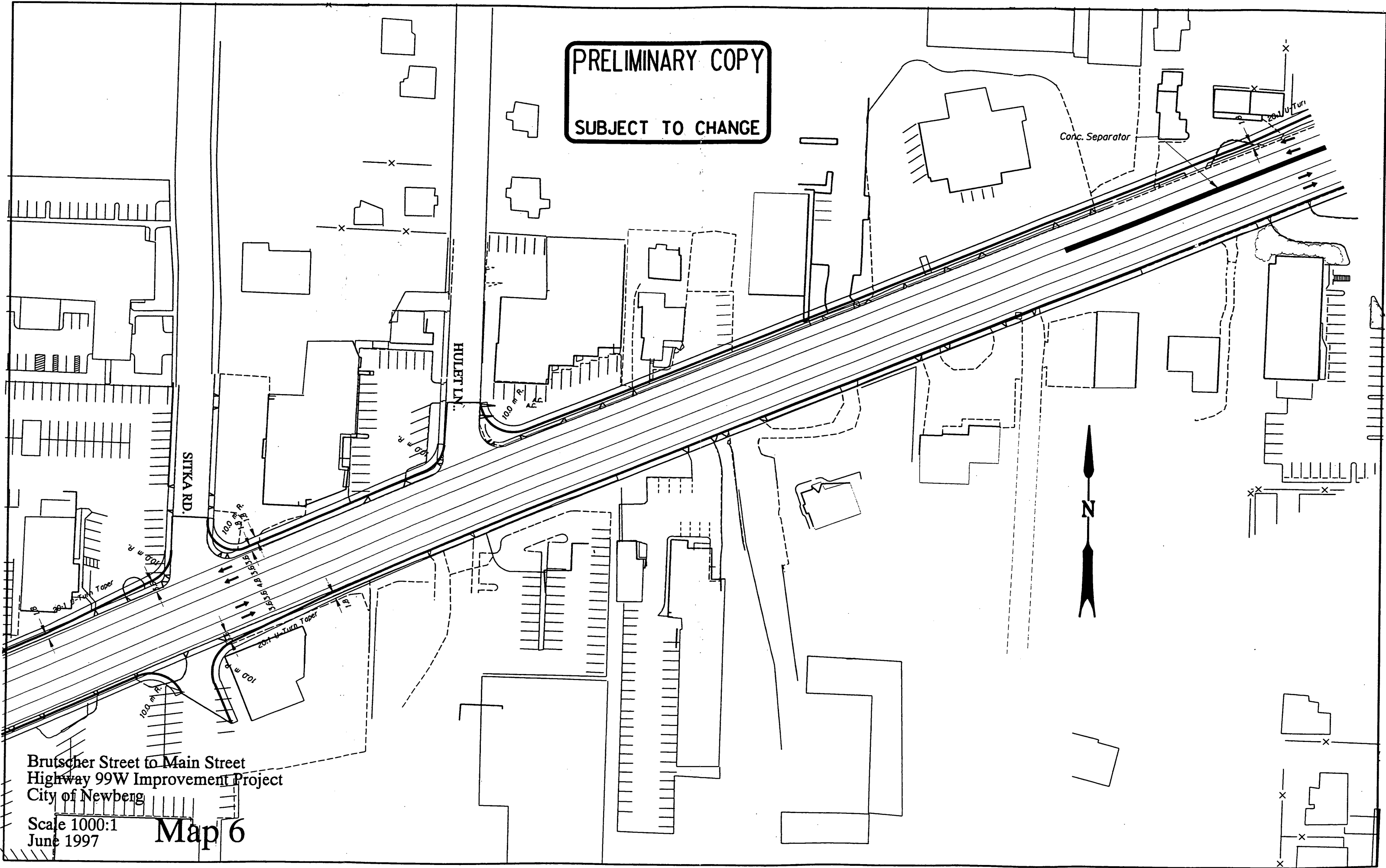


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Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

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June 1997
Map 5

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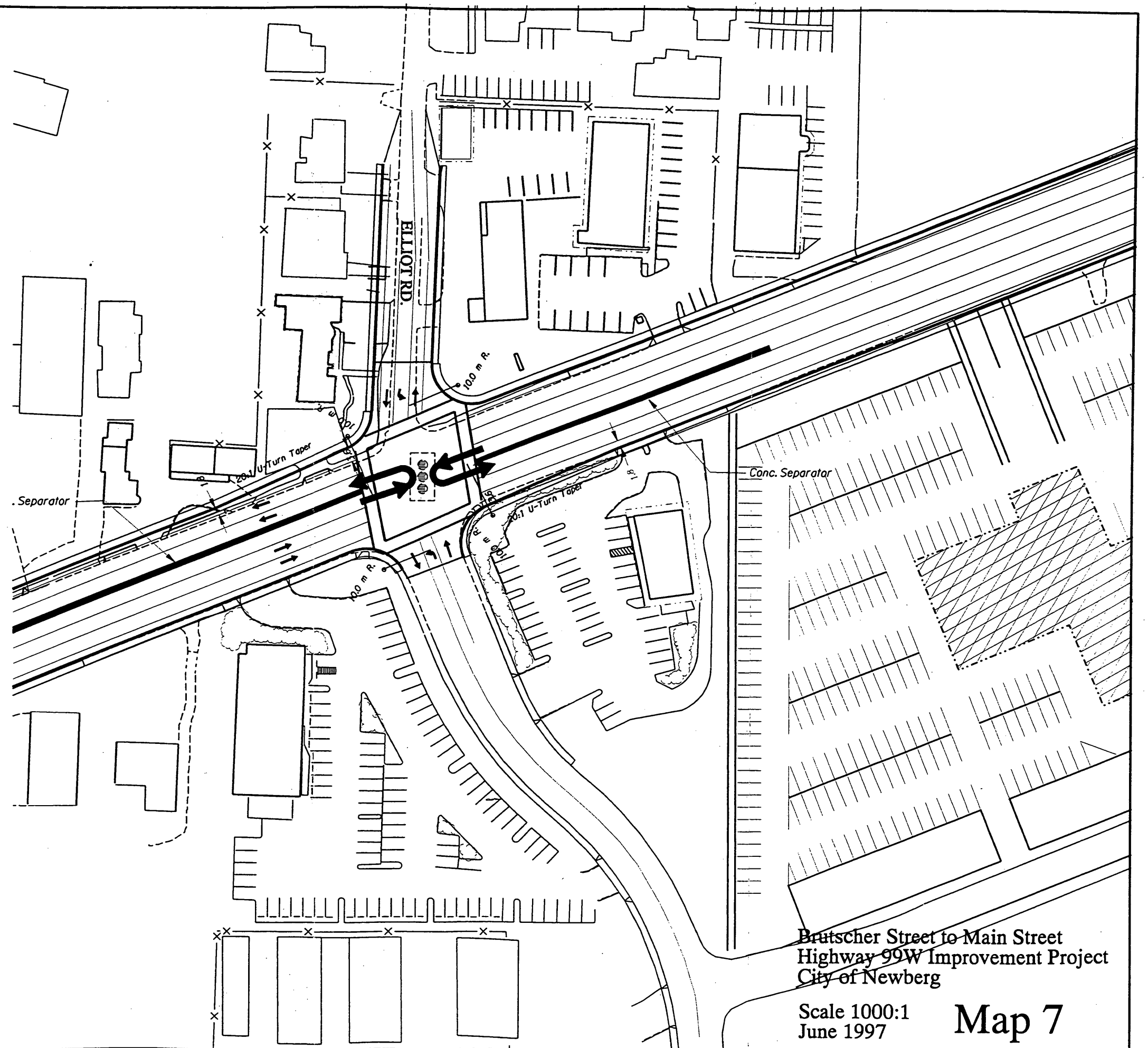


Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

Scale 1000:1
June 1997
Map 6



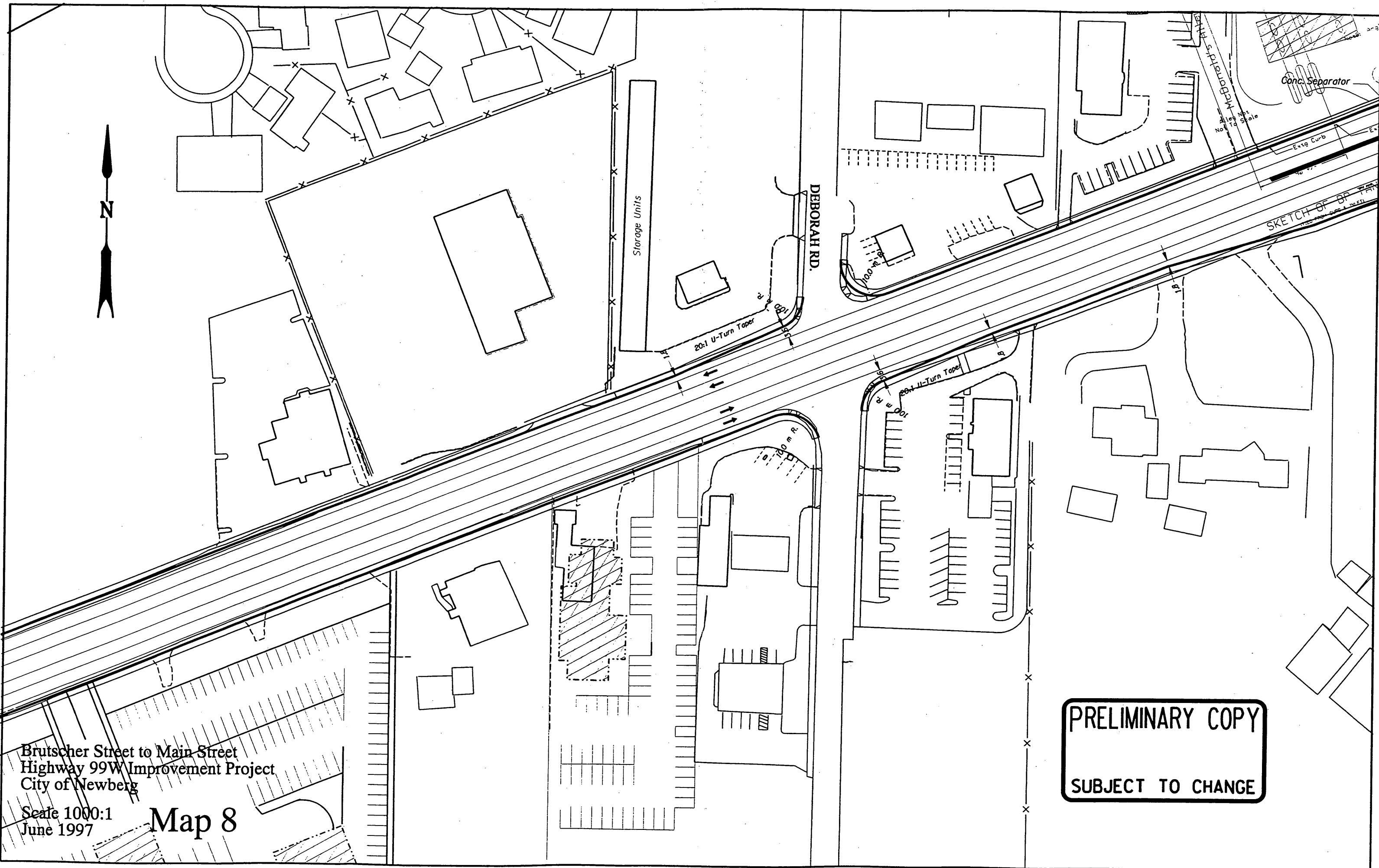
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Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

Scale 1000:1
June 1997

Map 7



Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

Scale 1000:1
June 1997

Map 8

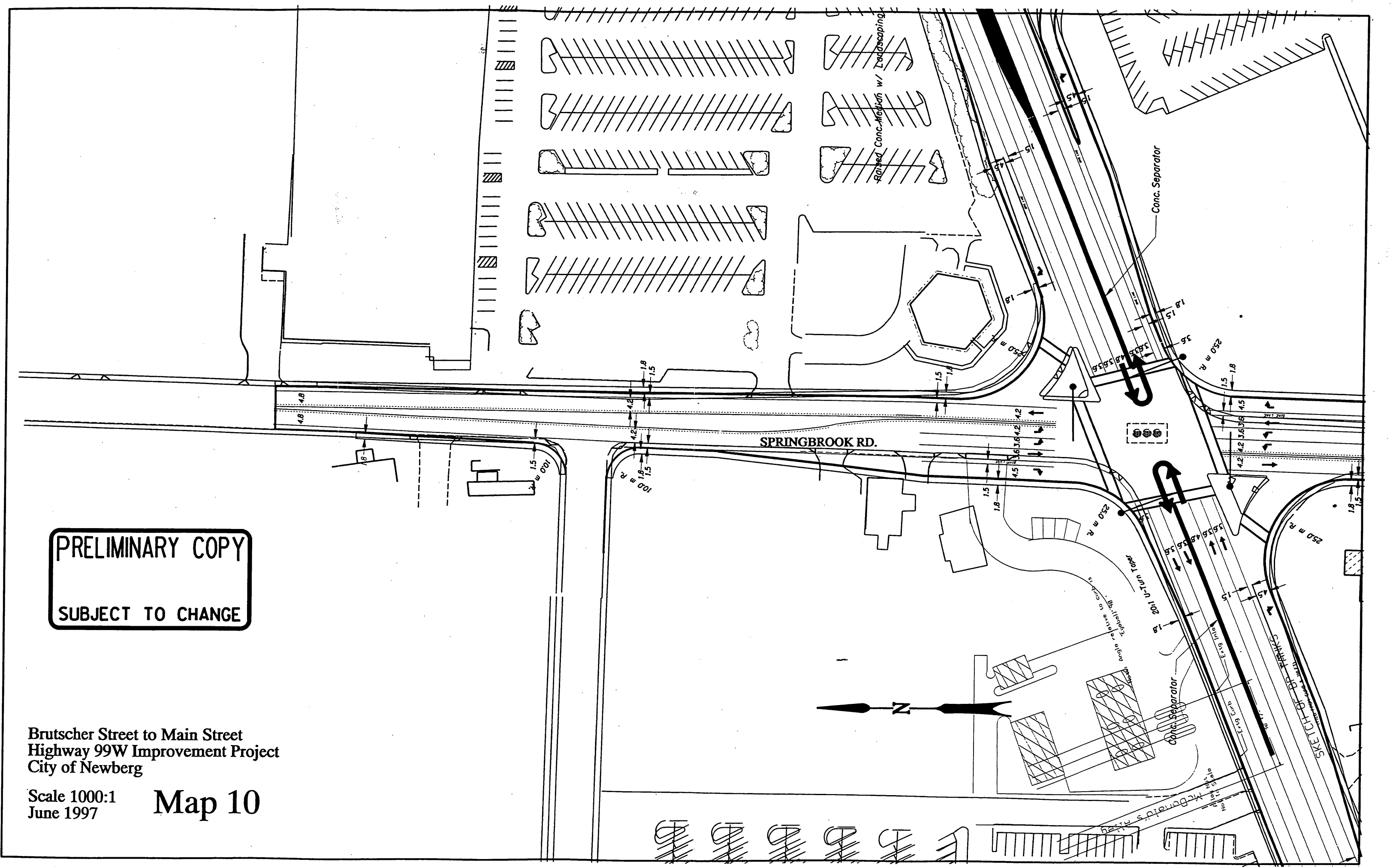
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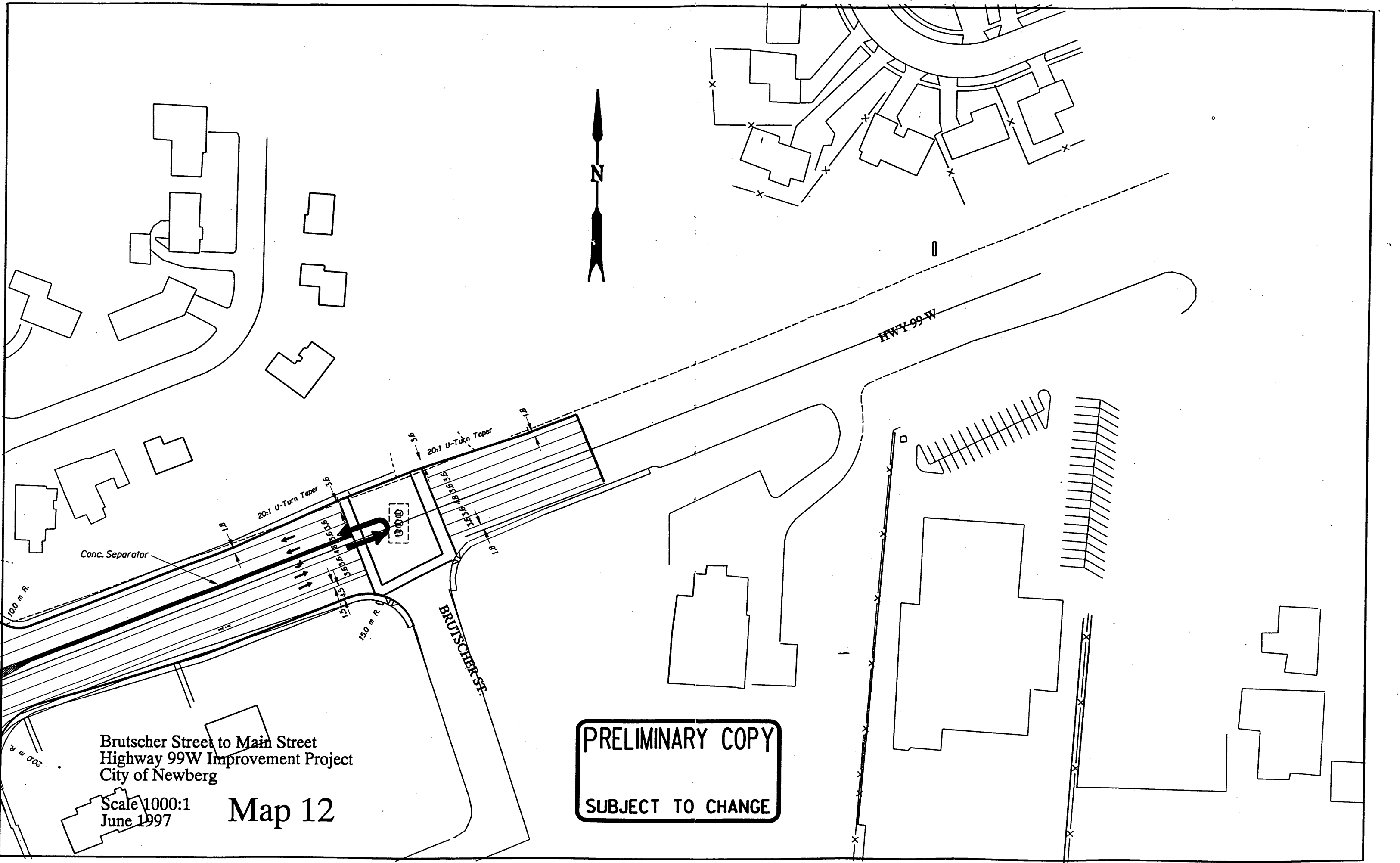
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Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

Scale 1000:1
June 1997

Map 10





Brutscher Street to Main Street
Highway 99W Improvement Project
City of Newberg

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June 1997

Map 12

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