



MEETING MINUTES

**CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION
Newberg Public Safety Bldg. - 401 E. Third Street, Newberg, OR
Wednesday, December 12, 2007, 7:00 PM**

I. ROLL CALL

Members

Present: Michael Sherwood (Acting Chair) Roger Currier Sally Dallas
Warren Parrish Alan Halstead Leslie Lewis
Phil Smith (substitute for Matson Haug)

Members

Absent: Matson Haug (excused)

Staff

Present: Barton Brierley, City of Newberg Planning and Building Director
Elaine Taylor, Associate Planner
Ken Friday, Yamhill County Planning
Jennifer Nelson, Recording Secretary

Others

Present: John Bridges, Krista Maerz, Curtis Walker, Michael Ard, Robert Roholt,
Gary Shuler, Grace Schaad

II. CONSENT CALENDAR

1. Minutes of the August 21, 2007 meeting.

Commissioner Phil Smith, City of Newberg Planning Commissioner, made note that he was present for this meeting as a substitute for Matson Haug, but was not shown as present in the minutes (arrived late).

Commissioner Roger Currier, City of Newberg City Councilor, noted he would abstain from approving the minutes because he was not present for the meeting.

MOTION #1: Halstead/Lewis to approve the NUAMC minutes from August 21, 2007 as amended. (6 Yes/0 No/1 Abstention [Currier]). Motion carried.

Commissioner Warren Parrish inquired how to make changes to previous minutes that have already been approved.

Discussion followed as to the best process to make corrections. Staff felt it would be best to make the statements tonight as an amendment to the previously approved minutes rather than bringing the approved minutes back for reconsideration.

Commissioner Warren Parrish made two corrections to previous statements for the meeting held at George Fox University. He corrected his statement that there had never been a pedestrian accident in the 23 years he worked for Providence Hospital to state there had been two accidents within that period with no injury on the property. He also added his employment ceased in 1993 (which he omitted previously) and to this day, there are no over-head walkways or pedestrian sky bridges located at Providence St. Vincent's Hospital.

MOTION #2: Halstead/Currier to accept the corrections in this evening's record. (6 Yes/0 No/1 Abstention [Parrish]). Motion carried.

III. COMMUNICATIONS FROM THE FLOOR

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

IV. LEGISLATIVE PUBLIC HEARING

APPLICANT: JDC Homes, LLC
REQUEST: Designate a 10.16 acre site as a URA
LOCATION: 11220 NE Fettig Lane
FILE: CPA-07-001

Acting Chair Michael Sherwood introduced the hearing and made the required legal statements for quasi-judicial hearings. He also called for any biases, abstentions, ex parte contact, and conflicts of interest.

Commissioner Alan Halstead noted he saw an article on the subject in The Newberg Graphic but he had not read the article and it would not affect his decision this evening.

Staff Report:

Associate Planner Elaine Taylor presented the staff report. Handouts of the Power-Point presentation were provided which are available for public review (see official record for full report).

Commissioner Parrish asked about the property boundaries and if the houses would be located right next to the golf course. Staff replied they would be.

Public testimony opened.

Proponents:

John Bridges, attorney representing the applicant, introduced the parameters of the application and familiarized the audience with the ten-acre parcel of land. He spoke of the Maerz property obligations to an advance financing agreement, the property's integration with the City based on the surroundings, and the consistencies between the Urban Reserve Area (URA) process and this application.

Krista Maerz said that she had received only three days' notice of the hearing for making her property subject to the Advance Financing Agreement for street, water and sewer improvements for The Greens (Resolution 2007-2694). She declared she did not feel she had a choice in the matter to have her property assessed and a lien placed on it to pay for infrastructure she would benefit from some time in the future. She said it had never occurred to her that she would have to pay any money since she was not located within City limits. She spoke of the City referring to her property as a "special" case since it was the only property outside of the City limits to be included along with The Greens project. She felt the City needed to honor her property as a "special" case and approve her request to move forward independently. She also submitted letters from neighbors supporting her application.

Commissioner Leslie Lewis expressed concern with the City trying to force people to come into the URA and annex. She said she was stunned that this had occurred and that a lien had been placed on a County resident.

Barton Brierley, City of Newberg Planning and Building Director, replied the advance financing agreement does not constitute a lien on the property and there is no obligation to pay unless the property is annexed and developed.

Commissioner Lewis wondered why notices were given to a County resident now, instead of when they want to annex. She also said that although private conversations cannot be verified she does not see how City staff would tell the resident that she would be brought into the City in exchange for signing the agreement.

Barton Brierley said that these statements were not true and there is no way the City would have approved this property being brought in independently. The property is part of the recommendation to be brought into the URA during the legislative process.

Krista Maerz replied the City's support was implied.

Ken Friday, Yamhill County Planning, asked if there were other agreements like this with other County residents. He had never heard of someone obligating himself or herself ahead of time and asked if this was common.

Barton Brierley replied the agreement is with the developer as a way to be fair. If the developer installs improvements and those improvements benefit properties other than his own, they need to have a way to be reimbursed.

Ken Friday asked if other County residents have experienced this type of agreement.

Barton Brierley replied Crater Lane was a good example. A water line was installed to serve the elementary school and part of it was in the County. When the property went

into the City and the owners started to use the water line, they paid the school district back.

Commissioner Lewis asked if notices were sent to the property owners ahead of time. Staff replied that letters were sent.

Councilor Currier agreed that this occurred and that some property owners came to the meeting and spoke, agreements were made, and the interest was not waived or anything.

Commissioner Lewis asked if the City routinely assessed County property.

Barton Brierley replied that the City does not assess the property and the time limit for the agreement is ten years. If they develop within ten years, they have to reimburse the developer in order to connect to the facility.

Commissioner Smith thanked Krista Maerz for testifying and asked if she had paid any money to the developer. She replied she had not. He explained she will not have to pay until the land is developed and annexed and if it is not developed within the ten-year period, the agreement would be void and she would not be required to pay anything. She confirmed this.

Commissioner Currier said that the City has the option of taking over the contract after 10 years.

Commissioner Halstead mentioned a similar case in Washington County involving a church and a ten-inch water line upgrade. The period was fifteen or sixteen years where anyone hooking up to the facility had to reimburse the church and after the time period was up, the church was out that money.

Commissioner Lewis said she could understand this being included as part of the fee for annexing into the City as a way to pay the developer back, but she did not understand why this would not be handled at the time of development, rather than scaring the County resident and adding a 9% interest charge.

Krista Maerz stated that the document had been re-recorded to show that the interest had been waived.

Curtis Walker, JDC Homes, LLC, related his prior experience and intention to build forty homes on this site, in the 2500 sq ft to 3000 sq ft range. He spoke of estimated timelines for annexation (11/09), plat approval (2010), and groundbreaking by 2011, with completion by 2014. Waiting for the legislative process would put the project back several years. For example, McMinnville and Woodburn have been taking 10 and 12 years, and are not finished yet. His intended timeline is why they have started the process now. He spoke of the ten-acre plot being contiguous with the City and utilities and spoke of the advance financing agreement already in place. He stated he was confused and upset to find the City's intent to deny the application and did not know why the quasi-judicial process was not acceptable.

Commissioner Smith explained the required process with the URA expansion and the Department of Land Conservation and Development (DLCD) mandates to take in certain land categories before others.

Curtis Walker replied he could understand this when there are several hundred acres in question, but this piece of property is only ten acres, contiguous with the City and there was an implication of support from the City, as well.

Commissioner Smith asked if he had a solution for how the City could get the rest of the properties they need first in order to accept this property. He did not have one.

Discussion followed as to the process for first bringing land into the URA, then into the UGB, and finally through annexation into the City. Timelines were discussed as well as The Greens not being in the UGB because it was annexed before the concepts of URA/UGB.

Commissioner Smith spoke of Curtis Walker's plans to bring the Maerz site into the UGB after it gets into the URA and, then to get it annexed. He asked if there were any rules regulating how fast the process can move.

Barton Brierley replied the process could go as quickly as the process will allow. The only limiting factor is the required twenty-year supply in UGB, which would not allow land to be brought in if that supply would be exceeded.

Commissioner Lewis asked if the City has ever done a URA quasi-judicially before.

Barton Brierley replied there had been one request and it was turned down. One has never been approved.

Commissioner Lewis spoke of using the URA as a loophole or fast track to the UGB and annexation. If a property is brought into the URA, it does not have to go through the goal exception process to be accepted into the UGB and be annexed. She felt that this was what was being asked, to leapfrog over the legislative process by approving the URA quasi-judicially.

Discussion followed concerning other cities that have a URA process and a previous request similar to this one.

Commissioner Parrish referred to a letter from an adjacent property owner on Corral Creek Road and a previous hearing with Chehalem Park and Recreation District (CPRD) where it was said there would never be residential property on the golf course.

Curtis Walker stated there was a thirty-foot strip of land that could not be developed and CPRD would not develop it.

Michael Ard, Lancaster Engineering, presented a traffic impact study that focused on bringing the Maerz property into the rest of the Newberg Southeast Transportation Plan. He spoke of trip generation by future development being fifty trips in the evening peak hour, 80% heading west on Fernwood Road and 20% heading east toward Renne Road and Corral Creek Road. He reported the numbers would be similar with or without de-

velopment at the Maerz site, and that a traffic light would be needed at the Fernwood and Springbrook Road intersection whether or not this property develops, as well as improvements at Fernwood and Brutcher and a right-in, right-out intersection at Corral Creek Road and 99W.

He felt that it is reasonably feasible to provide adequate transportation facilities for this proposal either with or without the development of the rest of the southeast area, and this property can be developed in the context of the greater Southeast Transportation Plan.

He said that the staff report comment that Renne Road was inadequate was true in the context of the entire southeast area. The staff report comment that the 99W/Corral Creek Road intersection was dangerous was not substantiated by a high level of accident history, but that the proponents would be happy to participate in future improvements at that intersection.

Commissioner Currier asked if the crossroad between Providence Road and Corral Creek Road was taken into consideration, as well as the anticipated traffic generated by the future expansion to the golf course.

Michael Ard replied the East-West connector would not benefit this site. He also stated that the analysis did not consider the golf course expansion, since traffic generation is not usually a concern for a golf course expansion.

He estimated that development of 45 houses on this site would generate about 50 trips at peak hour.

Commissioner Parrish argued he did not agree with the trip generations for peak hour based on the forty-five intended homes.

Michael Ard further explained the origin of the numbers and the standard industry practices, noting there were more retail trips in the evening and after-school activities, not just commuters coming home from work.

Commissioner Halstead agreed somewhat with the evening peak hours, admitted they may be off somewhat, but the consistency of the data over the entire spectrum had to be taken as a whole.

John Bridges testified that there was currently about a 10-year land supply in the Newberg UGB. He said that the City's legislative URA time line has already slipped, and estimated that even if there is only one remand, and only one appeal process, the legislative process is likely to go up to the Supreme Court due to lack of existing case law, and a decision is not likely until 2014. He cited the legislative UGB expansion experience of McMinnville (13 years) and Woodburn (10 years). Meanwhile, however, those cities have continued to process quasi-judicial applications.

Commissioner Lewis pointed out that the difference is that all those quasi-judicial applications had to go through a goal exception process. In this case, we're being asked to bring a piece of agricultural land into the URA without taking the extra step of either a goal exception or a legislative process. Bringing land into the URA is being used to short-cut the goal exception process.

John Bridges argued there was no nefarious plan and state regulations require the applicant to take this step. Any property has to come into the URA first, before the UGB and annexation. He argued approval here would be consistent with the previous legislative approval and the advance financing agreement according to case law. He mentioned this application would go on to the DLCD too and they could vote against it there.

Commissioner Parrish asked staff if there was any doubt this property will be included in the URA.

John Bridges agreed there would be approval at some point, but they are trying to get a step farther down the road in the process.

Discussion followed concerning the number of years currently in the UGB supply being at 17.4 and other state laws concerning this matter.

Opponents:

Robert Roholt said he supports the staff recommendation to deny because of two issues: transportation and exception land issues. He spoke of travel conditions on Corral Creek Road and Fernwood Drive and did not feel the roads were designed to handle the cars on there now, let alone more. As suburban traffic increases, the nature of the traffic is an issue, as well as the quantity. Also, exception lands need to be brought into the URA in the proper sequence. He felt it would be prudent to hold off and put the entire Southeast Transportation Plan and URA through the process together in the proper time frame.

Gary Shuler said he was opposed to bringing in the site piecemeal. It is included in the overall plan for the entire southeast section and it does not make sense to bring things in one at a time. If it comes into the URA, he hopes that the City can take control of the road and control speeds. He felt the problem on the road was bigger vehicles and felt the traffic had tripled in the last two or three years.

Grace Schaad agreed that traffic had tripled, and walking had become unsafe on Corral Creek Road. She is opposed bringing an individual property into the URA prior to the other properties in the southeast. She said these are resource lands and are last priority and it is unreasonable to expect the City to defend this to the DLCD. She said the URA is meant for future land development, not immediate. She added there is currently no shortage of housing in Newberg, there are serious mobility and safety problems concerning transportation already, and new development would only contribute more to that problem. She asked the City not to allow them to escape their fair share of transportation improvements.

Written testimony from Lewis Schaad was also read in opposition to the application (see official record for full report).

Barton Brierley addressed comments about property owners not having to pay their fair share if brought in early and said they will still have to pay the System Development Charges (SDCs) like everyone else.

John Bridges' rebuttal included arguments that some of the numbers concerning the UGB supply were incorrect and there was less than the required twenty years.

Closed Public Testimony

**** Ten Minute recess allowed by the Vice-Chair ****

Final Comments from Staff:

Barton Brierley stated there was no objection to including this property other than timing, since State land priority requires exception land to be taken first. He affirmed the staff recommendation to deny the application.

Ken Friday added that the proposal circumvents the priority scheme and there was the potential for grid locking the Southeast Transportation Plan with the DCLD. He said it would not go in front of the Land Conservation and Development Commission because it is not over fifty acres, but his concern is it does not meet the priority list and this would potentially set precedence for other property owners in the area with ten to fifteen acre parcels.

Deliberation:

Commissioner Parrish agreed with the staff recommendation.

Commissioner Halstead agreed that in a quasi-judicial process for a ten acre site, the proposal does not meet state priorities. He is sympathetic to the developer and property owner, but it is third on the list of priorities and will be brought in eventually.

Commissioner Lewis entertained the idea of approving the application and sending it on to DLCD. She expressed concern for the property owner and that she may have been pressured; she does not agree with the process. She hoped that City staff would carry her concern regarding what happened to the Maerzes back to the City Manager and other staff. Ultimately, however, she agreed with staff that the application did not meet the criteria, and she could not support its approval.

Acting Chair Sherwood believed it would set precedence and did not qualify for approval.

Commissioner Currier agreed with staff that it belongs with the legislative process.

Commissioner Smith said that based on the rules for the quasi-judicial process, this should not come in. A Commissioner cannot base a quasi-judicial decision on his legislative intent.

Commissioner Sally Dallas agreed with the staff recommendation.

MOTION #3: Halstead/Currier to accept the staff recommendation to deny approval of file CPA-07-001 from JDC Homes, LLC to designate a 10.16 acre parcel at 11220 NE Fettig Lane as an Urban Reserve Area.

VOTE #3: (Unanimous). Motion carried.

V. ITEMS FROM STAFF:

None.

VI. ITEMS FROM COMMISSIONERS:

None.

VII. ADJOURN

Vice-Chair Sherwood adjourned the meeting at 10:29 PM.

Passed by the Newberg Urban Area Management Commission this ___ day of _____ 2008.

AYES:

NO:

ABSTAIN:
(list names)

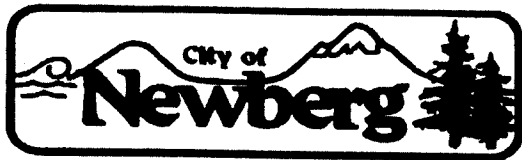
ABSENT:

ATTEST:

Recording Secretary Signature

Chair





MEMORANDUM

Date: September 23, 2008

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP

RE: Staff Updates:
2007 Urban Reserve Area
South Industrial Plan
Transportation System Plan Update for new URA

1. 2007 Urban Reserve Area

On August 28, 2008, the City of Newberg sent out notice of a final decision by Newberg and Yamhill County to adopt the 2007 Urban Reserve Area. All persons on file as having participated in the URA adoption process were mailed notice. On the same day, we sent DLCD the official "Form 5" Notice of Adoption, along with the ordinances and a copy of the complete record (3391 pages), as required by the procedures required by ORS 197.610 through 197.650 for a periodic review work task (see OAR 660-021-0070, 660-025-0130 and 660-025-0140). These notices initiated the 21-day period for filing objections with DLCD. Four objections were received, filed by Grace Schaad, 1000 Friends of Oregon/Friends of Yamhill County, Lane Shetterly on behalf of Mike and Cathy Stuhr, and Lee and Amy Does.

Steve Oulman, DLCD's Regional Representative for the Mid-Willamette Valley, has told the City that he will ask the Director to refer Newberg's 2007 URA to the Land Conservation and Development Commission (LCDC), and that the Commission would most likely consider it at their December 2008 meeting in on December 4 and 5, 2008. At the LCDC hearing, only those persons who have participated in the process and filed objections will be able to present testimony. The Commission can either approve what the City and County have done, deny it, or remand all or selected parts of it to the City and County for additional work. In the event of a remand, the City and/or County may wish to ask NUAMC for assistance, depending on the scope and nature of the remand. Decisions by LCDC can be appealed to the courts.

2. South Industrial Plan

We have been notified that the City will be receiving a grant to support development of a plan for the South Industrial Area. The adopted 2007 Urban Reserve areas include several large (20+ acres) parcels that meet the criteria for industrial sites. Newberg's comprehensive plan policies:

- State that the City will actively pursue the inclusion of large industrial sites within the urban growth boundary; promise to develop and maintain zoning regulations to keep those large

- industrial sites intact, and not divided up further except to create planned industrial parks that support a specific industry;
- Say that Newberg will allow plan amendments to extend established industrial areas and designate new ones where warranted by development trends; and
 - Commit the City to extend full urban services into such areas if appropriate, if the extension of land use and services is consistent with the City's comprehensive plan goals and policies.

Need for Master Plan. In the City, the City can create and adopt large lot industrial zoning to protect sites within the City limits. It can designate land within the UGB for industrial use. In the Urban Reserve, the City can plan roads, water systems, and storm and sanitary sewer systems; it can also comment on proposals to develop or divide land. In developing a specific plan for Newberg's large site industrial areas, the City would be providing guidance for City plans and recommendations within the South Urban Reserve areas, as well as for City and County decisions within the Urban Growth Boundary, both before and after land is annexed.

The South Industrial Area Master Plan will help Newberg address comprehensive plan policies stating that the City will pursue the inclusion of large industrial sites within the UGB, zone them to keep them intact, and extend full urban services into such areas if appropriate. The adopted 2007 Urban Reserve areas include several large (20+ acre) parcels that meet the criteria for industrial sites. By carefully planning for this area, the City will be better able to preserve the underlying agricultural land in agricultural use until needed for industry, yet have an adequate supply of large, "shovel-ready" industrial sites.

The plan will also determine which land is best suited for near term development, and which land needs to be kept available for future development; and map a fast, clear path for developing fully serviced land in the right locations for the right uses. By providing a clear infrastructure plan for the area, it will eliminate some of the uncertainties that can add time and risk to developing industrial property. In addition, the plan will give neighboring property owners a clearer vision of the type of development that could occur, and how their property would be protected from potentially conflicting uses.

Questions to Answer. How do we get from having raw land in our URA to having a vibrant and viable new industrial area? The South Area Industrial Plan will begin to answer that question, addressing the major decisions that will need to be made, such as:

- What do we want to end up with? What should it look like?
- Which land should go into the UGB, and which should remain in the URA for now?
- How developed does it need to be to attract industry? How much infrastructure, of what type, needs to be in place?
- How clear or how flexible should the standards be regarding roads, parking, set-backs, landscape, pathways, etc.

- What do we want to say about traffic flow, nonindustrial uses, ongoing maintenance requirements and how they will be enforced, etc.?
- How much infrastructure planning needs to be done before the land comes into the City?

Process and Timing. The general approach to developing this plan is described in the table below. Given a very small (\$20,000) budget, based on a \$10,000 grant and \$10,000 from other sources, the schedule will need to maximize limited funds by coordinating closely with other planning efforts occurring during the same time frame. For example, the transportation planning consultant for the URA transportation system plan will need to participate in the design workshops for the South Industrial Area Plan.

Task/Activity	Product/Result	Start Date
Public Information and Outreach. Public mailings, press releases, and presentations	Staff reports, press releases, data. Plan: "Introduction: Plan Purposes and Objectives"/Increased public understanding and support for adding industrial land	Month 1
Background Information. Research, writing, mapping	Plan: "The South Area: Setting, Land Use, Access, Utilities." Preliminary list of issues, opportunities, and constraints	Month 1
Meeting with Owners. Staff and consultants meet with owners and tour area	Plan: "The South Area: Issues, Opportunities, and Constraints"	Month 3
Community Visioning. Meet with public to seek consensus on the need for the large site industrial area, and draft policies and criteria to guide its development	Plan: "Community Vision: Important Considerations; Guiding Principles – What the area should look like, what the plan needs to do." Plan: "South Area Industrial Master Plan Policies"	Month 4
Plan Alternatives. Collaborative Design Workshop #1 – Development Team meeting to draft alternative maps and renderings. Development Team to include City and County staff, consultants, State staff (OECDD, DLCD, ODOT) and private utilities (PGE, Verizon).	Plan text, maps, renderings for various development alternatives, with pros and cons for each, as well multiple sketches that capture the public vision.	Month 5
Plan Implementation. Collaborative Design Workshop #2 – Development Team drafts an plan implementation strategy and schedule.	Plan: Critical path of area development (how to make the Plan work).	Month 6
Review of Alternatives. Hold an open house for the public to view and comment on the alternative maps, renderings and implementation options.	Summary of public comments.	Month 7

<p>Plan Selection and Refinement. Collaborative Design Workshop #3 – Development Team evaluates public comments and recommends an optimal plan. Refine plans for utilities, access, circulation, and guidelines for land use, design and landscaping.</p>	<p>Plan: Development Plan, including plan map, access and circulation plan, utility plans, and new industrial zone language. Industrial area infrastructure design is integrated with implementation considerations</p>	<p>Month 8</p>
<p>Plan Summary. Draft Executive Summary and prepare final maps.</p>	<p>Plan: “Plan Summary” and assembled plan document.</p>	<p>Month 9</p>

NUAMC’s Role in creating the South Industrial Area Plan. If the main objective of the plan is to provide guidance for City decisions that would affect the future development of this area when it comes into the City, the Newberg Planning Commission should review the plan. If the County decides that it would also like to adopt the plan, then NUAMC review would be appropriate.

3. Transportation System Plan Update for New URA

Newberg has been awarded a \$100,000 grant from the state’s Transportation/Growth Management Division (TGM) to update the City’s Transportation System Plan (TSP) to include the new Urban Reserve area (URA). The City will provide an 11% in-kind match. This TGM project will contribute to incorporation of the urban reserve expansion areas (URAs) into the City’s existing Comprehensive Plan and Transportation Plan by extending the application and implementation of the City’s transportation polices to these areas.

The project objectives are to develop a TSP for the URA that will manage growth and comply with the Transportation Planning Rule (TPR), integrate transportation and land use planning, encourage transportation-efficient land uses in the URAs, and further involve the community in the implementation process. Products need to include the following:

- The elements for providing a safe, efficient, and multi-modal transportation network to serve the entire community as it continues to grow;
- A prioritized list of planned improvements, including cost estimates, to guide future transportation investments; and
- An effective financing program for planned improvements.

The project will analyze a number of land use and transportation system alternatives for the URAs. The project will involve review and analysis of existing and available information to address traffic issues within the URAs and the impact of the traffic on the existing transportation facilities within the City of Newberg. The project will develop and evaluate multi-modal transportation alternatives, select a preferred transportation system plan, and develop financing strategies for implementing the

transportation plan in the URAs. The main goal of the project is to plan an efficient, high quality transportation system for lands within the URAs for the City of Newberg. The project will serve as a blueprint or master plan to guide transportation decisions, addressing both short term and long term needs over the coming decades. In estimating transportation requirements, the plan will generally follow the land use and transportation recommendations of the Ad Hoc Committee on Newberg's Future.

In terms of transportation planning needs, the land that was added to the Newberg URA in the 2007 amendments falls into one of several groupings: the Southeast Area that was the subject of the Southeast Transportation; the South Industrial Area, which is the subject of the South Industrial Area Master Plan; and the land west of Chehalem Drive.

Southeast Area. When the City of Newberg repealed its previous adoption of the Southeast Transportation Plan and remanded that plan to the Newberg Urban Area Management Commission, the City of Newberg ordained, "Until an adequate transportation plan is developed and adopted for the Southeast area, the City of Newberg will not approve amendments to the Newberg Urban Growth Boundary within this area."

Even though the Southeast Transportation Plan has been repealed, considerable work has been done in developing a transportation plan for this area. Areas that will need additional work include access to 99W; street connections between the southeast and other areas, including those in the new URA; and how to equitably determine the timing, sequencing and cost allocation of improvements. The consultants preparing the Transportation System Plan Update for the new URA will need to review and evaluate the work that has been done, provide technical support to NUAMC as needed for its work on the Southeast Transportation Plan, and incorporate the work for the Southeast area into the update of the Transportation System Plan. The attached outline of the consultant's scope of work for the overall TSP/URA project shows the role that NUAMC would play in developing the transportation plan for the Southeast area.

South Industrial Area Plan. To make the South Industrial area available to meet the City's goal of providing fully serviced industrial land, a substantial road system will need to be planned, phased, designed, financed and/or funded, and built, as discussed above. By folding the development of the South Industrial Area Plan into the Transportation System Plan project, the proposed land uses developed for the industrial area can be inserted into the planning model to determine their future trip generation and transportation impacts. When the South Industrial Area Plan identifies the land in the URA to be brought into the UGB, that decision can be reflected in modeling short- and long-term transportation requirements.

Chehalem Drive Area. During the Neighborhood meetings in 2006, Chehalem Drive was frequently mentioned as one of the roads where traffic has recently increased, and which would need improvement for further development. In addition, a system of new roads will be needed as the backbone for new development.

The City would like to insert the possible land uses in the Chehalem Drive Area into the transportation model to further analyze the transportation impacts and needed improvements for that area of the URA. The final TSP will provide analysis of the interconnections of all three areas: Southeast, South, and Chehalem Drive, as well as their connections to the existing City, the UGB, and regional transportation systems.

Delivery Schedule. At this time, specific dates have not been set. The draft statement of work refers to months from notice-to-proceed.

NUAMC's Role in Newberg Transportation Plan for Urban Reserve Areas

The scope of work for Newberg's Transportation System Plan Update for the new Urban Reserve Areas places NUAMC in a key role for Task 4, "Southeast Area/99W Access Alternatives." The objective of Task 4 is to evaluate and select a preferred option for access to Highway 99W from the Southeast Urban Reserve Area, and modify the draft Southeast Transportation Plan and project sequencing as necessary to accommodate the selected option. See Tasks 4.2, 4.8, 4.12, and 4.14, which appear below in text boxes.

Task 1: Project Startup

Task 1.1 Technical Advisory Committee (TAC) Roster (consultant responsibility)

Task 1.2 Southeast Owners Group Roster. The Southeast Owners group will be comprised of property owners and their representatives directly affected by possible access choices and alignments for 99W access to the Southeast area. (City responsibility)

Task 1.3 South Industrial Stakeholders Group Roster. The South Industrial Stakeholders Group will be comprised of property owners and representatives in the South Industrial Area. (City responsibility)

Task 1.4 Review and Evaluate Existing Plans, Policies, Standards, and Laws

Task 2: Facility Inventory

Task 2.1 Inventory of Transportation Facilities and Services. This should cover the South Industrial Area, the Chehalem Drive Area, and the northern portion of the Southeast Area.

Task 2.2 Update EMM2 model for 2040 conditions

Task 2.3 Collect Traffic Count Data

Task 3: Technical Advisory Committee Coordination

Objective: To coordinate transportation planning with state and county agencies, and to obtain feedback and guidance in developing the plan.

Task 3.1: TAC Meeting #1: This meeting will be held to review the work program, project scope, work assignments major issues, and data requirements. It is anticipated that this meeting will be held in conjunction with Task 2.

Southeast Area: The meeting will review project goals and evaluation criteria (Task 4.1) and help identify 99W Access options (Task 4.3), and identify constraints.

South Industrial: The meeting will review IAMP work previously done, the work scope, and the project goals.

Chehalem Drive: The meeting will identify potential issues to be addressed during TSP development.

Task 3.2 TAC Meeting #2:

Southeast Area: This meeting will review the initial screening of alternatives for 99W access (Task 4.7).

South Industrial: This meeting will review the results of the community vision session. If possible, this meeting will be held on the same day as South Industrial Design Team Meeting #1

Chehalem Drive: This meeting will review the transportation issues and options for the Chehalem Drive area.

Task 3.3: TAC Meeting #3

Southeast Area: This meeting will be used to review the analysis of 99W access alternatives (Task 4.9)

South Industrial: This meeting will review the results of the Transportation Analysis. If possible, this meeting will be held on the same day as South Industrial Design Team Meeting #3:

Chehalem Drive: This meeting will review the results of the transportation alternatives analysis.

Task 4: Southeast Area/99W Access Alternatives

Objective: To evaluate and select a preferred option for access to Highway 99W from the Southeast Urban Reserve Area, and to modify the draft Southeast Transportation Plan and project sequencing as necessary to accommodate this option.

Task 4.1 Establish project goals and evaluation criteria (Note: This task is likely to be completed prior to contract signature)

Task 4.2 NUAMC Meeting #1 (Note: This task is likely to be completed prior to contract signature). The purpose of this meeting will be to:

1. Review project goals.
2. Review work scope.
3. Review project evaluation criteria.
4. Identify any additional alternatives for access to 99W.

Task 4.3: Identify alternatives for access to 99W from the Southeast Area. Review list of alternatives already developed, and suggest additional alternatives.

Task 4.4 *TAC Meeting #1 See Task 3.1*

Task 4.5: Southeast Owners meeting #1. Meet with Southeast Owners group. The purpose of this meeting is to:

1. Review project evaluation criteria.
2. Review previous and identify additional alternatives for access to 99W.
3. Identify physical, social, environmental, and economic constraints and opportunities to access options.
4. Build a collaborative working relationship with the owners.

Task 4.6 Initial screening of alternatives. The consultant will do an initial screening of the identified alternatives through the project evaluation criteria. The initial screening will attempt to find fatal flaws in any of the alternatives, and determine in a general analysis those alternatives meriting detailed analysis.

Task 4.7 TAC Meeting #2 See Task 3.2

Task 4.8. NUAMC Meeting #2. The purpose of this meeting will be to

1. Review initial screening of alternatives
2. Select alternatives for detailed analysis

Task 4.9 Evaluate Alternatives. The contractor will evaluate the alternatives selected for detailed analysis against the project criteria. This will include traffic modeling of each of the alternatives, rough cost estimates, generalized analysis of environmental constraints, and discussion of timing/phasing issues.

Task 4.10. Southeast Owners meeting #2. The purpose of this meeting will be to share with the stakeholders the results of the evaluation, gain consent to technical analysis issues, and discuss any possible adjustments or mitigations for high rated alternatives.

Task 4.12. NUAMC Meeting #3. The purpose will be to review the results of the alternatives analysis and identify options to be presented at a public hearing.

Task 4.11: TAC Meeting #3 See Task 3.3

Task 4.13: Draft Southeast Transportation Plan: Consultant will draft section of Southeast Transportation Plan detailing alternatives analysis and preferred alternative. City will incorporate this analysis into plan. Consultant to coordinate in drafting text as needed.

Task 4.14: NUAMC Meeting #4. This will be a public hearing to consider the draft plan with the preferred alternative.

Task 5: South Industrial Master Plan Transportation Element

Objective: To develop the transportation element of the South Industrial Master Plan.

Task 5.1: South Industrial Stakeholders Meeting #1. The purpose of this meeting is to inform the property owners of the plan, solicit their input the project goals and objectives, and learn their preferences. The City can hold this meeting. Consultant need not be present.

Task 5.2: Community Visioning Meeting. City will hold community visioning meeting. The purpose of the meeting is to develop community consensus on the overall vision for the South Industrial area, and the project goals and objectives. Consultant will attend to hear community preferences.

Task 5.3 TAC Meeting #2 See Task 3.2.

Task 5.4: South Industrial Design Team Meeting #1: Design Options This workshop will include City staff, the transportation consultant, and the South Industrial Plan consultant, and other invited professionals. The purpose of this workshop is to develop alternative broad brush layouts of the south industrial area. Consultant will attend to help design alternative transportation system layouts, and

determine major constraints and opportunities. Planning will take into account truck transportation needs, and future bicycle, pedestrian and mass transit opportunities.

Task 5.5: Analyze alternatives. The consultant will analyze the various transportation layouts. The consultant will determine general cost estimates for each layout, prepare traffic model results for each, and discuss the feasibility and constraints of each.

Task 5.6: South Industrial Design Team Meeting #2: Plan implementation workshop. This workshop will include City staff, the transportation consultant, and the South Industrial Plan consultant, and other invited professionals. The purpose of the workshop is to review the results of the design workshop and alternatives analysis, and develop strategies for implementing the plan. Consultant will participate and contribute concepts for implementing, phasing, and financing the industrial plan.

Task 5.7: South Industrial Plan Master Plan Open House. The purpose of this open house will be to present the South Industrial Master Plan alternatives and gain feedback on community preferences. The consultant will attend to answer questions and hear community feedback.

Task 5.8: TAC Meeting #3 See Task 3.3

Task 5.9: South Industrial Design Team Meeting #3: The purpose of this meeting will be to select the design team's preferred alternative, refine the preferred alternative as needed, identify areas needed for further work or research, and coordinate on preparation of the plan document. The consultant will participate.

Task 5.10 Draft transportation section of master plan. The consultant will draft the transportation section of the South Industrial Plan including current conditions, alternatives, preferred alternative, cost estimates, timing, and implementation strategy.

Task 5.11 Planning Commission Public Workshop. This workshop will be to review draft master plan prior to the first public hearing.

Task 6: Develop Chehalem Drive Transportation Plan

Objective: To develop a transportation plan for the Chehalem Drive Urban Reserve Area.

Task 6.1: Identify transportation issues and options. The consultant will use the existing conditions report and future "no-build" model output to determine future transportation issues. Consultant along with City will draft alternatives for future transportation facilities, including pedestrian, bicycle, and mass transit facilities.

Task 6.2: TAC Meeting #2 See Task 3.2

Task 6.3: Chehalem Drive Transportation Plan Neighborhood Meeting. The purpose of this meeting will be inform the public of the plan development, and solicit ideas and preferences for future plan alternatives.

Task 6.4 Transportation Alternatives Analysis. The consultant will model the transportation alternatives and review the results.

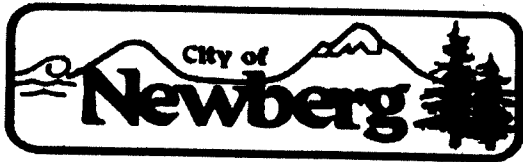
Task 6.5: TAC Meeting #3 See Task 3.3

Task 6.6 Planning Commission Public Workshop The purpose of this workshop will be to review the alternatives analysis with the Planning Commission, and select the preferred alternative.

Task 6.7 Draft Chehalem Drive Transportation Plan. The consultant will draft the Chehalem Drive Transportation Plan including the background, existing conditions, future conditions, alternatives analysis, transportation plan, bicycle plan, pedestrian plan, transit plan, cost estimates, and timing.

Task 6.8 Planning Commission Public Hearing on adoption of the plan.





MEMORANDUM

Date: September 23, 2008
To: Newberg Urban Area Management Commission
From: Barton Brierley, AICP
RE: **SOUTHEAST TRANSPORTATION PLAN REMAND**

On July 7, 2008, the Newberg City Council repealed Ordinance 2007-2682, which had adopted the Southeast Transportation Plan. They found that the repeal would make it easier to adopt the 2007 Urban Reserve and was in the best interest of the community, and that it would be possible to provide adequate transportation access to the area covered by the Southeast Transportation Plan when that area is developed at urban densities. They also ordained:

The Southeast Transportation Plan, as adopted by the City of Newberg on November 19, 2007, is hereby remanded to the Newberg Urban Area Management Commission to address the County's concerns. The County had several concerns but the main issue was regarding how to get traffic from the Southeast area out to Hwy 99W prior to construction of the Newberg-Dundee Bypass.

In repealing the plan and remanding it to NUAMC, the City of Newberg ordained, "Until an adequate transportation plan is developed and adopted for the Southeast area, the City of Newberg will not approve amendments to the Newberg Urban Growth Boundary within this area."

As stated in the "Staff Updates" memo in regard to transportation planning for the 2007 Urban Reserve (URA), considerable work has been done in developing a transportation plan for this area. Additional work will be needed to address access to Hwy 99W; street connections between the southeast and other areas, including those in the new URA; and the timing, sequencing and cost allocation of improvements.

Decisions Needed. As it resumes work on the Southeast Transportation Plan, NUAMC will need to make several decisions:

1. What should NUAMC's role be?

NUAMC was created as a body that would hold hearings, make findings, and present recommendations to the Board of Commissioners and the Newberg City Council regarding the management of the unincorporated area within the Urban Growth Boundary, as well as modifications to that boundary. The Newberg Urban Area Growth Management Agreement states, "The very nature of planning requires continual refinement of various elements of the Comprehensive Plan. This includes the preparation of implementing ordinances, refinement plans and functional plans. As

the Newberg Comprehensive Plan is implemented, the City and County will work together in a coordinated effort to achieve the goals of the Yamhill County and Newberg Comprehensive Plans.”

The agreement recognizes the City of Newberg as the ultimate provider of urban services within the Urban Growth Boundary. As sited in the URA Addendum to the NUAMC Agreement, Yamhill County Transportation System Plan (TSP) Policy 1.5.b. states that Yamhill County is the lead agency for transportation project review for facilities outside the UGBs, while the affected city is the lead agency within the UGBs. Yamhill County TSP Policy 4 states that it is the policy of Yamhill County “to coordinate the County Transportation System Plan with the transportation plans for the ten incorporated cities within Yamhill County,” and that at the time of UGB amendment, “Yamhill County and the City involved shall agree on classification and design standards of all County Roads within the proposed UGB area prior to finalization of the amendment.”

NUAMC is in a position to help the City and County agree to adopt a revised plan for the Southeast area that both the City of Newberg and Yamhill County can agree to adopt and follow. We urge the members of NUAMC to accept this role, and commit themselves to creating such a plan. This assumes that if a good plan can be developed, both the City and the County would be willing to adopt it.

Even if the City and County cannot agree to adopt a transportation plan for the Southeast area, our intergovernmental agreement still requires that the City and County agree on the classification and design standards for all County Roads within the proposed UGB prior to finalization of the UGB amendment. NUAMC can:

- 1) accept the City’s remand, and develop and recommend a revised plan that both the city and county can adopt;
- 2) accept the City’s remand, and develop and recommend a revised plan that the City of Newberg can adopt and Yamhill County can formally agree to abide by, at least in regard to classification and design standards for County Roads; or
- 3) step back from review of Newberg’s transportation plans, leaving the responsibility for city-county coordination to the city and county public works and planning staff, with subsequent review, hearings and adoption by their respective committees, planning commissions and elected officials.

We urge the members of NUAMC to commit themselves to developing a good plan that both jurisdictions will be able and willing to adopt.

2. How should the Southeast area connect to Hwy 99W?

Ever since the neighborhood meetings in 2005 and 2006, this question has generated more concern, testimony and controversy than any other. The Southeast area has been included in the Urban Reserve Area, and planned for future development for urban uses. Inclusion of this property in the Urban Growth Boundary and city limits is dependent on development of an adequate transportation system for the proposed uses. Development in the Southeast area will require access to Highway 99W, both for travel west to and from downtown Newberg, and travel east to and from Sherwood. Safe and efficient access needs to be provided that does not depend on the existing network of winding, rural roads for either ultimate or interim access.

During the development and review of the Southeast Transportation Plan, several options were considered and evaluated; others may be possible. Table 1 lists some of the options that NUAMC looked at and rejected, as well as variations on these options. Please be thinking of other options to add to this list.

Evaluation Factors: In assessing various alternatives, the following factors will be considered. These factors are intended to compare alternatives and assist in choosing a preferred alternative. As it is unlikely that any one alternative will rate the best in every factor, the review bodies will need to consider the performance of each alternative across all factors, and ultimately select an alternative that in total best meets the factors below.

1. Safety. The alternative should provide acceptably safe travel for all modes.
2. Level of service. The level of service and volume to capacity for each alternative will be estimated. The selected alternative should not exceed the capacity of roadways or intersections. Alternatives with overall better level of service will rate higher.
3. Cost feasibility and effectiveness. The selected alternative should be feasible to construct given the resources that are anticipated to be available. While the alternative need not be the least expensive, it should provide high benefits relative to the costs incurred.
4. Travel time, distance, and convenience. Alternatives that minimize total travel times, travel distances, and out of direction travel will rate higher.
5. Alternative modes. Alternatives that provide safe, effective and direct routes for walking, biking, and mass transit will rate higher.
6. Property impacts. Alternatives that require little land, and do little to disturb structures or uses of land where the facility would be constructed, will rate higher.
7. Neighborhood impacts. Alternatives that direct traffic through or divide existing neighborhoods, or would disturb nearby land uses, will rate lower.
8. Environmental impacts. The selected alternative must be allowable given environmental laws governing water, historic, and other resources. Alternatives with fewer creek or wetland impacts will rate higher. Alternatives that disturb steep slopes, wooded areas, or other natural features will rate lower.
9. Phasing feasibility and flexibility. Alternatives that can be implemented in a logical sequence, allowing choice and flexibility in timing of land development and construction, will rate higher. Alternatives that depend on significant up front construction, that can

- only be implemented after bypass construction, or that require coordination and cooperation of many landowners, will rate lower. Alternatives that would have significant neighborhood impacts in interim stages will rate lower.
10. Compatibility pre and post-bypass. Alternatives that provide transportation solutions both before and after construction of the bypass, without wasted interim improvements, will rate higher.

Rating: Each alternative will be rated following the above criteria as follows:

- Excellent
- Good
- Satisfactory
- Poor
- Very poor
- Fatally Flawed: The alternative is flawed to the extent that the alternative cannot be selected. Examples would be an alternative that could not get regulatory approval or would be so costly that it could never be constructed.

3. How should the road improvements be sequenced?

This question is directly connected to the selection of land within the Urban Reserve that should be included in the legislative 2009 UGB Amendments. Development within the Southeast area will need to carry virtually the entire financial burden of developing the area's internal road system and improving the existing roads and intersections that development will impact. The versions of the Southeast Transportation Plan recommended by NUAMC and as adopted by the City of Newberg both include a list of transportation projects that would be needed, with their estimated costs and some indication of their sequence. Each version of the plan assumes that some improvements would need to be in place prior to any significant increase in traffic, and that some might be needed even prior to construction.

The City's adopted plan and the NUAMC recommendation both envisioned developing the road network from north to south, with the first phase providing safe and useful connections to Hwy 99W. The first phase assumed that any development in the Southeast area would increase traffic on Corral Creek Rd., and further degrade intersection operations at the Corral Creek Rd./Hwy 99W intersection. To avoid further hazards, the NUAMC plan included improvements to provide access to Hwy 99W at the signalized Providence Dr. intersection via a new east-west connection from the western end of Trails End Rd., and consolidation of the Corral Creek Rd. and Veritas Rd. intersections to a single right-in, right-out intersection. It recommended either 1) closing off the intersection or 2) constructing significant improvements to maintain acceptable intersection operation when traffic volumes exceed 120 right turns from Corral Creek Rd. onto Hwy 99W or 110 left turns from 99W onto Corral Creek Rd. during the evening peak hour. In adopting the plan, the Newberg City Council eliminated the east-west road that was intended to bring traffic over to Providence Dr., but kept the other first phase projects in place.

At the Southeast Transportation Plan hearings before the Newberg City Council and the Yamhill County Board of Commissioners, several people expressed concerns with the north to south sequencing of transportation improvements. That sequencing requires the owners of property south of Fernwood Rd. to either fund all needed improvements to the north before they can build, or wait until the areas to the north develop and fund the first phase projects. Some landowners south of Fernwood Rd. wanted to see greater flexibility in the sequencing of development and transportation improvement projects.

If the sequencing requirements were to be completely abandoned, the transportation improvements that correspond to a particular area might do little to address the incremental impacts of the area's development. The challenge here is to determine how to address the cumulative incremental impacts of development in a way that provides greater flexibility. At the same time, the sequencing of the transportation projects needs to be consistent with and support the location of the Urban Growth Boundary for the Southeast area. For example:

- Staff began the discussion with a list of projects that started at Fernwood Rd. and worked north and south.
- The plan that was adopted and repealed by the City started at Hwy 99W and worked its way south.

Another way to think about this question is to ask which improvements are most needed to avoid negatively impacting which existing roads and intersections, and what areas need to be developed first to make those improvements feasible?

4. Other Issues to be Addressed. In advising against adoption of the Southeast Transportation Plan, the Yamhill County staff said that their major concern was with the effect on County roads, given that we don't know when the bypass will be built. At the joint meeting of the Newberg City Council and Yamhill County Commissioners, two of the commissioners noted that in the absence of a bypass, all three major intersections on Hwy 99W will fail within 30 years, with or without an east-west connector. When they reviewed the minutes of that joint meeting, commissioners made it clear that the lack of an east-west connector or even lack of adequate access to Hwy 99W were not their only concerns. Before taking up the remand of the Southeast Transportation Plan, it would be helpful to have more information on the County's specific concerns.

Table 1. Southeast Transportation Plan – Highway 99W Access Options

Draft 9/23/08

Option #	Name	Description
1.0	No connection	Terminate the Corral Creek Road and Veritas Lane connections to Highway 99W. Traffic would access 99W via Fernwood Road to Springbrook Road, Brutscher Street, Providence Drive, or others, or via Schaad Road to Old Parrett Mountain Road
2.0	East-West Connection	Construct a new linking road west from the new north-south collector across the east fork of Springbrook Creek, with an eventual connection to Highway 99W
2.1	Hayes Street Connection	Connect the east-west road directly to Hayes Street
2.2	Providence Drive Connection	Connect the east-west road to Providence Drive. Access 99W at the Providence/99W intersection.
2.3	Klimek Lane Connection	Connect the east-west road to Klimek Lane. Access 99W at the Klimek Lane/99W intersection.
2.4	Harmony Lane Connection	Connect the east-west road to Harmony Lane. Access 99W at the Harmony Lane/99W intersection.
3.0	New connection to 99W between Harmony to Corral Creek Road	Create a new connection to Highway 99W somewhere east of Harmony Lane and west of Corral Creek Road.
3.1	Benjamin Road intersection	Create a new south leg of an intersection at Benjamin Road. Terminate or modify the existing connections at Corral Creek Road and Veritas Lane
3.2	New connection east of Benjamin Road	Create a new intersection with Highway 99W east of Benjamin Road and west of Corral Creek Road
4.0	Over/Under 99W options	These options would create a new connection over or under Highway 99W and connect to frontage roads on the north side of the highway.
4.1	Benjamin Road Overpass/underpass	Create a new underpass or overpass at the existing Benjamin Road intersection.
4.2	New underpass west of Corral Creek Road	Create a new underpass somewhere east of Benjamin Road and west of Corral Creek Road intersections. Construct a new frontage road just north of the current Highway 99W. Terminate or modify the existing connections at Corral Creek Road and Veritas Lane.
4.3	Bypass overpass/ Corral Creek Road Underpass	Construct the new overpass for the bypass at the 99W/Corral Creek Road area. Construct a new underpass at Corral Creek Road. Connect to the newly abandoned Highway 99W as the north frontage road.

Option #	Name	Description
5.0	Corral Creek Road/Veritas Lane	Use the existing Corral Creek Road and Veritas Lane intersections for access to Highway 99W.
5.1	Corral Creek Road Right-in/Right-out access	Convert the existing Corral Creek Road access to right-in/right-out access only. Terminate the existing Veritas Lane/Highway 99W intersection.
5.2	Veritas Lane Right-in/Right-out access	Convert the existing Veritas Lane access to right-in/right-out access only. Terminate the existing Corral Creek Road/99W intersection.

5.3	Veritas Lane or Corral Creek Road Right-in/Right-out with acceleration lane	Use either Option 5.1 or 5.2, plus create an acceleration lane on the south side of Highway 99W
6.0	Old Parrett Mountain Road Connection	Create a connection between Corral Creek Road and Old Parrett Mountain Road, and access Highway 99W there. Modify the Old Parrett Mountain Road/99W intersection, creating an overpass just east of Quarry Road, and a frontage road on the south side, connecting to Haugen Road.
6.1	New frontage road	Create a new frontage road on the south side of Highway 99W going up Rex Hill to Old Parrett Mountain Road.
6.2	New Corral Creek Road – Parrett Mountain Road Connector	Construct a new connector road between Corral Creek Road and Old Parrett Mountain Road. Improve Old Parrett Mountain Road between the connection and Highway 99W.
6.3	Schaad Road connection.	Improve and utilize the existing Schaad Road connection to Old Parrett Mountain Road. Improve Old Parrett Mountain Road between Schaad Road and Old Parrett Mountain Road.
7.0	Bypass Connection	Connect to Highway 99W after construction of the bypass.
7.1	Connect to truck acceleration lane	Connect to truck acceleration lane on future bypass for right-in/right-out access.
7.2	Corral Creek Road Underpass	Construct a new underpass at Corral Creek Road. Connect to the newly abandoned Highway 99W as the north frontage road.





MEMORANDUM

Date: September 23, 2008

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP

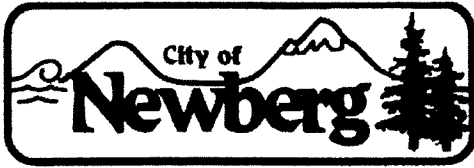
RE: **2009 URBAN GROWTH BOUNDARY AMENDMENTS**

On August 4, 2005, the Newberg City Council passed Resolution No. 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as recommended by the Ad Hoc Committee on Newberg's Future. That resolution directed City staff to undertake activities to create a new Urban Growth Boundary and a new Urban Reserve Area. In November 2006, following NUAMC hearings and a recommendation, the Newberg City Council and the Board of Yamhill County Commissioners agreed to add 200 acres of land northwest of Newberg to the City's Urban Growth Boundary, partially satisfying the City land needs. Now that the 2007 URA has been adopted by the City and the County, the City of Newberg has begun work on the 2009 Urban Growth Boundary (UGB) Amendments. When added to the land that is already in the City and its UGB, the new UGB will provide the City with the rest of the land needed for the next 20 years. This project will be the third part of the three-part process that the City undertook to expand the City's Urban Growth Boundary and Urban Reserves, the first being the 200-acre Northwest UGB expansion, and the second being the 2007 URA.

The new UGB will be selected from the land within the new Urban Reserves. The initial UGB proposal will draw some land from the Southeast area, and some from the South Industrial area, generally as recommended by the Ad Hoc Committee on Newberg's Future. Land in the southeast area will be selected for the UGB based on the outcome of the Southeast Transportation Plan study, and land in the South Industrial Area will be selected based on the outcome of the South Industrial Area Master Plan.

Winterbrook Planning, the same consulting firm that prepared the findings and justification documents for the Northwest UGB expansion and the 2007 URA, is also assisting with this project, and has prepared a first draft of the findings and justification document. Due to the delay in reaching a final decision on the 2007 URA, work on the 2009 UGB was put on hold in May 2008 to concentrate on the 2007 URA. With the final adoption of the 2007 URA, the City plans to resume work on the 2009 UGB as soon as possible. After City staff has completed its work on the draft findings and justification document, we will be scheduling workshops and hearings before NUAMC.

Transportation planning for this project will be supported by the \$100,000 grant from Oregon Transportation/Growth Management for the TSP/URA update. Like the Southeast Transportation Plan and the South Industrial Plan, the 2009 Urban Growth Boundary amendments will draw on the technical expertise of the consultants for the TSP/URA update for technical support in this area. As stated in Yamhill County TSP Policy 4, "At the time of UGB amendment Yamhill County and the City involved shall agree on classification and design standards of all County Roads within the proposed UGB area prior to finalization of the amendment." The work on the Southeast Transportation Plan and the road system plans for the other parts of the new URA should be fairly well along by the time NUAMC completes its work on the 2009 UGB.



CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION AGENDA
Newberg Public Safety Building
401 E. Third Street, Newberg
Tuesday, September 30, 2008 at 7:00 PM

I. ROLL CALL

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

1. Minutes of the December 12, 2007 meeting

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

1. For items not listed on the agenda

IV. STAFF UPDATES

1. Urban Reserve Area – Status
2. South Industrial Plan – Status
3. Transportation System Plan Update for new URA – Status

V. SOUTHEAST TRANSPORTATION PLAN STRATEGY

VI. 2009 UGB STRATEGY

VII. OTHER ITEMS FROM STAFF

1. Future NUAMC Meeting Schedule

VIII. ITEMS FROM COMMISSIONERS

IX. ADJOURN

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

ACCOMMODATION OF PHYSICAL IMPAIRMENTS: Please notify City Administration 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 Becky Green at (503) 537-1261.



MEETING MINUTES

**CITY OF NEWBERG / YAMHILL COUNTY
NEWBERG URBAN AREA MANAGEMENT COMMISSION
Newberg Public Safety Bldg. - 401 E. Third Street, Newberg, OR
Wednesday, December 12, 2007, 7:00 PM**

I. ROLL CALL

Members

Present: Michael Sherwood (Acting Chair) Roger Currier Sally Dallas
Warren Parrish Alan Halstead Leslie Lewis
Phil Smith (substitute for Matson Haug)

Members

Absent: Matson Haug (excused)

Staff

Present: Barton Brierley, City of Newberg Planning and Building Director
Elaine Taylor, Associate Planner
Ken Friday, Yamhill County Planning
Jennifer Nelson, Recording Secretary

Others

Present: John Bridges, Krista Maerz, Curtis Walker, Michael Ard, Robert Roholt,
Gary Shuler, Grace Schaad

II. CONSENT CALENDAR

1. Minutes of the August 21, 2007 meeting.

Commissioner Phil Smith, City of Newberg Planning Commissioner, made note that he was present for this meeting as a substitute for Matson Haug, but was not shown as present in the minutes (arrived late).

Commissioner Roger Currier, City of Newberg City Councilor, noted he would abstain from approving the minutes because he was not present for the meeting.

MOTION #1: Halstead/Lewis to approve the NUAMC minutes from August 21, 2007 as amended. (6 Yes/0 No/1 Abstention [Currier]). Motion carried.

Commissioner Warren Parrish inquired how to make changes to previous minutes that have already been approved.

Discussion followed as to the best process to make corrections. Staff felt it would be best to make the statements tonight as an amendment to the previously approved minutes rather than bringing the approved minutes back for reconsideration.

Commissioner Warren Parrish made two corrections to previous statements for the meeting held at George Fox University. He corrected his statement that there had never been a pedestrian accident in the 23 years he worked for Providence Hospital to state there had been two accidents within that period with no injury on the property. He also added his employment ceased in 1993 (which he omitted previously) and to this day, there are no over-head walkways or pedestrian sky bridges located at Providence St. Vincent's Hospital.

MOTION #2: Halstead/Currier to accept the corrections in this evening's record. (6 Yes/0 No/1 Abstention [Parrish]). Motion carried.

III. COMMUNICATIONS FROM THE FLOOR

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

IV. LEGISLATIVE PUBLIC HEARING

APPLICANT: JDC Homes, LLC
REQUEST: Designate a 10.16 acre site as a URA
LOCATION: 11220 NE Fettig Lane
FILE: CPA-07-001

Acting Chair Michael Sherwood introduced the hearing and made the required legal statements for quasi-judicial hearings. He also called for any biases, abstentions, ex parte contact, and conflicts of interest.

Commissioner Alan Halstead noted he saw an article on the subject in The Newberg Graphic but he had not read the article and it would not affect his decision this evening.

Staff Report:

Associate Planner Elaine Taylor presented the staff report. Handouts of the Power-Point presentation were provided which are available for public review (see official record for full report).

Commissioner Parrish asked about the property boundaries and if the houses would be located right next to the golf course. Staff replied they would be.

Public testimony opened.

Proponents:

John Bridges, attorney representing the applicant, introduced the parameters of the application and familiarized the audience with the ten-acre parcel of land. He spoke of the Maerz property obligations to an advance financing agreement, the property's integration with the City based on the surroundings, and the consistencies between the Urban Reserve Area (URA) process and this application.

Krista Maerz said that she had received only three days' notice of the hearing for making her property subject to the Advance Financing Agreement for street, water and sewer improvements for The Greens (Resolution 2007-2694). She declared she did not feel she had a choice in the matter to have her property assessed and a lien placed on it to pay for infrastructure she would benefit from some time in the future. She said it had never occurred to her that she would have to pay any money since she was not located within City limits. She spoke of the City referring to her property as a "special" case since it was the only property outside of the City limits to be included along with The Greens project. She felt the City needed to honor her property as a "special" case and approve her request to move forward independently. She also submitted letters from neighbors supporting her application.

Commissioner Leslie Lewis expressed concern with the City trying to force people to come into the URA and annex. She said she was stunned that this had occurred and that a lien had been placed on a County resident.

Barton Brierley, City of Newberg Planning and Building Director, replied the advance financing agreement does not constitute a lien on the property and there is no obligation to pay unless the property is annexed and developed.

Commissioner Lewis wondered why notices were given to a County resident now, instead of when they want to annex. She also said that although private conversations cannot be verified she does not see how City staff would tell the resident that she would be brought into the City in exchange for signing the agreement.

Barton Brierley said that these statements were not true and there is no way the City would have approved this property being brought in independently. The property is part of the recommendation to be brought into the URA during the legislative process.

Krista Maerz replied the City's support was implied.

Ken Friday, Yamhill County Planning, asked if there were other agreements like this with other County residents. He had never heard of someone obligating himself or herself ahead of time and asked if this was common.

Barton Brierley replied the agreement is with the developer as a way to be fair. If the developer installs improvements and those improvements benefit properties other than his own, they need to have a way to be reimbursed.

Ken Friday asked if other County residents have experienced this type of agreement.

Barton Brierley replied Crater Lane was a good example. A water line was installed to serve the elementary school and part of it was in the County. When the property went

into the City and the owners started to use the water line, they paid the school district back.

Commissioner Lewis asked if notices were sent to the property owners ahead of time. Staff replied that letters were sent.

Councilor Currier agreed that this occurred and that some property owners came to the meeting and spoke, agreements were made, and the interest was not waived or anything.

Commissioner Lewis asked if the City routinely assessed County property.

Barton Brierley replied that the City does not assess the property and the time limit for the agreement is ten years. If they develop within ten years, they have to reimburse the developer in order to connect to the facility.

Commissioner Smith thanked Krista Maerz for testifying and asked if she had paid any money to the developer. She replied she had not. He explained she will not have to pay until the land is developed and annexed and if it is not developed within the ten-year period, the agreement would be void and she would not be required to pay anything. She confirmed this.

Commissioner Currier said that the City has the option of taking over the contract after 10 years.

Commissioner Halstead mentioned a similar case in Washington County involving a church and a ten-inch water line upgrade. The period was fifteen or sixteen years where anyone hooking up to the facility had to reimburse the church and after the time period was up, the church was out that money.

Commissioner Lewis said she could understand this being included as part of the fee for annexing into the City as a way to pay the developer back, but she did not understand why this would not be handled at the time of development, rather than scaring the County resident and adding a 9% interest charge.

Krista Maerz stated that the document had been re-recorded to show that the interest had been waived.

Curtis Walker, JDC Homes, LLC, related his prior experience and intention to build forty homes on this site, in the 2500 sq ft to 3000 sq ft range. He spoke of estimated timelines for annexation (11/09), plat approval (2010), and groundbreaking by 2011, with completion by 2014. Waiting for the legislative process would put the project back several years. For example, McMinnville and Woodburn have been taking 10 and 12 years, and are not finished yet. His intended timeline is why they have started the process now. He spoke of the ten-acre plot being contiguous with the City and utilities and spoke of the advance financing agreement already in place. He stated he was confused and upset to find the City's intent to deny the application and did not know why the quasi-judicial process was not acceptable.

Commissioner Smith explained the required process with the URA expansion and the Department of Land Conservation and Development (DLCD) mandates to take in certain land categories before others.

Curtis Walker replied he could understand this when there are several hundred acres in question, but this piece of property is only ten acres, contiguous with the City and there was an implication of support from the City, as well.

Commissioner Smith asked if he had a solution for how the City could get the rest of the properties they need first in order to accept this property. He did not have one.

Discussion followed as to the process for first bringing land into the URA, then into the UGB, and finally through annexation into the City. Timelines were discussed as well as The Greens not being in the UGB because it was annexed before the concepts of URA/UGB.

Commissioner Smith spoke of Curtis Walker's plans to bring the Maerz site into the UGB after it gets into the URA and, then to get it annexed. He asked if there were any rules regulating how fast the process can move.

Barton Brierley replied the process could go as quickly as the process will allow. The only limiting factor is the required twenty-year supply in UGB, which would not allow land to be brought in if that supply would be exceeded.

Commissioner Lewis asked if the City has ever done a URA quasi-judicially before.

Barton Brierley replied there had been one request and it was turned down. One has never been approved.

Commissioner Lewis spoke of using the URA as a loophole or fast track to the UGB and annexation. If a property is brought into the URA, it does not have to go through the goal exception process to be accepted into the UGB and be annexed. She felt that this was what was being asked, to leapfrog over the legislative process by approving the URA quasi-judicially.

Discussion followed concerning other cities that have a URA process and a previous request similar to this one.

Commissioner Parrish referred to a letter from an adjacent property owner on Corral Creek Road and a previous hearing with Chehalem Park and Recreation District (CPRD) where it was said there would never be residential property on the golf course.

Curtis Walker stated there was a thirty-foot strip of land that could not be developed and CPRD would not develop it.

Michael Ard, Lancaster Engineering, presented a traffic impact study that focused on bringing the Maerz property into the rest of the Newberg Southeast Transportation Plan. He spoke of trip generation by future development being fifty trips in the evening peak hour, 80% heading west on Fernwood Road and 20% heading east toward Renne Road and Corral Creek Road. He reported the numbers would be similar with or without de-

velopment at the Maerz site, and that a traffic light would be needed at the Fernwood and Springbrook Road intersection whether or not this property develops, as well as improvements at Fernwood and Brucher and a right-in, right-out intersection at Corral Creek Road and 99W.

He felt that it is reasonably feasible to provide adequate transportation facilities for this proposal either with or without the development of the rest of the southeast area, and this property can be developed in the context of the greater Southeast Transportation Plan.

He said that the staff report comment that Renne Road was inadequate was true in the context of the entire southeast area. The staff report comment that the 99W/Corral Creek Road intersection was dangerous was not substantiated by a high level of accident history, but that the proponents would be happy to participate in future improvements at that intersection.

Commissioner Currier asked if the crossroad between Providence Road and Corral Creek Road was taken into consideration, as well as the anticipated traffic generated by the future expansion to the golf course.

Michael Ard replied the East-West connector would not benefit this site. He also stated that the analysis did not consider the golf course expansion, since traffic generation is not usually a concern for a golf course expansion.

He estimated that development of 45 houses on this site would generate about 50 trips at peak hour.

Commissioner Parrish argued he did not agree with the trip generations for peak hour based on the forty-five intended homes.

Michael Ard further explained the origin of the numbers and the standard industry practices, noting there were more retail trips in the evening and after-school activities, not just commuters coming home from work.

Commissioner Halstead agreed somewhat with the evening peak hours, admitted they may be off somewhat, but the consistency of the data over the entire spectrum had to be taken as a whole.

John Bridges testified that there was currently about a 10-year land supply in the Newberg UGB. He said that the City's legislative URA time line has already slipped, and estimated that even if there is only one remand, and only one appeal process, the legislative process is likely to go up to the Supreme Court due to lack of existing case law, and a decision is not likely until 2014. He cited the legislative UGB expansion experience of McMinnville (13 years) and Woodburn (10 years). Meanwhile, however, those cities have continued to process quasi-judicial applications.

Commissioner Lewis pointed out that the difference is that all those quasi-judicial applications had to go through a goal exception process. In this case, we're being asked to bring a piece of agricultural land into the URA without taking the extra step of either a goal exception or a legislative process. Bringing land into the URA is being used to short-cut the goal exception process.

John Bridges argued there was no nefarious plan and state regulations require the applicant to take this step. Any property has to come into the URA first, before the UGB and annexation. He argued approval here would be consistent with the previous legislative approval and the advance financing agreement according to case law. He mentioned this application would go on to the DLCD too and they could vote against it there.

Commissioner Parrish asked staff if there was any doubt this property will be included in the URA.

John Bridges agreed there would be approval at some point, but they are trying to get a step farther down the road in the process.

Discussion followed concerning the number of years currently in the UGB supply being at 17.4 and other state laws concerning this matter.

Opponents:

Robert Roholt said he supports the staff recommendation to deny because of two issues: transportation and exception land issues. He spoke of travel conditions on Corral Creek Road and Fernwood Drive and did not feel the roads were designed to handle the cars on there now, let alone more. As suburban traffic increases, the nature of the traffic is an issue, as well as the quantity. Also, exception lands need to be brought into the URA in the proper sequence. He felt it would be prudent to hold off and put the entire Southeast Transportation Plan and URA through the process together in the proper time frame.

Gary Shuler said he was opposed to bringing in the site piecemeal. It is included in the overall plan for the entire southeast section and it does not make sense to bring things in one at a time. If it comes into the URA, he hopes that the City can take control of the road and control speeds. He felt the problem on the road was bigger vehicles and felt the traffic had tripled in the last two or three years.

Grace Schaad agreed that traffic had tripled, and walking had become unsafe on Corral Creek Road. She is opposed bringing an individual property into the URA prior to the other properties in the southeast. She said these are resource lands and are last priority and it is unreasonable to expect the City to defend this to the DLCD. She said the URA is meant for future land development, not immediate. She added there is currently no shortage of housing in Newberg, there are serious mobility and safety problems concerning transportation already, and new development would only contribute more to that problem. She asked the City not to allow them to escape their fair share of transportation improvements.

Written testimony from Lewis Schaad was also read in opposition to the application (see official record for full report).

Barton Brierley addressed comments about property owners not having to pay their fair share if brought in early and said they will still have to pay the System Development Charges (SDCs) like everyone else.

John Bridges' rebuttal included arguments that some of the numbers concerning the UGB supply were incorrect and there was less than the required twenty years.

Closed Public Testimony

**** Ten Minute recess allowed by the Vice-Chair ****

Final Comments from Staff:

Barton Brierley stated there was no objection to including this property other than timing, since State land priority requires exception land to be taken first. He affirmed the staff recommendation to deny the application.

Ken Friday added that the proposal circumvents the priority scheme and there was the potential for grid locking the Southeast Transportation Plan with the DCLD. He said it would not go in front of the Land Conservation and Development Commission because it is not over fifty acres, but his concern is it does not meet the priority list and this would potentially set precedence for other property owners in the area with ten to fifteen acre parcels.

Deliberation:

Commissioner Parrish agreed with the staff recommendation.

Commissioner Halstead agreed that in a quasi-judicial process for a ten acre site, the proposal does not meet state priorities. He is sympathetic to the developer and property owner, but it is third on the list of priorities and will be brought in eventually.

Commissioner Lewis entertained the idea of approving the application and sending it on to DLCD. She expressed concern for the property owner and that she may have been pressured; she does not agree with the process. She hoped that City staff would carry her concern regarding what happened to the Maerzes back to the City Manager and other staff. Ultimately, however, she agreed with staff that the application did not meet the criteria, and she could not support its approval.

Acting Chair Sherwood believed it would set precedence and did not qualify for approval.

Commissioner Currier agreed with staff that it belongs with the legislative process.

Commissioner Smith said that based on the rules for the quasi-judicial process, this should not come in. A Commissioner cannot base a quasi-judicial decision on his legislative intent.

Commissioner Sally Dallas agreed with the staff recommendation.

MOTION #3: Halstead/Currier to accept the staff recommendation to deny approval of file CPA-07-001 from JDC Homes, LLC to designate a 10.16 acre parcel at 11220 NE Fetting Lane as an Urban Reserve Area.

VOTE #3: (Unanimous). Motion carried.

V. ITEMS FROM STAFF:

None.

VI. ITEMS FROM COMMISSIONERS:

None.

VII. ADJOURN

Vice-Chair Sherwood adjourned the meeting at 10:29 PM.

Passed by the Newberg Urban Area Management Commission this ___ day of _____ 2008.

AYES:

NO:

ABSTAIN:

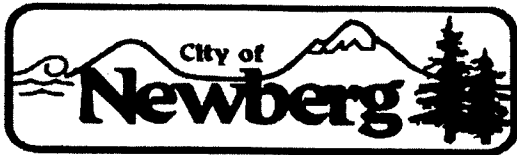
ABSENT:

(list names)

ATTEST:

Recording Secretary Signature

Chair



MEMORANDUM

Date: September 23, 2008

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP

RE: **Staff Updates:**
2007 Urban Reserve Area
South Industrial Plan
Transportation System Plan Update for new URA

1. 2007 Urban Reserve Area

On August 28, 2008, the City of Newberg sent out notice of a final decision by Newberg and Yamhill County to adopt the 2007 Urban Reserve Area. All persons on file as having participated in the URA adoption process were mailed notice. On the same day, we sent DLCD the official "Form 5" Notice of Adoption, along with the ordinances and a copy of the complete record (3391 pages), as required by the procedures required by ORS 197.610 through 197.650 for a periodic review work task (see OAR 660-021-0070, 660-025-0130 and 660-025-0140). These notices initiated the 21-day period for filing objections with DLCD. Four objections were received, filed by Grace Schaad, 1000 Friends of Oregon/Friends of Yamhill County, Lane Shetterly on behalf of Mike and Cathy Stuhr, and Lee and Amy Does.

Steve Oulman, DLCD's Regional Representative for the Mid-Willamette Valley, has told the City that he will ask the Director to refer Newberg's 2007 URA to the Land Conservation and Development Commission (LCDC), and that the Commission would most likely consider it at their December 2008 meeting in on December 4 and 5, 2008. At the LCDC hearing, only those persons who have participated in the process and filed objections will be able to present testimony. The Commission can either approve what the City and County have done, deny it, or remand all or selected parts of it to the City and County for additional work. In the event of a remand, the City and/or County may wish to ask NUAMC for assistance, depending on the scope and nature of the remand. Decisions by LCDC can be appealed to the courts.

2. South Industrial Plan

We have been notified that the City will be receiving a grant to support development of a plan for the South Industrial Area. The adopted 2007 Urban Reserve areas include several large (20+ acres) parcels that meet the criteria for industrial sites. Newberg's comprehensive plan policies:

- State that the City will actively pursue the inclusion of large industrial sites within the urban growth boundary; promise to develop and maintain zoning regulations to keep those large

industrial sites intact, and not divided up further except to create planned industrial parks that support a specific industry;

- Say that Newberg will allow plan amendments to extend established industrial areas and designate new ones where warranted by development trends; and
- Commit the City to extend full urban services into such areas if appropriate, if the extension of land use and services is consistent with the City's comprehensive plan goals and policies.

Need for Master Plan. In the City, the City can create and adopt large lot industrial zoning to protect sites within the City limits. It can designate land within the UGB for industrial use. In the Urban Reserve, the City can plan roads, water systems, and storm and sanitary sewer systems; it can also comment on proposals to develop or divide land. In developing a specific plan for Newberg's large site industrial areas, the City would be providing guidance for City plans and recommendations within the South Urban Reserve areas, as well as for City and County decisions within the Urban Growth Boundary, both before and after land is annexed.

The South Industrial Area Master Plan will help Newberg address comprehensive plan policies stating that the City will pursue the inclusion of large industrial sites within the UGB, zone them to keep them intact, and extend full urban services into such areas if appropriate. The adopted 2007 Urban Reserve areas include several large (20+ acre) parcels that meet the criteria for industrial sites. By carefully planning for this area, the City will be better able to preserve the underlying agricultural land in agricultural use until needed for industry, yet have an adequate supply of large, "shovel-ready" industrial sites.

The plan will also determine which land is best suited for near term development, and which land needs to be kept available for future development; and map a fast, clear path for developing fully serviced land in the right locations for the right uses. By providing a clear infrastructure plan for the area, it will eliminate some of the uncertainties that can add time and risk to developing industrial property. In addition, the plan will give neighboring property owners a clearer vision of the type of development that could occur, and how their property would be protected from potentially conflicting uses.

Questions to Answer. How do we get from having raw land in our URA to having a vibrant and viable new industrial area? The South Area Industrial Plan will begin to answer that question, addressing the major decisions that will need to be made, such as:

- What do we want to end up with? What should it look like?
- Which land should go into the UGB, and which should remain in the URA for now?
- How developed does it need to be to attract industry? How much infrastructure, of what type, needs to be in place?
- How clear or how flexible should the standards be regarding roads, parking, set-backs, landscape, pathways, etc.

- What do we want to say about traffic flow, nonindustrial uses, ongoing maintenance requirements and how they will be enforced, etc.?
- How much infrastructure planning needs to be done before the land comes into the City?

Process and Timing. The general approach to developing this plan is described in the table below. Given a very small (\$20,000) budget, based on a \$10,000 grant and \$10,000 from other sources, the schedule will need to maximize limited funds by coordinating closely with other planning efforts occurring during the same time frame. For example, the transportation planning consultant for the URA transportation system plan will need to participate in the design workshops for the South Industrial Area Plan.

Task/Activity	Product/Result	Start Date
Public Information and Outreach. Public mailings, press releases, and presentations	Staff reports, press releases, data. Plan: "Introduction: Plan Purposes and Objectives"/Increased public understanding and support for adding industrial land	Month 1
Background Information. Research, writing, mapping	Plan: "The South Area: Setting, Land Use, Access, Utilities." Preliminary list of issues, opportunities, and constraints	Month 1
Meeting with Owners. Staff and consultants meet with owners and tour area	Plan: "The South Area: Issues, Opportunities, and Constraints"	Month 3
Community Visioning. Meet with public to seek consensus on the need for the large site industrial area, and draft policies and criteria to guide its development	Plan: "Community Vision: Important Considerations; Guiding Principles – What the area should look like, what the plan needs to do." Plan: "South Area Industrial Master Plan Policies"	Month 4
Plan Alternatives. Collaborative Design Workshop #1 – Development Team meeting to draft alternative maps and renderings. Development Team to include City and County staff, consultants, State staff (OECDD, DLCD, ODOT) and private utilities (PGE, Verizon).	Plan text, maps, renderings for various development alternatives, with pros and cons for each, as well multiple sketches that capture the public vision.	Month 5
Plan Implementation. Collaborative Design Workshop #2 – Development Team drafts an plan implementation strategy and schedule.	Plan: Critical path of area development (how to make the Plan work).	Month 6
Review of Alternatives. Hold an open house for the public to view and comment on the alternative maps, renderings and implementation options.	Summary of public comments.	Month 7

<p>Plan Selection and Refinement. Collaborative Design Workshop #3 – Development Team evaluates public comments and recommends an optimal plan. Refine plans for utilities, access, circulation, and guidelines for land use, design and landscaping.</p>	<p>Plan: Development Plan, including plan map, access and circulation plan, utility plans, and new industrial zone language. Industrial area infrastructure design is integrated with implementation considerations</p>	<p>Month 8</p>
<p>Plan Summary. Draft Executive Summary and prepare final maps.</p>	<p>Plan: “Plan Summary” and assembled plan document.</p>	<p>Month 9</p>

NUAMC’s Role in creating the South Industrial Area Plan. If the main objective of the plan is to provide guidance for City decisions that would affect the future development of this area when it comes into the City, the Newberg Planning Commission should review the plan. If the County decides that it would also like to adopt the plan, then NUAMC review would be appropriate.

3. Transportation System Plan Update for New URA

Newberg has been awarded a \$100,000 grant from the state’s Transportation/Growth Management Division (TGM) to update the City’s Transportation System Plan (TSP) to include the new Urban Reserve area (URA). The City will provide an 11% in-kind match. This TGM project will contribute to incorporation of the urban reserve expansion areas (URAs) into the City’s existing Comprehensive Plan and Transportation Plan by extending the application and implementation of the City’s transportation polices to these areas.

The project objectives are to develop a TSP for the URA that will manage growth and comply with the Transportation Planning Rule (TPR), integrate transportation and land use planning, encourage transportation-efficient land uses in the URAs, and further involve the community in the implementation process. Products need to include the following:

- The elements for providing a safe, efficient, and multi-modal transportation network to serve the entire community as it continues to grow;
- A prioritized list of planned improvements, including cost estimates, to guide future transportation investments; and
- An effective financing program for planned improvements.

The project will analyze a number of land use and transportation system alternatives for the URAs. The project will involve review and analysis of existing and available information to address traffic issues within the URAs and the impact of the traffic on the existing transportation facilities within the City of Newberg. The project will develop and evaluate multi-modal transportation alternatives, select a preferred transportation system plan, and develop financing strategies for implementing the

transportation plan in the URAs. The main goal of the project is to plan an efficient, high quality transportation system for lands within the URAs for the City of Newberg. The project will serve as a blueprint or master plan to guide transportation decisions, addressing both short term and long term needs over the coming decades. In estimating transportation requirements, the plan will generally follow the land use and transportation recommendations of the Ad Hoc Committee on Newberg's Future.

In terms of transportation planning needs, the land that was added to the Newberg URA in the 2007 amendments falls into one of several groupings: the Southeast Area that was the subject of the Southeast Transportation; the South Industrial Area, which is the subject of the South Industrial Area Master Plan; and the land west of Chehalem Drive.

Southeast Area. When the City of Newberg repealed its previous adoption of the Southeast Transportation Plan and remanded that plan to the Newberg Urban Area Management Commission, the City of Newberg ordained, "Until an adequate transportation plan is developed and adopted for the Southeast area, the City of Newberg will not approve amendments to the Newberg Urban Growth Boundary within this area."

Even though the Southeast Transportation Plan has been repealed, considerable work has been done in developing a transportation plan for this area. Areas that will need additional work include access to 99W; street connections between the southeast and other areas, including those in the new URA; and how to equitably determine the timing, sequencing and cost allocation of improvements. The consultants preparing the Transportation System Plan Update for the new URA will need to review and evaluate the work that has been done, provide technical support to NUAMC as needed for its work on the Southeast Transportation Plan, and incorporate the work for the Southeast area into the update of the Transportation System Plan. The attached outline of the consultant's scope of work for the overall TSP/URA project shows the role that NUAMC would play in developing the transportation plan for the Southeast area.

South Industrial Area Plan. To make the South Industrial area available to meet the City's goal of providing fully serviced industrial land, a substantial road system will need to be planned, phased, designed, financed and/or funded, and built, as discussed above. By folding the development of the South Industrial Area Plan into the Transportation System Plan project, the proposed land uses developed for the industrial area can be inserted into the planning model to determine their future trip generation and transportation impacts. When the South Industrial Area Plan identifies the land in the URA to be brought into the UGB, that decision can be reflected in modeling short- and long-term transportation requirements.

Chehalem Drive Area. During the Neighborhood meetings in 2006, Chehalem Drive was frequently mentioned as one of the roads where traffic has recently increased, and which would need improvement for further development. In addition, a system of new roads will be needed as the backbone for new development.

The City would like to insert the possible land uses in the Chehalem Drive Area into the transportation model to further analyze the transportation impacts and needed improvements for that area of the URA. The final TSP will provide analysis of the interconnections of all three areas: Southeast, South, and Chehalem Drive, as well as their connections to the existing City, the UGB, and regional transportation systems.

Delivery Schedule. At this time, specific dates have not been set. The draft statement of work refers to months from notice-to-proceed.

NUAMC's Role in Newberg Transportation Plan for Urban Reserve Areas

The scope of work for Newberg's Transportation System Plan Update for the new Urban Reserve Areas places NUAMC in a key role for Task 4, "Southeast Area/99W Access Alternatives." The objective of Task 4 is to evaluate and select a preferred option for access to Highway 99W from the Southeast Urban Reserve Area, and modify the draft Southeast Transportation Plan and project sequencing as necessary to accommodate the selected option. See Tasks 4.2, 4.8, 4.12, and 4.14, which appear below in text boxes.

Task 1: Project Startup

Task 1.1 Technical Advisory Committee (TAC) Roster (consultant responsibility)

Task 1.2 Southeast Owners Group Roster. The Southeast Owners group will be comprised of property owners and their representatives directly affected by possible access choices and alignments for 99W access to the Southeast area. (City responsibility)

Task 1.3 South Industrial Stakeholders Group Roster. The South Industrial Stakeholders Group will be comprised of property owners and representatives in the South Industrial Area. (City responsibility)

Task 1.4 Review and Evaluate Existing Plans, Policies, Standards, and Laws

Task 2: Facility Inventory

Task 2.1 Inventory of Transportation Facilities and Services. This should cover the South Industrial Area, the Chehalem Drive Area, and the northern portion of the Southeast Area.

Task 2.2 Update EMME2 model for 2040 conditions

Task 2.3 Collect Traffic Count Data

Task 3: Technical Advisory Committee Coordination

Objective: To coordinate transportation planning with state and county agencies, and to obtain feedback and guidance in developing the plan.

Task 3.1: TAC Meeting #1: This meeting will be held to review the work program, project scope, work assignments major issues, and data requirements. It is anticipated that this meeting will be held in conjunction with Task 2.

Southeast Area: The meeting will review project goals and evaluation criteria (Task 4.1) and help identify 99W Access options (Task 4.3), and identify constraints.

South Industrial: The meeting will review IAMP work previously done, the work scope, and the project goals.

Chehalem Drive: The meeting will identify potential issues to be addressed during TSP development.

Task 3.2 TAC Meeting #2:

Southeast Area: This meeting will review the initial screening of alternatives for 99W access (Task 4.7).

South Industrial: This meeting will review the results of the community vision session. If possible, this meeting will be held on the same day as South Industrial Design Team Meeting #1

Chehalem Drive: This meeting will review the transportation issues and options for the Chehalem Drive area.

Task 3.3: TAC Meeting #3

Southeast Area: This meeting will be used to review the analysis of 99W access alternatives (Task 4.9)

South Industrial: This meeting will review the results of the Transportation Analysis. If possible, this meeting will be held on the same day as South Industrial Design Team Meeting #3:

Chehalem Drive: This meeting will review the results of the transportation alternatives analysis.

Task 4: Southeast Area/99W Access Alternatives

Objective: To evaluate and select a preferred option for access to Highway 99W from the Southeast Urban Reserve Area, and to modify the draft Southeast Transportation Plan and project sequencing as necessary to accommodate this option.

Task 4.1 Establish project goals and evaluation criteria (Note: This task is likely to be completed prior to contract signature)

Task 4.2 NUAMC Meeting #1 (Note: This task is likely to be completed prior to contract signature). The purpose of this meeting will be to:

1. Review project goals.
2. Review work scope.
3. Review project evaluation criteria.
4. Identify any additional alternatives for access to 99W.

Task 4.3: Identify alternatives for access to 99W from the Southeast Area. Review list of alternatives already developed, and suggest additional alternatives.

Task 4.4 *TAC Meeting #1 See Task 3.1*

Task 4.5: **Southeast Owners meeting #1.** Meet with Southeast Owners group. The purpose of this meeting is to:

1. Review project evaluation criteria.
2. Review previous and identify additional alternatives for access to 99W.
3. Identify physical, social, environmental, and economic constraints and opportunities to access options.
4. Build a collaborative working relationship with the owners.

Task 4.6 Initial screening of alternatives. The consultant will do an initial screening of the identified alternatives through the project evaluation criteria. The initial screening will attempt to find fatal flaws in any of the alternatives, and determine in a general analysis those alternatives meriting detailed analysis.

Task 4.7 TAC Meeting #2 See Task 3.2

Task 4.8. NUAMC Meeting #2. The purpose of this meeting will be to

1. Review initial screening of alternatives
2. Select alternatives for detailed analysis

Task 4.9 Evaluate Alternatives. The contractor will evaluate the alternatives selected for detailed analysis against the project criteria. This will include traffic modeling of each of the alternatives, rough cost estimates, generalized analysis of environmental constraints, and discussion of timing/phasing issues.

Task 4.10. **Southeast Owners meeting #2.** The purpose of this meeting will be to share with the stakeholders the results of the evaluation, gain consent to technical analysis issues, and discuss any possible adjustments or mitigations for high rated alternatives.

Task 4.12. NUAMC Meeting #3. The purpose will be to review the results of the alternatives analysis and identify options to be presented at a public hearing.

Task 4.11: *TAC Meeting #3 See Task 3.3*

Task 4.13: **Draft Southeast Transportation Plan:** Consultant will draft section of Southeast Transportation Plan detailing alternatives analysis and preferred alternative. City will incorporate this analysis into plan. Consultant to coordinate in drafting text as needed.

Task 4.14: NUAMC Meeting #4. This will be a public hearing to consider the draft plan with the preferred alternative.

Task 5: South Industrial Master Plan Transportation Element

Objective: To develop the transportation element of the South Industrial Master Plan.

Task 5.1: **South Industrial Stakeholders Meeting #1.** The purpose of this meeting is to inform the property owners of the plan, solicit their input the project goals and objectives, and learn their preferences. The City can hold this meeting. Consultant need not be present.

Task 5.2: **Community Visioning Meeting.** City will hold community visioning meeting. The purpose of the meeting is to develop community consensus on the overall vision for the South Industrial area, and the project goals and objectives. Consultant will attend to hear community preferences.

Task 5.3 *TAC Meeting #2 See Task 3.2.*

Task 5.4: **South Industrial Design Team Meeting #1:** Design Options This workshop will include City staff, the transportation consultant, and the South Industrial Plan consultant, and other invited professionals. The purpose of this workshop is to develop alternative broad brush layouts of the south industrial area. Consultant will attend to help design alternative transportation system layouts, and

determine major constraints and opportunities. Planning will take into account truck transportation needs, and future bicycle, pedestrian and mass transit opportunities.

Task 5.5: Analyze alternatives. The consultant will analyze the various transportation layouts. The consultant will determine general cost estimates for each layout, prepare traffic model results for each, and discuss the feasibility and constraints of each.

Task 5.6: **South Industrial Design Team Meeting #2:** Plan implementation workshop. This workshop will include City staff, the transportation consultant, and the South Industrial Plan consultant, and other invited professionals. The purpose of the workshop is to review the results of the design workshop and alternatives analysis, and develop strategies for implementing the plan. Consultant will participate and contribute concepts for implementing, phasing, and financing the industrial plan.

Task 5.7: **South Industrial Plan Master Plan Open House.** The purpose of this open house will be to present the South Industrial Master Plan alternatives and gain feedback on community preferences. The consultant will attend to answer questions and hear community feedback.

Task 5.8: *TAC Meeting #3 See Task 3.3*

Task 5.9: **South Industrial Design Team Meeting #3:** The purpose of this meeting will be to select the design team's preferred alternative, refine the preferred alternative as needed, identify areas needed for further work or research, and coordinate on preparation of the plan document. The consultant will participate.

Task 5.10 Draft transportation section of master plan. The consultant will draft the transportation section of the South Industrial Plan including current conditions, alternatives, preferred alternative, cost estimates, timing, and implementation strategy.

Task 5.11 **Planning Commission Public Workshop.** This workshop will be to review draft master plan prior to the first public hearing.

Task 6: Develop Chehalem Drive Transportation Plan

Objective: To develop a transportation plan for the Chehalem Drive Urban Reserve Area.

Task 6.1: Identify transportation issues and options. The consultant will use the existing conditions report and future "no-build" model output to determine future transportation issues. Consultant along with City will draft alternatives for future transportation facilities, including pedestrian, bicycle, and mass transit facilities.

Task 6.2: *TAC Meeting #2 See Task 3.2*

Task 6.3: **Chehalem Drive Transportation Plan Neighborhood Meeting.** The purpose of this meeting will be inform the public of the plan development, and solicit ideas and preferences for future plan alternatives.

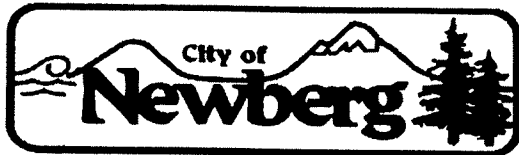
Task 6.4 Transportation Alternatives Analysis. The consultant will model the transportation alternatives and review the results.

Task 6.5: *TAC Meeting #3 See Task3.3*

Task 6.6 Planning Commission Public Workshop The purpose of this workshop will be to review the alternatives analysis with the Planning Commission, and select the preferred alternative.

Task 6.7 Draft Chehalem Drive Transportation Plan. The consultant will draft the Chehalem Drive Transportation Plan including the background, existing conditions, future conditions, alternatives analysis, transportation plan, bicycle plan, pedestrian plan, transit plan, cost estimates, and timing.

Task 6.8 Planning Commission Public Hearing on adoption of the plan.



MEMORANDUM

Date: September 23, 2008
To: Newberg Urban Area Management Commission
From: Barton Brierley, AICP
RE: **SOUTHEAST TRANSPORTATION PLAN REMAND**

On July 7, 2008, the Newberg City Council repealed Ordinance 2007-2682, which had adopted the Southeast Transportation Plan. They found that the repeal would make it easier to adopt the 2007 Urban Reserve and was in the best interest of the community, and that it would be possible to provide adequate transportation access to the area covered by the Southeast Transportation Plan when that area is developed at urban densities. They also ordained:

The Southeast Transportation Plan, as adopted by the City of Newberg on November 19, 2007, is hereby remanded to the Newberg Urban Area Management Commission to address the County's concerns. The County had several concerns but the main issue was regarding how to get traffic from the Southeast area out to Hwy 99W prior to construction of the Newberg-Dundee Bypass.

In repealing the plan and remanding it to NUAMC, the City of Newberg ordained, "Until an adequate transportation plan is developed and adopted for the Southeast area, the City of Newberg will not approve amendments to the Newberg Urban Growth Boundary within this area."

As stated in the "Staff Updates" memo in regard to transportation planning for the 2007 Urban Reserve (URA), considerable work has been done in developing a transportation plan for this area. Additional work will be needed to address access to Hwy 99W; street connections between the southeast and other areas, including those in the new URA; and the timing, sequencing and cost allocation of improvements.

Decisions Needed. As it resumes work on the Southeast Transportation Plan, NUAMC will need to make several decisions:

1. What should NUAMC's role be?

NUAMC was created as a body that would hold hearings, make findings, and present recommendations to the Board of Commissioners and the Newberg City Council regarding the management of the unincorporated area within the Urban Growth Boundary, as well as modifications to that boundary. The Newberg Urban Area Growth Management Agreement states, "The very nature of planning requires continual refinement of various elements of the Comprehensive Plan. This includes the preparation of implementing ordinances, refinement plans and functional plans. As

the Newberg Comprehensive Plan is implemented, the City and County will work together in a coordinated effort to achieve the goals of the Yamhill County and Newberg Comprehensive Plans.”

The agreement recognizes the City of Newberg as the ultimate provider of urban services within the Urban Growth Boundary. As sited in the URA Addendum to the NUAMC Agreement, Yamhill County Transportation System Plan (TSP) Policy 1.5.b. states that Yamhill County is the lead agency for transportation project review for facilities outside the UGBs, while the affected city is the lead agency within the UGBs. Yamhill County TSP Policy 4 states that it is the policy of Yamhill County “to coordinate the County Transportation System Plan with the transportation plans for the ten incorporated cities within Yamhill County,” and that at the time of UGB amendment, “Yamhill County and the City involved shall agree on classification and design standards of all County Roads within the proposed UGB area prior to finalization of the amendment.”

NUAMC is in a position to help the City and County agree to adopt a revised plan for the Southeast area that both the City of Newberg and Yamhill County can agree to adopt and follow. We urge the members of NUAMC to accept this role, and commit themselves to creating such a plan. This assumes that if a good plan can be developed, both the City and the County would be willing to adopt it.

Even if the City and County cannot agree to adopt a transportation plan for the Southeast area, our intergovernmental agreement still requires that the City and County agree on the classification and design standards for all County Roads within the proposed UGB prior to finalization of the UGB amendment. NUAMC can:

- 1) accept the City’s remand, and develop and recommend a revised plan that both the city and county can adopt;
- 2) accept the City’s remand, and develop and recommend a revised plan that the City of Newberg can adopt and Yamhill County can formally agree to abide by, at least in regard to classification and design standards for County Roads; or
- 3) step back from review of Newberg’s transportation plans, leaving the responsibility for city-county coordination to the city and county public works and planning staff, with subsequent review, hearings and adoption by their respective committees, planning commissions and elected officials.

We urge the members of NUAMC to commit themselves to developing a good plan that both jurisdictions will be able and willing to adopt.

2. How should the Southeast area connect to Hwy 99W?

Ever since the neighborhood meetings in 2005 and 2006, this question has generated more concern, testimony and controversy than any other. The Southeast area has been included in the Urban Reserve Area, and planned for future development for urban uses. Inclusion of this property in the Urban Growth Boundary and city limits is dependent on development of an adequate transportation system for the proposed uses. Development in the Southeast area will require access to Highway 99W, both for travel west to and from downtown Newberg, and travel east to and from Sherwood. Safe and efficient access needs to be provided that does not depend on the existing network of winding, rural roads for either ultimate or interim access.

During the development and review of the Southeast Transportation Plan, several options were considered and evaluated; others may be possible. Table 1 lists some of the options that NUAMC looked at and rejected, as well as variations on these options. Please be thinking of other options to add to this list.

Evaluation Factors: In assessing various alternatives, the following factors will be considered. These factors are intended to compare alternatives and assist in choosing a preferred alternative. As it is unlikely that any one alternative will rate the best in every factor, the review bodies will need to consider the performance of each alternative across all factors, and ultimately select an alternative that in total best meets the factors below.

1. Safety. The alternative should provide acceptably safe travel for all modes.
2. Level of service. The level of service and volume to capacity for each alternative will be estimated. The selected alternative should not exceed the capacity of roadways or intersections. Alternatives with overall better level of service will rate higher.
3. Cost feasibility and effectiveness. The selected alternative should be feasible to construct given the resources that are anticipated to be available. While the alternative need not be the least expensive, it should provide high benefits relative to the costs incurred.
4. Travel time, distance, and convenience. Alternatives that minimize total travel times, travel distances, and out of direction travel will rate higher.
5. Alternative modes. Alternatives that provide safe, effective and direct routes for walking, biking, and mass transit will rate higher.
6. Property impacts. Alternatives that require little land, and do little to disturb structures or uses of land where the facility would be constructed, will rate higher.
7. Neighborhood impacts. Alternatives that direct traffic through or divide existing neighborhoods, or would disturb nearby land uses, will rate lower.
8. Environmental impacts. The selected alternative must be allowable given environmental laws governing water, historic, and other resources. Alternatives with fewer creek or wetland impacts will rate higher. Alternatives that disturb steep slopes, wooded areas, or other natural features will rate lower.
9. Phasing feasibility and flexibility. Alternatives that can be implemented in a logical sequence, allowing choice and flexibility in timing of land development and construction, will rate higher. Alternatives that depend on significant up front construction, that can

only be implemented after bypass construction, or that require coordination and cooperation of many landowners, will rate lower. Alternatives that would have significant neighborhood impacts in interim stages will rate lower.

10. Compatibility pre and post-bypass. Alternatives that provide transportation solutions both before and after construction of the bypass, without wasted interim improvements, will rate higher.

Rating: Each alternative will be rated following the above criteria as follows:

- Excellent
- Good
- Satisfactory
- Poor
- Very poor
- Fatally Flawed: The alternative is flawed to the extent that the alternative cannot be selected. Examples would be an alternative that could not get regulatory approval or would be so costly that it could never be constructed.

3. How should the road improvements be sequenced?

This question is directly connected to the selection of land within the Urban Reserve that should be included in the legislative 2009 UGB Amendments. Development within the Southeast area will need to carry virtually the entire financial burden of developing the area's internal road system and improving the existing roads and intersections that development will impact. The versions of the Southeast Transportation Plan recommended by NUAMC and as adopted by the City of Newberg both include a list of transportation projects that would be needed, with their estimated costs and some indication of their sequence. Each version of the plan assumes that some improvements would need to be in place prior to any significant increase in traffic, and that some might be needed even prior to construction.

The City's adopted plan and the NUAMC recommendation both envisioned developing the road network from north to south, with the first phase providing safe and useful connections to Hwy 99W. The first phase assumed that any development in the Southeast area would increase traffic on Corral Creek Rd., and further degrade intersection operations at the Corral Creek Rd./Hwy 99W intersection. To avoid further hazards, the NUAMC plan included improvements to provide access to Hwy 99W at the signalized Providence Dr. intersection via a new east-west connection from the western end of Trails End Rd., and consolidation of the Corral Creek Rd. and Veritas Rd. intersections to a single right-in, right-out intersection. It recommended either 1) closing off the intersection or 2) constructing significant improvements to maintain acceptable intersection operation when traffic volumes exceed 120 right turns from Corral Creek Rd. onto Hwy 99W or 110 left turns from 99W onto Corral Creek Rd. during the evening peak hour. In adopting the plan, the Newberg City Council eliminated the east-west road that was intended to bring traffic over to Providence Dr., but kept the other first phase projects in place.

At the Southeast Transportation Plan hearings before the Newberg City Council and the Yamhill County Board of Commissioners, several people expressed concerns with the north to south sequencing of transportation improvements. That sequencing requires the owners of property south of Fernwood Rd. to either fund all needed improvements to the north before they can build, or wait until the areas to the north develop and fund the first phase projects. Some landowners south of Fernwood Rd. wanted to see greater flexibility in the sequencing of development and transportation improvement projects.

If the sequencing requirements were to be completely abandoned, the transportation improvements that correspond to a particular area might do little to address the incremental impacts of the area's development. The challenge here is to determine how to address the cumulative incremental impacts of development in a way that provides greater flexibility. At the same time, the sequencing of the transportation projects needs to be consistent with and support the location of the Urban Growth Boundary for the Southeast area. For example:

- Staff began the discussion with a list of projects that started at Fernwood Rd. and worked north and south.
- The plan that was adopted and repealed by the City started at Hwy 99W and worked its way south.

Another way to think about this question is to ask which improvements are most needed to avoid negatively impacting which existing roads and intersections, and what areas need to be developed first to make those improvements feasible?

4. Other Issues to be Addressed. In advising against adoption of the Southeast Transportation Plan, the Yamhill County staff said that their major concern was with the effect on County roads, given that we don't know when the bypass will be built. At the joint meeting of the Newberg City Council and Yamhill County Commissioners, two of the commissioners noted that in the absence of a bypass, all three major intersections on Hwy 99W will fail within 30 years, with or without an east-west connector. When they reviewed the minutes of that joint meeting, commissioners made it clear that the lack of an east-west connector or even lack of adequate access to Hwy 99W were not their only concerns. Before taking up the remand of the Southeast Transportation Plan, it would be helpful to have more information on the County's specific concerns.

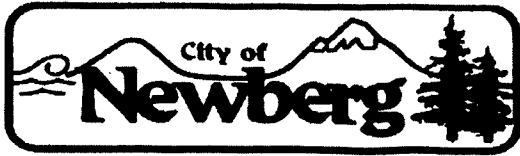
Table 1. Southeast Transportation Plan – Highway 99W Access Options

Draft 9/23/08

Option #	Name	Description
1.0	No connection	Terminate the Corral Creek Road and Veritas Lane connections to Highway 99W. Traffic would access 99W via Fernwood Road to Springbrook Road, Brutscher Street, Providence Drive, or others, or via Schaad Road to Old Parrett Mountain Road
2.0	East-West Connection	Construct a new linking road west from the new north-south collector across the east fork of Springbrook Creek, with an eventual connection to Highway 99W
2.1	Hayes Street Connection	Connect the east-west road directly to Hayes Street
2.2	Providence Drive Connection	Connect the east-west road to Providence Drive. Access 99W at the Providence/99W intersection.
2.3	Klimek Lane Connection	Connect the east-west road to Klimek Lane. Access 99W at the Klimek Lane/99W intersection.
2.4	Harmony Lane Connection	Connect the east-west road to Harmony Lane. Access 99W at the Harmony Lane/99W intersection.
3.0	New connection to 99W between Harmony to Corral Creek Road	Create a new connection to Highway 99W somewhere east of Harmony Lane and west of Corral Creek Road.
3.1	Benjamin Road intersection	Create a new south leg of an intersection at Benjamin Road. Terminate or modify the existing connections at Corral Creek Road and Veritas Lane
3.2	New connection east of Benjamin Road	Create a new intersection with Highway 99W east of Benjamin Road and west of Corral Creek Road
4.0	Over/Under 99W options	These options would create a new connection over or under Highway 99W and connect to frontage roads on the north side of the highway.
4.1	Benjamin Road Overpass/underpass	Create a new underpass or overpass at the existing Benjamin Road intersection.
4.2	New underpass west of Corral Creek Road	Create a new underpass somewhere east of Benjamin Road and west of Corral Creek Road intersections. Construct a new frontage road just north of the current Highway 99W. Terminate or modify the existing connections at Corral Creek Road and Veritas Lane.
4.3	Bypass overpass/ Corral Creek Road Underpass	Construct the new overpass for the bypass at the 99W/Corral Creek Road area. Construct a new underpass at Corral Creek Road. Connect to the newly abandoned Highway 99W as the north frontage road.

Option #	Name	Description
5.0	Corral Creek Road/Veritas Lane	Use the existing Corral Creek Road and Veritas Lane intersections for access to Highway 99W.
5.1	Corral Creek Road Right-in/Right-out access	Convert the existing Corral Creek Road access to right-in/right-out access only. Terminate the existing Veritas Lane/Highway 99W intersection.
5.2	Veritas Lane Right-in/Right-out access	Convert the existing Veritas Lane access to right-in/right-out access only. Terminate the existing Corral Creek Road/99W intersection.

5.3	Veritas Lane or Corral Creek Road Right-in/Right-out with acceleration lane	Use either Option 5.1 or 5.2, plus create an acceleration lane on the south side of Highway 99W
6.0	Old Parrett Mountain Road Connection	Create a connection between Corral Creek Road and Old Parrett Mountain Road, and access Highway 99W there. Modify the Old Parrett Mountain Road/99W intersection, creating an overpass just east of Quarry Road, and a frontage road on the south side, connecting to Haugen Road.
6.1	New frontage road	Create a new frontage road on the south side of Highway 99W going up Rex Hill to Old Parrett Mountain Road.
6.2	New Corral Creek Road – Parrett Mountain Road Connector	Construct a new connector road between Corral Creek Road and Old Parrett Mountain Road. Improve Old Parrett Mountain Road between the connection and Highway 99W.
6.3	Schaad Road connection.	Improve and utilize the existing Schaad Road connection to Old Parrett Mountain Road. Improve Old Parrett Mountain Road between Schaad Road and Old Parrett Mountain Road.
7.0	Bypass Connection	Connect to Highway 99W after construction of the bypass.
7.1	Connect to truck acceleration lane	Connect to truck acceleration lane on future bypass for right-in/right-out access.
7.2	Corral Creek Road Underpass	Construct a new underpass at Corral Creek Road. Connect to the newly abandoned Highway 99W as the north frontage road.



MEMORANDUM

Date: September 23, 2008

To: Newberg Urban Area Management Commission

From: Barton Brierley, AICP

RE: **2009 URBAN GROWTH BOUNDARY AMENDMENTS**

On August 4, 2005, the Newberg City Council passed Resolution No. 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as recommended by the Ad Hoc Committee on Newberg's Future. That resolution directed City staff to undertake activities to create a new Urban Growth Boundary and a new Urban Reserve Area. In November 2006, following NUAMC hearings and a recommendation, the Newberg City Council and the Board of Yamhill County Commissioners agreed to add 200 acres of land northwest of Newberg to the City's Urban Growth Boundary, partially satisfying the City land needs. Now that the 2007 URA has been adopted by the City and the County, the City of Newberg has begun work on the 2009 Urban Growth Boundary (UGB) Amendments. When added to the land that is already in the City and its UGB, the new UGB will provide the City with the rest of the land needed for the next 20 years. This project will be the third part of the three-part process that the City undertook to expand the City's Urban Growth Boundary and Urban Reserves, the first being the 200-acre Northwest UGB expansion, and the second being the 2007 URA.

The new UGB will be selected from the land within the new Urban Reserves. The initial UGB proposal will draw some land from the Southeast area, and some from the South Industrial area, generally as recommended by the Ad Hoc Committee on Newberg's Future. Land in the southeast area will be selected for the UGB based on the outcome of the Southeast Transportation Plan study, and land in the South Industrial Area will be selected based on the outcome of the South Industrial Area Master Plan.

Winterbrook Planning, the same consulting firm that prepared the findings and justification documents for the Northwest UGB expansion and the 2007 URA, is also assisting with this project, and has prepared a first draft of the findings and justification document. Due to the delay in reaching a final decision on the 2007 URA, work on the 2009 UGB was put on hold in May 2008 to concentrate on the 2007 URA. With the final adoption of the 2007 URA, the City plans to resume work on the 2009 UGB as soon as possible. After City staff has completed its work on the draft findings and justification document, we will be scheduling workshops and hearings before NUAMC.

Transportation planning for this project will be supported by the \$100,000 grant from Oregon Transportation/Growth Management for the TSP/URA update. Like the Southeast Transportation Plan and the South Industrial Plan, the 2009 Urban Growth Boundary amendments will draw on the technical expertise of the consultants for the TSP/URA update for technical support in this area. As stated in Yamhill County TSP Policy 4, "At the time of UGB amendment Yamhill County and the City involved shall agree on classification and design standards of all County Roads within the proposed UGB area prior to finalization of the amendment." The work on the Southeast Transportation Plan and the road system plans for the other parts of the new URA should be fairly well along by the time NUAMC completes its work on the 2009 UGB.