CHAPTER 1
Project Purpose and Need
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This chapter describes the proposed Newberg Dundee Bypass (proposed project), its location, background, and Purpose and Need. This chapter also gives an overview of what is included in this Tier 2 Draft Environmental Impact Statement (Tier 2 DEIS) and the review process for the document.

1.1 THE PROPOSED PROJECT

The Oregon Department of Transportation (ODOT) and the Federal Highway Administration (FHWA) are proposing to build the Bypass, an 11-mile, four-lane access-controlled expressway around the cities of Newberg and Dundee, in Yamhill County, Oregon. The proposed project is needed to reduce congestion on Oregon 99W through Newberg and Dundee by allowing traffic to redirect to the Bypass and improving the overall flow of traffic through this area. The Bypass is also needed to make the downtown areas of Newberg and Dundee safer and a more enjoyable place for pedestrians.

The proposed project is located along the south sides of Newberg and Dundee, extending from the Oregon 99W/Oregon 18 junction near Dayton (Oregon 18 approximately milepoint 51.6) to just past the top of Rex Hill, east of Newberg (Oregon 99W approximately milepoint 19.6). Most of the proposed project is located in Yamhill County, but about 1000 feet extends east of Newberg along Oregon 99W into Washington County (see Figure 1.1-1).

The proposed project includes the alignment (the specific location) of the Bypass and four interchanges, as well as required changes to local streets that will be relocated to accommodate the Bypass. The four interchanges provide access to and from the Bypass, and are located at each end of the Bypass and at two intermediate locations in Newberg and Dundee.

Access Control: The limiting or regulating of access between public and/or private facilities to Oregon state highways, as required by law.

Expressway: A divided, access-controlled highway facility, usually having two or more lanes for the exclusive use of traffic in each direction. Expressways are a subset of Oregon Highway Plan highway classifications to provide for high-speed, high-volume travel between cities and connections to ports and major recreation areas with minimal interruptions. The Oregon Transportation Commission (OTC) has designated the Newberg Dundee Bypass as an expressway based on the Newberg Dundee Facility Plan.
Figure 1.1-1. General Proposed Bypass Project Location
The interchanges are:

- **Dayton Interchange**: Located at the Oregon 99W/Oregon 18 junction, just north of Dayton.
- **East Dundee Interchange** (and connector road): Located between Dundee and Newberg.
- **Oregon 219 Interchange**: Located at the south edge of the Newberg urban growth boundary (UGB) on Oregon 219.
- **East Newberg Interchange**: Located on the east side of Newberg at Rex Hill.

### 1.2 PROJECT BACKGROUND AND NEPA PROCESS

ODOT is conducting the proposed project under a tiered National Environmental Policy Act (NEPA) process. NEPA may be carried out in two stages or tiers. The Tier 1 process addressed “big picture issues” associated with the proposed project and evaluated impacts based on general project information. The Tier 2 process focuses on the specific alignment of the proposed project, with a detailed investigation of project impacts and ways to avoid, minimize or provide proposed mitigation for adverse impacts.

ODOT started the Tier 1 process for the proposed project in January 2000. Tier 1 considered the benefits and impacts of alternative corridors for the Bypass around Newberg and Dundee, and identified proposed mitigation measures for adverse impacts.

Tier 1 concluded in 2005 when FHWA issued a Record of Decision (ROD) on the Tier 1 Final EIS (Tier 1 FEIS). The ROD explains FHWA's decision to advance the proposed project to Tier 2, and identifies the Modified 3J Corridor, defined in Tier 1 as the Bypass Approved Corridor (Corridor), where the Bypass would be located (see Figure 1.3-1).

### 1.3 WHAT IS THE TIER 2 DEIS?

This Tier 2 DEIS for the proposed project focuses on the alignment of the Bypass and presents information on the following:

- Existing conditions in the project area,
- No Build Alternative,
- Build Alternative,
- Potential impacts of the alternatives, and
- Proposed mitigation and conservation measures.

This Tier 2 DEIS helps stakeholders and the public make an informed decision about what alternatives and design options should be pursued. Selection of a Build Alternative will require selecting among available design options in portions of the Corridor.
Figure 1.3-1 Bypass Approved Corridor

Urban Growth Boundary (UGB)
Bypass Approved Corridor
City Limits

MapID: DEIS_FullExtent_BypassApprovedCorridor.mxd  Print Date: March 2010

File Path: N:\B_TaskProcessing\Revised_DEIS_08\MXD\EIS_07\Chapter2_Alternatives\DEIS_Segments Index.mxd, Date: April 11, 2008 11:09:43 AM
The Corridor identified in Tier 1 is the location of the proposed project. At the beginning of the Tier 2 process, the project team intended to have the entire design stay within the Corridor. However, when design of the proposed project started, it became necessary to place small parts of it just outside of the Corridor, due to environmental, engineering, and safety constraints, such as the need to avoid impacts to wetlands and historic resources. In addition, local roads disrupted by the Bypass were not evaluated in the Tier 1 process but have been considered in the Tier 2 process. Many of the relocations of local streets disrupted by the Bypass and interchanges also lie partially outside of the Corridor. The Corridor and additional areas outside of the Corridor make up the Bypass project area (see Figure 1.4-1).

As part of the Tier 2 process, the FHWA completed a reevaluation of the Tier 1 FEIS. This reevaluation examined the changes in existing conditions and the refinements and details added to the Build Alternative since the release of the Tier 1 FEIS. Changes to the Build Alternative outside of the Corridor were also considered during the reevaluation.

The reevaluation confirmed that the Tier 1 FEIS ROD that identified the Corridor as the location for the Bypass continues to be valid. FHWA concluded that a supplemental NEPA document for the Tier 1 FEIS was not required.

1.4 LEAD AGENCIES FOR THE TIER 2 NEPA PROCESS

FHWA and ODOT are lead agencies for the Tier 2 NEPA process for the proposed project. On August 10, 2005, Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was passed and this project is being processed under this law as well as other requirements of Title 23 and 23 Code of Federal Regulations. FHWA is a joint lead agency, and the Federal lead agency, because it administers and directs the use of federal funds in Oregon for the proposed project. ODOT acts on behalf of FHWA conducts the day-to-day project management. Section 6002 of SAFETEA-LU requires that federal, state and local agencies that have jurisdiction by law or a special interest in a project have the chance to formally participate in the project's environmental review process. See Chapter 5 and Appendix M for additional information on SAFETEA-LU 6002 compliance.

1.4.1 Decision Authority

FHWA is the decision-making authority that approves the Preferred Alternative through a ROD. As FHWA considers that decision, it is important that the public and interested agencies have access to the same information and understand how the proposed project could affect their communities and the environment. Public and agency comment on the Tier 2 DEIS will help FHWA and ODOT evaluate the environmental impacts of the project, identify proposed conservation and mitigation measures, and determine the Preferred Alternative.
Figure 1.4-1 Bypass Approved Corridor and Areas Outside the Bypass Approved Corridor

- Yellow: Bypass Approved Corridor
- Red: Project Areas Outside
- Orange: Bypass Approved Corridor
- Dotted: City Limits
- Dashed: Urban Growth Boundary (UGB)
1.4.2 Purpose and Need for the Proposed Project

1.4.2.1 Purpose

The purpose of the Newberg-Dundee Transportation Improvement Project (project) is to improve mobility and safety for inter-regional highway traffic through Newberg and Dundee and to relieve congestion by reducing truck and passenger vehicle traffic on Oregon 99W in these communities.

1.4.2.2 Need

The following discussion gives details on the need for the Newberg Dundee Transportation Improvement Project.

Over the past decade, traffic on Oregon 99W in downtown Newberg and Dundee has increased by about 40 percent.\(^1\) Vehicles backed up on Oregon 99W often stretch for more than a mile in both directions on weekdays and weekends. This congestion blocks turning movements and access across Oregon 99W and creates an unfriendly and unhealthy environment for residents, shoppers, and tourists using the downtown areas and for people who need to cross Oregon 99W to get from one side of town to the other. Traffic congestion and travel delays have now reached unacceptable levels for those who live, work in or travel through Newberg, Dundee and the surrounding areas. By 2030, Newberg and Dundee are expected to have congestion in their downtowns for more than 14 hours a day.

The 2002 peak period travel time\(^2\) between East Newberg and Dayton was about 25 minutes. If the proposed project is not constructed, the travel time in 2030 is forecast to be 40 minutes on Oregon 99W. When the new Bypass is constructed, the travel time between East Newberg and Dayton on Oregon 99W is forecast to be 19 minutes, and the travel time on the Bypass is likely to be 12 minutes.

ODOT uses volume-to-capacity (v/c) ratios to measure the levels of mobility on state highways. The ratios show the volume of traffic over the capacity of the highway to handle traffic. When the ratio approaches 1.0, the entire capacity of the highway is being used and the highway is very congested. At this point, even minor disruptions in flow can cause severe backups. The v/c ratios for most of the major intersections on Oregon 99W in Newberg and Dundee exceeded 1.0 in 2002 during peak travel periods. ODOT’s policy and the goal set by the Project Oversight Steering Team\(^3\) for urban highways is a v/c ratio of 0.75.

Newberg and Dundee would like to make their downtowns more pedestrian friendly. Noise levels measured on the sidewalk in Newberg in 2002 were found to be 72 decibels. This is loud enough to require people to raise their voices to converse. The heavy truck traffic through town is the source of most of this noise. Truck traffic also adds to the unacceptable levels of congestion in the towns. Unless a bypass is constructed, by 2030, Dundee is forecast to have about 3,700 freight trips per day, and Newberg is forecast to have 4,400 freight trips per day.

\(^1\) Further information on the increase of traffic in Newberg and Dundee can be found in the Newberg Dundee Bypass Transportation Technical Memoranda, located on the project website at http://www.oregon.gov/ODOT/HWY/REGION2/newbergdundee2.shtml or available from ODOT, Region 2, Area 3 Manager.

\(^2\) Peak period travel time will be updated in the Tier 2 FEIS.

\(^3\) The Project Oversight Steering Team (POST) is an advisory group that provides federal, state, and local regulatory review and feedback on the proposed project. See Chapter 5, for additional information on the POST.
1.4.2.3 Objectives

Objectives are results the project is striving to achieve. For the proposed project, the objectives are as follows:

- Avoid direct impacts to sensitive resources in the Corridor to the extent practicable.
- Mitigate for the direct and indirect impacts of the proposed project on wetlands, riparian areas, and wildlife habitats by:
  - Providing permanent protection (through land acquisition and/or conservation easements), restoration, and enhancement of the Willamette River and its floodplains and tributaries in the vicinity of the proposed project.
  - Providing permanent protection (through land acquisition and/or conservation easements), restoration, and enhancement of riparian areas, wetlands, and wildlife habitat associated with the streams and rivers in the vicinity of the proposed project.
  - Proposing a stabilization strategy for the banks of project-affected rivers and creeks using geomorphological analyses and bioengineering to minimize unwanted channelization and encourage natural stream-forming processes.
  - Using the available programmatic standards in designing stream crossings and following Oregon Department of Fish and Wildlife (ODFW) fish passage requirements for all existing and new bridges and culverts associated with the proposed project.
  - Restoring and enhancing fish and wildlife crossings at existing fish and wildlife road barriers (locations given in the Biology section of Chapter 3 within the footprint of the proposed project, including Oregon 99W).
  - Providing adequate stormwater treatment (water quality, quantity, and seasonality) and erosion control during project-related construction and prior to post-construction stormwater runoff being discharged into the Willamette River, its tributaries, or wetlands in the proposed project area.
- Coordinate proposed mitigation efforts with other agencies and groups to maximize the protection and enhancement of all riparian areas.
- Minimize adverse noise impacts.
- Avoid and/or minimize impacts to cultural resources (archaeological and historic) along the Corridor.
- Improve overall livability and economic viability along the Oregon 99W and Oregon 18 corridors in the proposed project area.
- Provide for safe and efficient movement of freight within the Corridor.
- Minimize impacts to businesses and residents in the proposed project area.
- Encourage opportunities for economic development in the proposed project area consistent with the local jurisdiction’s comprehensive plan policies.
- Develop solutions to the problems within the Corridor that allow for cost-effective design and construction phasing relative to overall project funding and to meet the goals and objectives for the design of the proposed project.
Concurrently develop the plans for alternative modes (including transit, bicycle and pedestrian plans) and the interchange area management plans for Newberg and Dundee.

Meet the requirements of the Goal Exception adopted by Yamhill County in Ordinances 748 and 750 by:

- Operating existing Oregon 99W at a v/c ratio of no greater than 0.85 after the Bypass is constructed.
- Reducing freight trips in downtown Newberg to less than 975 average daily trips, and in downtown Dundee to less than 1,250 average daily trips.
- Not widening Oregon 99W in downtown Dundee to five or more lanes.
- Managing existing Oregon 99W through Dundee in a manner consistent with its adopted community vision.
- Not constructing additional at-grade crossings with the railroad.
- Designing the interchange areas to address local circulation and local planning issues identified in the Intergovernmental Agreements between ODOT and Yamhill County (Agreement No. 21,323) dated September 29, 2004; ODOT and the City of Newberg (Agreement No. 21,367) dated August 23, 2004; ODOT and City of Dundee (Agreement No. 21,365) dated August 1, 2004; and ODOT and the City of Dayton (Agreement No. 21,366) dated August 18, 2004. Available upon request from Tim Potter (contact information in Section 1.5 below).
- Designing the Bypass facility to ensure that farm vehicles and equipment can reasonably get around and under the Bypass roadway, including a connection between the east and west sides of the Dundee Farm owned and operated by Columbia Empire Farms.

1.5 HOW PEOPLE CAN MAKE THEIR VIEWS KNOWN TO THE DECISION-MAKERS

An important part of the NEPA process is to give citizens, stakeholders, and public agencies the opportunity to review and comment on the proposed project. This input helps decision-makers evaluate the No Build Alternative, Build Alternative, and various design and local circulation options. ODOT and FHWA will consider both public and agency comments when making a final decision on the proposed project.

ODOT distributed this Tier 2 DEIS to agencies, tribes, and other interested parties and the document is available to citizens at public locations, on the project website, and by request from ODOT. Interested persons can make their views known to decision-makers by sending written comments to the ODOT Project Manager:

Area 3 Manager, Region 2
Oregon Department of Transportation
Mid-Willamette Valley Area
885 Airport Road SE, Bldg. P
Salem, OR 97301-4788

To learn more about the proposed project and to submit comments, you can visit the project website at [http://www.oregon.gov/ODOT/HWY/REGION2/newbergdundee2.shtml](http://www.oregon.gov/ODOT/HWY/REGION2/newbergdundee2.shtml). The Notice of Availability at the beginning of this document identifies other locations where this Tier 2 DEIS is available for review.
ODOT and FHWA will provide an opportunity for citizens and agencies to provide oral and written comments on the Tier 2 DEIS at a public hearing. The hearing date, time, and location are indicated on the cover of this document. Following the close of the public comment period, ODOT and FHWA will review and address substantive public and agency comments in the Tier 2 FEIS.