
Chapter 1: Purpose and Need

INTRODUCTION

The Newberg Dundee Transportation Improvement Project (NDTIP) seeks to improve regional and local transportation along the Oregon 99W corridor in the Newberg and Dundee area by reducing traffic congestion. The NDTIP integrates several related transportation planning efforts and proposes strategies to develop a balanced transportation system comprised of roadway improvements, including the Newberg Dundee Bypass (Bypass), which is the focus of this Tier 1 Location Final Environmental Impact Statement (LFEIS).

The Oregon Department of Transportation (ODOT) is leading the preparation of the LFEIS for the Bypass in coordination with the Federal Highway Administration (FHWA), who is the lead agency under the National Environmental Policy Act (NEPA). The environmental analysis of the project is being conducted in a two-tiered NEPA process. The Tier 1 work, which is the subject of this LFEIS, identifies feasible alternative corridors for the bypass project, which will culminate in a preferred corridor alternative. The Preferred Alternative will be carried forward through the Tier 2 analysis for more detailed study. The Tier 2 work will involve further refinement of the Preferred Alternative, including locating the Bypass within the preferred corridor, evaluation of detailed engineering options, and additional environmental analysis (A list of activities that will be conducted during the Tier 2 process is included at the end of Chapter 6).

Following completion of Tier 1 work and prior to completion of the Tier 2 work, ODOT intends to acquire a limited amount of right of way within the approved corridor with federal funds (the corridor will be approved following the completion of the Tier 1 work). The goal is to preserve key pieces of the right of way so that it will not be necessary to displace any development on these lands that may occur prior to construction.

The LFEIS focuses on the Preferred Alternative (Alternative Modified 3J) for the Bypass, which is a combination of Alternative 3J and elements from other Build Alternatives as described in the Location Draft Environmental Impact Statement (LDEIS). The LFEIS reviews the impacts of Modified 3J and includes information, for comparison purposes, on the Build Alternatives and No Build presented in the LDEIS.

The LDEIS evaluated eight Build Alternatives: 3C, 3D, 3G, 3H, 3I, 3J, and 3K (the Southern Build Alternatives) and 4C (the Northern Build Alternative), and completed an evaluation process that focused on selecting a Preferred Alternative corridor where a Bypass facility can be developed. Modified 3J is based on Alternative 3J, and was created in response to direction from the Project Oversight Steering Team (POST), agency stakeholders, and the public to further avoid and minimize impacts to resources in the Alternative 3J project area. The process and reasoning used to select and modify Alternative 3J for the Preferred Alternative are presented in Chapter 2. Chapter 2 also includes a complete description of Modified 3J, as well as descriptions of the other LFEIS Build Alternatives and the No Build Alternative (No Build).

BACKGROUND

Yamhill County residents and ODOT have discussed ways to relieve traffic congestion on Oregon 99W through Newberg and Dundee for many years. In addition, transportation analysis indicates that a state highway bypass is needed to solve congestion problems on Oregon 99W. Newberg, Dundee, and surrounding areas in Yamhill County, Oregon, have experienced substantial growth over the past decade. Newberg, the second largest city in Yamhill County, currently has a population of about 18,000 residents, while Dundee has about 3,000 residents. Oregon 99W serves as the “main street” for both Newberg and Dundee. Oregon 99W connects Newberg and Dundee to the Portland metropolitan area to the northeast

and to McMinnville (population 26,499) and the Oregon Coast to the west (See Figure 1-1). Because this highway is the more direct route between the Willamette Valley and Oregon coastal communities, tourist traffic has steadily increased as population has grown. Weekday commuters also use Oregon 99W to travel between Yamhill County and the Portland metropolitan area. Through freight truck movement, particularly en route to and from the central coast, I-5 corridor, and/or the Portland metropolitan area, relies on efficient travel through the corridor.

ODOT has conducted several studies since 1990 that have supported the development of the Bypass project. These studies have lead to the development of a multi-Purpose and Need statement for the multi-modal. (See Chapter 2 for additional information on previous studies conducted.) The NDTIP contains, in addition to the Bypass, multi-modal and land use elements that will be implemented by agencies other than ODOT and FHWA.¹¹ Though implementation of alternative transportation modes and land use strategies do not directly affect the Purpose and Need for a bypass, they can extend its useful life and provide other benefits. Therefore, while ODOT and FHWA can only implement the Bypass, ODOT will continue to support these other elements of the NDTIP concurrently with and in addition to the Tier 2 work on the Bypass element.

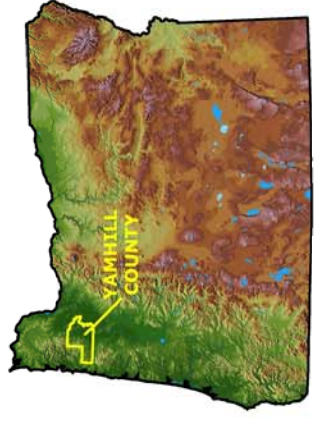
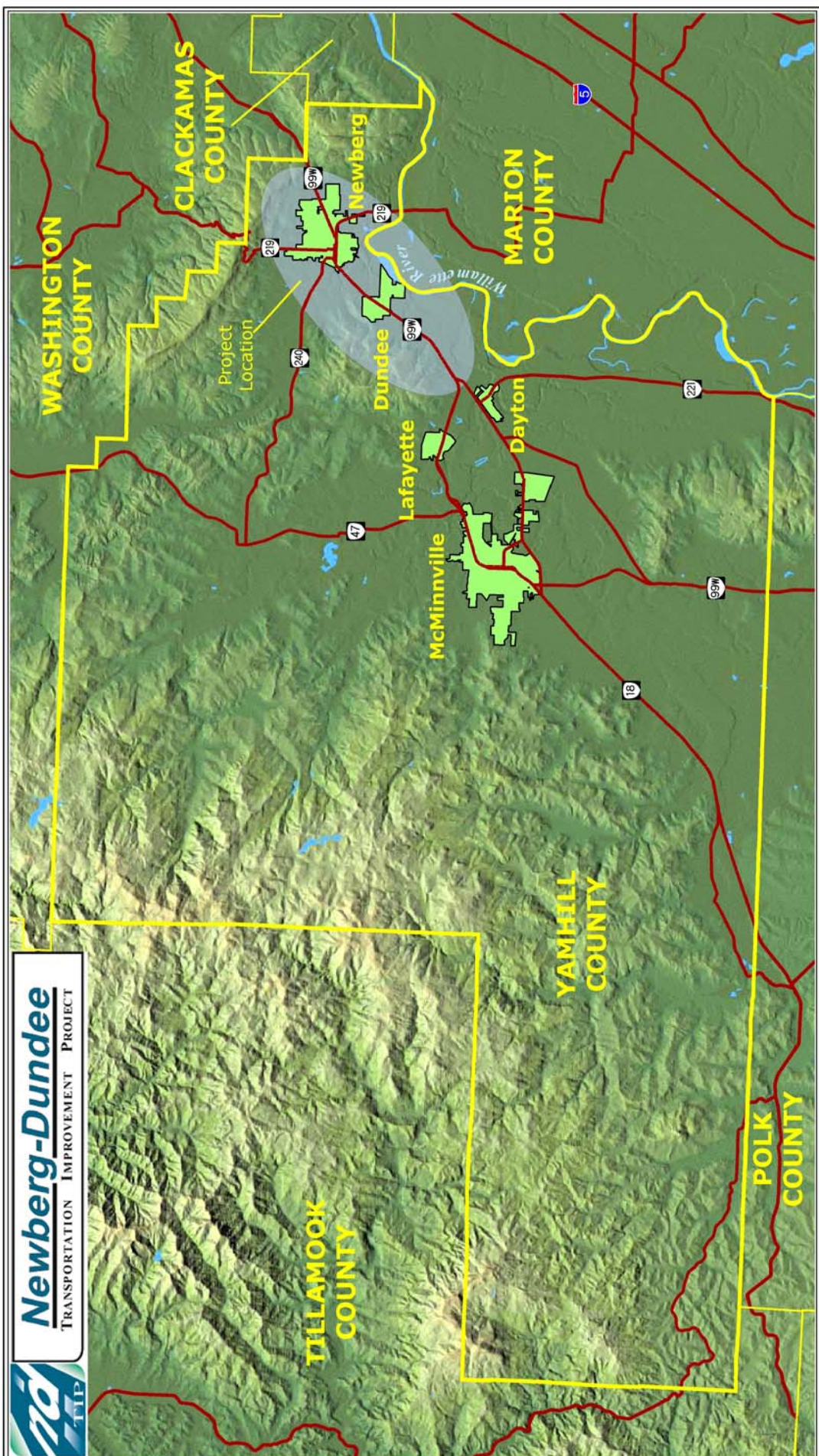
The project's purpose, need, and objectives are described below. Project participants, including ODOT, FHWA, the POST and stakeholders developed evaluation criteria and measures that relate to the purpose, need, and objectives. The evaluation criteria and measures are tools that were used for analysis and ranking of the alternatives in the LDEIS.

PURPOSE OF PROJECT – NDTIP





The purpose of the NDTIP is to improve regional and local transportation along the Oregon 99W corridor in the Newberg-Dundee area by reducing existing and future traffic congestion. The transportation improvements must also satisfy community values and maintain or enhance economic, social, environmental, safety and energy conditions. Through a collaborative process that balances viewpoints, interests and regulatory requirements, a successful solution will:

- Improve the efficiency and modal options of the transportation system for all its users.
- Provide alternatives to commuting by single occupancy vehicles.
- Improve the movement of through-traffic.
- Enhance and protect the public health and safety of travelers and of communities that transportation facilities traverse.
- Improve existing natural environmental conditions when possible and avoid/minimize/mitigate adverse impacts to natural environmental resources.
- Contribute to the improvement of the economy, social fabric, and overall livability along the Oregon 99W corridor in the Newberg-Dundee area and in the broader area (such as the central coast) that relies on the regional roadway system.
- Satisfy applicable federal, state and local plans, policies and regulations.

¹¹ A list of the NDTIP Alternative Transportation Modes, and Land Use elements is located in the LDEIS, p. 2-7



ODOT Draft for Review
Figure 1 - 1. Project Location Map

-  Project Location
-  City Limits
-  Highways
-  County Boundary

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NEED FOR PROJECT – NDTIP

Over the past decade, traffic on Oregon 99W in downtown Newberg and Dundee has increased by about 40 percent. Lines of vehicles on Oregon 99W often stretch for more than 1.6 kilometers (1 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 people trying to get from one side of town to the other side. Traffic congestion and travel delays have reached unacceptable levels for those who live and work in or travel through Newberg, Dundee and the surrounding areas. This includes local users, businesses, current commuters, freight companies, tourists, and the economically and physically disadvantaged. Traffic volumes are expected to increase substantially over the next 20 years.

OBJECTIVES OF THE PROJECT

Project objectives were defined early by NDTIP project participants. These project objectives were used to guide the development of the Purpose and Need statements for the project and the evaluation criteria and measures. The project objectives were modified twice, first in 1997 and then again in 2001 when the project entered its current phase (Tier 1). In 1997, project participants developed a list of broad objectives. At that time, the POST used the objectives in deciding which alternatives to forward for the next phase of the study. In 2001, the POST reviewed and slightly modified the 1997 list of project objectives. This review occurred concurrently with the POST's work defining the project's purpose and need. The project objectives used to guide the LDEIS were:

- Improve transportation performance
- Protect human health and safety
- Improve environmental quality
- Maximize benefits to community economics
- Improve social/cultural quality
- Minimize total project costs
- Maximize likelihood of implementation

After development of the objectives, the POST used objectives to develop evaluation criteria and measures to help select alternatives that met the project objectives. The POST had substantial input from the public in its work on project objectives, evaluation criteria and measures. (For more information, see Chapter 7, Public and Agency Involvement.)

PURPOSE OF BYPASS ELEMENT OF NDTIP

The LFEIS for the Bypass focuses on the function of the state highway to provide for inter-urban and inter-regional mobility as part of the National Highway System (NHS) system, as opposed to local street improvements and alternate mode transportation elements of the NDTIP that are outside the jurisdiction of ODOT; i.e., specifically, the Bypass element that ODOT and FHWA have the authority to implement.

As stated previously, the NDTIP Purpose statement is framed to reflect the multiple purposes of that program; the LFEIS is refined and focused on the Bypass element. Therefore the Purpose statement of the NDTIP is refined as follows:

Through a collaborative process that balances viewpoints, interests and regulatory requirements, a successful highway improvement solution will:

- Improve the movement of through-traffic.

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- Improve the capacity, efficiency and safety of the state highway system to accommodate current and projected freight and other vehicular traffic volumes in and through Yamhill County in compliance with standards in the Adopted Oregon Highway Plan, 1999.
 - Contribute to the improvement of the economy, social fabric, and overall livability along the Oregon 99W and Oregon 18 corridors in the Newberg-Dundee area and in the broader area (such as between Portland and the central coast) that relies on the statewide and regional roadway system.
 - Reduce congestion on Oregon 99W, especially within the Urban Growth Boundaries (see Glossary for definition) of Newberg and Dundee to a level that meets adopted Oregon Highway Plan Mobility Standards.

RELATED PROJECTS

Local plans include several transportation, infrastructure, and land use projects in the project vicinity. This list of related projects describes the project's context and indicates what the project entails. A discussion of potential cumulative impacts is addressed in Chapter 5. See Figure 1-2, Related Projects, for projects that are within the project area. Not all of the related projects are located on this map since several of these projects are located several miles from the project area.

Transportation

1. Oregon 219 (Hillsboro – Silverton Highway) at Wilsonville Road: construct intersection improvements at Oregon 219 and Wilsonville Road (Newberg).
2. Corral Creek Road and Oregon 99W: eastern access point to be reconstructed (Newberg).
3. College Street: annually re-stripe College Street for back-to-back separate left-turn lanes (Newberg).
4. Springbrook/Haworth: annually re-stripe to improve traffic operations (Newberg).
5. 9th/10th Street realignment, west side of Oregon 99W: realignment of two existing streets (Dundee).
6. Alder Street extension to Oregon 99W, west side of Oregon 99W: extension of an existing street (Dundee).
7. Northeast Filbert Drive-10th Street to north city limits: construct new collector (east side of Oregon 99W in Dundee).
8. Northeast Hayfield Drive-Edwards Road to River Front Drive: construct new collector (east side of Oregon 99W in Dundee).
9. River Front Drive-Southeast Prairie Road to Northeast Hayfield Drive: construct new collector (east side of Oregon 99W in Dundee).
10. 10th Street extension to River Front Drive: extend existing street (east side of Oregon 99W in Dundee).
11. River Front Drive-Southeast Prairie Road to Northeast Hayfield Drive: construct new collector (east side of Oregon 99W in Dundee).
12. 10th Street extension to River Front Drive: extend existing street (east side of Oregon 99W in Dundee).
13. Southeast Prairie Road–Fulquartz Landing Road to River Front Drive: construction of a new collector proposed for the east side of Oregon 99W (Dundee).
14. Fulquartz Landing Road extension to Southeast Prairie Road: extension of an existing street located on the east side of Oregon 99W in Dundee.

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15. Fox Farm Lane realignment: realignment of an existing street (west side of Oregon 99W in Dundee).
 16. Edwards Road extension to Dayton Avenue: extension of an existing street (east side of Oregon 99W in Dundee).
 17. Fox Farm–Dayton Road and Oregon 99W: proposed traffic signals on existing roadways (northeast Dundee).
 18. 10th Street and Oregon 99W: proposed traffic signals on existing roadways (central Dundee).
 19. Niederberger–Parks Road and Oregon 99W: proposed traffic signals on existing roadways (west Dundee).
 20. Oregon 99W/Hall Boulevard Intersection Improvements: add turn signals and modify signal at the intersection of Oregon 99W/Hall Boulevard (southwest of Oregon 217 in Tigard).*
 21. Oregon 99W between I-5 and Greenburg Road: widen to seven lanes (total: both directions) between I-5 and Greenburg Road (far southwest Portland and Tigard).
 22. I-5 to Oregon 99W Connector: connector linking I-5 and Oregon 99W (far southwest Portland).
 23. Oregon 18 at Red Prairie Road: change alignment and add deceleration lanes. *
 24. Oregon 47 at Azalea and 2nd Streets: establish a new highway grade and replace existing curb and gutter. *
 25. Oregon 99W at Parks Road / Handley Street: overlay. *
 26. Oregon 18 at Oldsville Road / Lafayette Highway: overlay (Yamhill County). *
 27. Oregon 18 at Lafayette Road: raise under crossing structure (Yamhill County). *
 28. Oregon 18 at S. Fork Yamhill River Bridge: bridge repair (Phases 1 and 2) (Yamhill County, just outside Dayton UGB *
 29. Oregon 233 at Johnson Creek Culvert: replace culvert.*
 30. Oregon 22 at Sourgrass Creek (Indian Bridge) Culvert: replace culvert. *
 31. Oregon 99W at Dundee and McMinnville Signals at 99W/5th in Dundee. *

Infrastructure

32. Potential high school site in the vicinity of Chehalem Valley Middle School (Dundee).
33. Potential elementary school site (Northwest side of Newberg).
34. Potential middle school site adjacent to the Newberg School District Office at 714 East Sixth Street (Newberg).
35. (a, b, c) Expansion of current wastewater lagoons or construction of a new wastewater treatment plant (Newberg).
36. Expansion of fresh water treatment and storage for Newberg.

Land Use

37. Newberg Riverfront Master Plan.
38. Providence Health Systems: relocation of hospital to east Newberg, groundbreaking September 2003, opening Fall 2005.

* Not shown on map

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39. Chehalem Park and Recreation District Golf Course Proposal (east of Newberg).
 40. Springbrook Oaks Specific Plan: mixed land use development (east of Newberg).
 41. Transportation System Plan amendments to incorporate the Preferred Alternative in the Transportation System Plans for Newberg, Dundee, Dayton and Yamhill County.
 42. Interchange Overlay Zones and Interchange Area Management Plans in the Comprehensive Plans and zoning Codes for Newberg, Dundee, Dayton and Yamhill County (Figure 1-3),
 43. Oregon 99W Main Street Refinement Plan, Dundee.

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