

IN THE BOARD OF COMMISSIONERS OF THE STATE OF OREGON

FOR THE COUNTY OF YAMHILL

SITTING FOR THE TRANSACTION OF COUNTY BUSINESS

In the Matter of Adopting the Interchange
Area Management Plan for the Newberg-
Dundee Bypass

BOARD ORDER 23-57

THE BOARD OF COMMISSIONERS OF YAMHILL COUNTY, OREGON (the Board) sat for
the transaction of county business on February 16th, 2023,
Commissioners Lindsay Berschauer, Kit Johnston, and Mary Starrett being present.

IT APPEARING TO THE BOARD as follows:

WHEREAS, The Oregon Department of Transportation (ODOT) prepared an Interchange
Area Management Plan (IAMP) for the Newberg-Dundee Bypass project to ensure operation of
the interchange area is safe and efficient, to preserve the state's major investment in reconstruction
of the interchange, and to minimize the need for future interchange improvements; and

WHEREAS, ODOT is requesting that the Board adopt the IAMP as provided in the
attached Exhibit 1; and now, therefore

IT IS ORDERED BY THE BOARD AS FOLLOWS:

Section 1. The IAMP as provided in the attached Exhibit 1 is hereby adopted.

DATED this 16th day of February, 2023, at McMinnville, Oregon.

ATTEST

KERI HINTON
County Clerk

By: Carolina Rook
Deputy CAROLINA ROOK

FORM APPROVED BY:

Jodi Gollehon
JODI GOLLEHON
Assistant Yamhill County Counsel

YAMHILL COUNTY BOARD OF
COMMISSIONERS

Lindsay Berschauer
Chair LINDSAY BERSCHAUER

Kit Johnston
Commissioner KIT JOHNSTON

Mary Starrett
Commissioner MARY STARRETT

OR219 – OR18 INTERCHANGE AREA MANAGEMENT PLAN

OR18: NEWBERG-DUNDEE BYPASS (PHASE 2A) (K19909)

Oregon Department of Transportation

Region 2

455 Airport Road SE

Salem, Oregon 97301

February 13, 2023

Executive Summary

Project. The OR219 – OR18 Interchange, part of the OR18: Newberg-Dundee Bypass project, will be a partial cloverleaf interchange that will serve all vehicle movements to and from the Bypass and OR219. The study area is within the south area of the City of Newberg and outside of Newberg, in unincorporated Yamhill County, but within the urban growth boundary (UGB).

Problem and purpose. Traffic volumes on OR99W through Newberg and Dundee in Yamhill County, which serves daily commuters to the Portland metropolitan area and is the most direct route to the central Oregon Coast, have been increasing, causing congestion. The purpose of the Newberg-Dundee Bypass project is to improve mobility and safety for interregional highway traffic through Newberg and

Dundee and to relieve congestion. As part of this effort, the purpose of the construction of the OR219 – OR18 Interchange is to improve how transportation facilities in the area function, accommodate long-term capacity needs of the system, and support community needs. ODOT prepared this Interchange Area Management Plan (IAMP) to ensure operation of the interchange area is safe and efficient, to preserve the state’s major investment in reconstruction of the interchange, and to minimize the need for future interchange improvements. An IAMP is an Oregon Department of Transportation (ODOT) long-term (20 or more years) transportation facility plan, which applies system policies to a specific area or segment of highway such as an interchange.

Development and Selection of Preferred Alternative. Since the preferred alternative was developed and selected prior to the initiation of the IAMP, this IAMP documents the past process that arrived at the preferred alternative: The Newberg-Dundee Transportation Improvement Plan (NDTIP) Alternatives Analysis (1997) documented the alternatives analysis at a systems planning level, the Tier 1 Location Final Environmental Impact Statement (LFEIS) identified feasible alternative corridors, and the Tier 2 FEIS (2012) refined the Tier 1 preferred alternative to a specific highway alignment.

Public involvement. Public involvement coordination meetings occurred over the past year to apprise interested groups and local, state, and federal agencies of the Newberg-Dundee Bypass and solicit feedback. Public involvement efforts were combined with the project development and NEPA re-evaluation efforts.

Traffic analysis. During the PM peak hour, none of the study intersections currently meet the ODOT target volume-to-capacity ratio and none would meet the targets in opening Year 2024. The 2022 design will substantially improve operations for the study intersections. The intersection of S Springbrook Road with OR219 and the interchange connecting OR219 and OR18 (both ramp terminals) would meet mobility targets in the Design Year 2044. The intersection of OR219 with Wynooski and the intersection of OR99W with OR18 fail to meet mobility targets, therefore, ODOT Design Exceptions will be required.

Goal. The goal is to improve safety, operations, and capacity problems while maintaining efficient movement of passenger and freight traffic through the interchange area with a solution that will accommodate the Phase 2 funding.

Function. The function of the interchange is to provide access between Newberg or Dundee and other regions.

Access management. The interchange will be fully access-controlled, and no direct access will be allowed from private properties onto the Bypass. The project access management strategy was developed in collaboration with the City of Newberg, Yamhill County, and owners of real property. The OR219-OR18 Interchange project requires two relocations of private connections, both of which are in an access-controlled area of highway and were deeded reservations of access.

Implementation and adoption. ODOT, Yamhill County, and the City of Newberg have been planning the Newberg-Dundee Bypass, of which this OR18: OR219 interchange project is a part, since 1990. With the adoption of amendments to the respective comprehensive plans that recognize the function of the OR219 - OR18 Interchange and the enactment of interchange overlay zoning districts in the respective development codes, the City of Newberg and Yamhill County have already taken the key actions to implement the IAMP. The project is in conformance with adopted goals and policies, the Yamhill County Zoning Code, and the Newberg Development Code.

The City of Newberg and Yamhill County will:

- Each issue a letter of acceptance of the IAMP with findings of consistency with the comprehensive plan and TSP.
- Retain the Interchange overlay zoning districts.
- Coordinate with ODOT on any development proposal within the OR219-OR18 Interchange study area and Interchange Overlay District through the established land use review process.
- Consider the planned interchange location and avoid conflicts where feasible in land use decisions.

The OR18 IAMP adoption process will be determined—either adopted by the Director or by the OTC as a facility plan.

1. IAMP Description and Project Description

1.1 IAMPs

An Interchange Area Management Plan (IAMP) is an Oregon Department of Transportation (ODOT) long-term (20 or more years) transportation facility plan. Facility Plans are one of the three levels of plans implemented by ODOT. The Oregon Transportation Plan is the highest level, providing overall goal and policy guidance for planning and development of the state's transportation system. "Mode and topic" plans, like the Oregon Highway Plan (OHP), are the next level, providing more specific goals and policies for the entire state highway system. Facility Plans then apply these system policies to a specific area or segment of highway such as an interchange.

An IAMP establishes agreement with a local government and stakeholders about what transportation projects, solutions, or land use policies and actions are needed in an interchange area to improve the facility. State rules require the preparation of an IAMP for any new or significantly reconstructed interchange to preserve and protect the investment of state resources to improve safety and operation of the facility. In addition, OHP policies direct ODOT to plan and manage interchange areas for safe and efficient operation. IAMPs help balance and manage transportation and land use policy and protect existing and future state investments in the transportation system.

This IAMP was prepared in accordance with ODOT's 2013 IAMP Guidelines and reflects close coordination among ODOT, the City of Newberg, Yamhill County, interchange area stakeholders, and the broader community. This IAMP was developed as a component of the project development stage (Design Acceptance Package [DAP] and Plans, Specifications and Estimates [PS&E]) for Phase 2a of the OR18: Newberg-Dundee Bypass Project (see Section 1.2.1, below). It draws on the extensive existing project information, reports, analysis, and data. Public involvement efforts were combined with the project development and NEPA re-evaluation efforts. No new traffic analysis or formation and meetings of a project management team were conducted for this IAMP.

1.2 Newberg-Dundee Bypass Project Description and Background

1.2.1 OR18: Newberg-Dundee Bypass Project

The OR219 – OR18 Interchange is part of the OR18: Newberg-Dundee Bypass project. The 11-mile Newberg-Dundee Bypass is planned to be a four-lane expressway, two lanes in each direction, from Dayton to just east of Newberg. ODOT is designing and constructing this project in phases due to funding.

In April 2012, the Federal Highway Administration (FHWA) published a Record of Decision (ROD) for the Tier 2 Final Environmental Impact Statement (2012 FEIS) for the Newberg-Dundee Bypass to be constructed and managed by ODOT. The 2012 FEIS evaluated the project's eight segments between the Oregon Route (OR) 99W just west of the city of Dundee through the city of Newberg to the unincorporated area of Rex Hill north of Newberg. This IAMP covers the 2012 FEIS Segment 6. ODOT is completing a NEPA re-evaluation because proposed changes to several project elements relative to the project described in the 2012 FEIS require a determination whether the 2012 FEIS decision remains valid for decision-making. Because the interchange design has been modified since the completion of the 2012 FEIS and the Newberg-Dundee Bypass / OR18 Facility Plan (2005), an IAMP is needed as well. In addition, the conditions of the Statewide Planning Goal Exceptions adopted by the City of Newberg and Yamhill County and the City of Newberg Transportation System Plan (TSP) require adoption of an IAMP.

ODOT completed the \$252 million Phase 1 project (Segments 1 through 5 in the 2012 FEIS) at the end of 2017, and it opened to travelers on January 6, 2018. It consists of almost 4 miles of new 2-lane roadway connecting Oregon Route (OR) 99W just west of Dundee to OR219 south of Newberg and new signalized intersections. Phase 1W, a separate construction project that realigned Wilsonville Road to connect directly with OR219, was completed in 2020. Phase 1G, improvements to Springbrook Road to connect the Bypass with OR99W east of downtown Newberg also was completed.

Phase 2 extends the two-lane Phase 1 roadway at OR219 through the south side of the city of Newberg to Rex Hill to connect the Bypass from OR219 to OR99W. Construction includes intersection improvements, new travel lanes, retaining and sound walls, cross over and over water bridges, sidewalk and ADA ramps, stormwater and drainage improvements, and traffic signals and signing. Phase 2 is currently funded for design (\$22.4 million from House Bill 2017) and selective right of way acquisition (\$10.3 million, from savings from Phase 1) only. Construction of the OR219 portion of Phase 2 (Phase

2a, 2012 FEIS Segment 6) is funded for \$32 million. Final PS&E for Phase 2a is expected in November 2022.

1.2.2 OR219 – OR18 Interchange

The OR219 – OR18 Interchange covered in this IAMP will be a partial cloverleaf interchange that will serve all vehicle movements to and from the Bypass and OR219. Loop ramps will be located in the northwest and southeast quadrants of the interchange. Signalized ramp connections will provide access to and from the Bypass and OR219. The interchange consists of the following project elements:

- An interchange with signalized eastbound exit and westbound (WB) entrance ramps
- New bridge structure carrying the eastbound exit ramp over OR219
- Removal of the existing OR18-Bypass alignment
- Realignment of Wynooski Road to the intersection of OR219 and Wilsonville Road
- Signalized intersection at the realigned Wynooski Road/OR219/Wilsonville Road intersection
- OR219 widening improvements north and south of the interchange with two travel lanes in each direction (adding a travel lane), turn lanes at intersections, sidewalk, ADA ramps, and drainage
- Removal of old Wynooski Road alignment
- Construction of cul-de-sacs on Sandoz Road and Industrial Parkway
- Closure of Wilsonville Road
- Pedestrian path
- Stormwater improvements
- Signing

1.3 Study Area

The study area for this IAMP is the OR219 Interchange—Segment 6 as described in the 2012 FEIS and 2022 NEPA Re-evaluation—which is mainly in the south area of the City of Newberg, Oregon as shown on Figure 1. The east side of the proposed interchange is outside of Newberg, in unincorporated Yamhill County, but within the urban growth boundary (UGB). The approximate roadway boundaries are: North: East 2nd Street, south: south of SE Adolph Road, east: Wilsonville Road, and west: Wynooski/OR18.

1.4 Problem Statement

Traffic volumes on OR99W through Newberg and Dundee in Yamhill County have been increasing, causing congestion. Average daily traffic (ADT) along this corridor has increased over 40 percent since 2000 and is estimated to increase another 25 to 75 percent by 2035. Oregon 99W serves daily

commuters from Yamhill County to the Portland metropolitan area and is the most direct route between the northern Willamette Valley and the central Oregon Coast.

1.5 Purpose

The purpose of the Newberg-Dundee Bypass project is to improve mobility and safety for interregional highway traffic through Newberg and Dundee and to relieve congestion by reducing truck and passenger vehicle traffic and allowing the efficient movement of people and goods on OR99W in these communities. The Bypass accommodates and diverts longer-distance statewide through-trips around the Newberg-Dundee urban area and to serve regional trips going to and from these cities. The designation of the Bypass is a moderate to high-speed statewide expressway and freight route as defined in the OHP.

As part of this effort, the purpose of the construction of the interchange is to improve how transportation facilities in the area function, accommodate long-term capacity needs of the system, and support community needs. The purpose of this IAMP is to satisfy the conditions of the Statewide Planning Goal Exceptions adopted by the City of Newberg and Yamhill County, to comply with the City of Newberg TSP requirement of an IAMP adoption, and to demonstrate compliance with the City and County land use regulations. ODOT prepared this IAMP to ensure operation of the interchange area is safe and efficient, to preserve the state's major investment in reconstruction of the interchange, and to minimize the need for future interchange improvements.

1.6 Goals and Objectives

The goal of the OR219 – OR18 Interchange IAMP and construction project is to improve safety, operations, and capacity problems while maintaining efficient movement of passenger and freight traffic through the interchange area with a solution that will accommodate the Phase 2 funding.

Based on this goal, and in order to be consistent with OHP policy and the IAMP problem statement, the objectives of the IAMP are to:

- Protect long-term safety and operations of the interstate and county road network.
- Protect the investment in OR18 and OR219 and the interchange and maintain the function of the interchange.
- Plan for future management of the interchange and adjacent land uses within the interchange management area.
- Develop alternatives that can be constructed in phases to accommodate funding and future development and limit "throw-away" improvements to the maximum extent feasible.
- Develop an access management plan that provides for safe and acceptable operations on the transportation network and that moves toward meeting the access spacing standards prescribed in the OHP.

2. Existing Conditions and Inventory Analysis

Information for this section is from the NEPA Re-evaluation, technical reports prepared for the 2022 design, and Final Review of Applicable Planning Documents (October 11, 2021).

2.1 Land Use, Zoning, Demographics

2.1.1 Land Use

The study area includes portions of the Avalon Park and Springbrook Estates manufactured home parks, which have single-family residences with a few home-based businesses. Several auto-related commercial and light manufacturing uses are located along Industrial Parkway and Sandoz Road. Other commercial uses in the area include retail, vacant commercial, and light industrial space.

The uses surrounding each quadrant of the planned interchange are: NW—industrial, NE—industrial and residential, SE—future residential and Interchange Management Area Overlay (IC), SW—mixed industrial and residential.

Construction of the OR219-OR18 Interchange will require right-of-way acquisition and therefore will convert industrial, residential, agricultural/farm, and commercial land. The 2012 FEIS found that while the project would increase accessibility to land in the area, it will not have major indirect impacts because of the larger Willamette Valley cities will still attract more economic development opportunities.

2.1.2 Zoning

In the City of Newberg, the study area is within and adjacent to land zoned M-2 Light Industrial, M-3 Heavy Industrial, and R-2 Medium Density Residential. In Yamhill County, the study area is within and adjacent to land zoned EF-40 Exclusive Farm Use 40-acre minimum, AF-10 Agriculture/Forestry Small Holding 10-acre minimum, PWS Public Works/Safety, HC Highway/Tourist Commercial, and VLDR-2.5 Very Low Density Residential 2.5-acre minimum. See Figure 2: Zoning.

2.1.3 Demographics

Based on the 2010 Census, tracts 302.01 and 302.02 near the OR219 intersection contain populations that have a higher proportion of non-white and lower income households than the remainder of Yamhill County. The 2012 Tier 2 FEIS also identified the area surrounding the OR219 intersection as containing an EJ population. The EJSCREEN mapping tool shows that the corridor population experiences slightly higher exposure to particulate matter (2.5 microgram/cubic meter) and traffic proximity and volume. The ability to move through traffic around these areas more efficiently should result in positive impacts with respect pollution, air quality, and noise.

Census Tract 302.02, which includes communities immediately adjacent to OR18, OR219 and S Springbrook Road, has a Transportation Disadvantaged Populations Index Score of 1.8. This tract includes a lower-income community west of OR219 that is served by NW Wynooski Road. The existing stop-controlled intersection at NE Wynooski Road and OR219 can make it difficult for residents to enter

or leave NE Wynooski Road. Phase 2 improvements to NE Wynooski Road, including dedicated turn lanes, will improve access for these low-income residents.

The OR219-OR18 Interchange project would require six business displacements, which may have an adverse impact on employment and income in the project area if they are not able to relocate in the Newberg area. Also, changes to the local street system may require residents and remaining businesses located adjacent to the new roadway to make some out-of-direction trips.

2.2 Transportation Facilities

The study area includes two state highways. Within the study area, OR219 is classified as District Highway. OR18 is classified as a Statewide Highway Expressway and Freight Route. Wynooski Road and Wilsonville Road are Yamhill County roadways. Springbrook Road, a City of Newberg facility, is under ODOT's jurisdiction until the Newberg-Dundee Bypass Phase 2b is constructed because it facilitates travel from OR99W to the Bypass.

2.3 Natural Resources (Floodplains, Surface Waters and Wetlands, Biological Resources and Habitat)

2.3.1 Floodplains

There are no mapped floodplains in the study area.

2.3.2 Wetlands

Permanent wetland impacts resulting from the Phase 2a/OR219-OR18 Interchange project would be less than 0.5 acre. These roadside wetlands provide overall low value for the watersheds. Impacts are proposed to be mitigated using an Oregon Department of State Lands- (DSL) and U.S. Army Corps of Engineers- (USACE) approved mitigation bank that serves the Yamhill River basin, and through maintenance and construction of stormwater best management practices (BMPs) that provide some benefits similar to those that roadside wetlands provide.

2.3.3 Biological Resources and Habitat

The 2012 FEIS project was approved under the Endangered Species Act (ESA) by National Marine Fisheries Service (NMFS) with an Individual Biological Opinion (BO) (NMFS No. 2010/02492; Dec. 17, 2010). The action area approved under this BO is Yamhill River 5th field HUC, or also defined by NMFS as those riverine habitats accessible to Upper Willamette River (UWR) Chinook Salmon and UWR steelhead. No new listed fish species are present in the action area.

The 2010 BO identified five project-wide activities that have potential to effect ESA-listed fish and their habitat in the action area (BO pg. 13, Effects of the Action), three of which do not apply to the OR219-OR18 Interchange project because no work will be done directly over fish habitat. BMPs will be implemented in disturbance area to mitigate effects to listed fish for one of the two applicable activities: contaminants and suspended sediments. For the second activity, stormwater, the project is required to comply with the terms and conditions of the BO for stormwater management, which states that the project will meet the design criteria outlined in the SLOPES IV Transportation BO. In addition, the

project will be required to comply with DEQ's standards for stormwater management. The Phase 2a project includes 14.73 acres of new impervious area. Project stormwater runoff is proposed to be managed through a biofiltration swale, an existing bioretention pond, and a proposed bioretention pond along the OR219 alignment within ODOT right-of-way. Due to the stormwater treatment criteria, stormwater impacts remain within the effects assessed in the BO.

The OR219-OR18 Interchange project is within the level of effects assessed in the BO for these fish species within the approved action area, therefore, the BO remains applicable to the project and continues to cover ESA-listed UWR steelhead and chinook salmon for the proposed action.

A No Effect determination was made in 2010 for federally listed wildlife and plant species managed by US Fish and Wildlife Services (USFWS). Since the time the FEIS was issued in 2012, two bird species have been added to the federal ESA list. Streaked horned lark were listed in 2013 and yellow billed cuckoo were listed in 2014. No suitable habitat was found within the Phase 2a study area that is capable of supporting these ESA-listed bird species. ESA plant surveys were conducted by ODOT in 2017, 2018, and 2019. Habitat conditions and species ranges have not changed within the API, and there have been no observances of ESA-listed wildlife and plants in the Phase 2a API. Therefore, the 2010 No Effect determination remains applicable to all ESA-listed wildlife and plant species in the study area.

2.4 Hazardous Materials

One site listed in the Resource Conservation and Recovery Act database is within the study area: the Action Equipment Company. The construction of the interchange would not require permanent acquisition of this property and therefore would not affect it. The Level 1 Hazardous Materials Corridor Study for Phase 2 (GRI 2020) identified an automotive facility as a potential acquisition. This property may need Phase I Environmental Site Assessment prior to permanent acquisition. Hazardous materials site remediation and best management practices during construction would minimize disturbance to hazardous materials sites and construction worker exposure and offset demand for contaminated soil disposal facilities.

2.5 Cultural, Historic, and Archaeological Resources

The National Historic Preservation Act of 1966 (NHPA) protects historic properties, listed in, or eligible for, the National Register of Historic Places (NRHP). Archaeological resources, American Indian graves and sacred objects are also protected under Oregon Revised Statutes and Oregon Administrative Rules. The 2012 FEIS NHPA Section 106 Finding for the Newberg Dundee Bypass Project is "No Historic Properties Adversely Affected" for historic properties. SHPO concurred with this finding on February 27, 2012.

None of the NRHP-listed or NRHP-eligible resources identified in the 2012 FEIS are within the IAMP study area. Prior to construction, ODOT will conduct field investigations and prepare an updated cultural resources report which will be submitted to SHPO for concurrence. ODOT will coordinate with the Confederated Tribes of the Grand Ronde Community of Oregon, the Confederated Tribes of Siletz

Indians, the Confederated Tribes of the Warm Springs Reservation of Oregon, and the Confederated Tribes and Bands of the Yakama Nation. ODOT will develop an archaeological treatment plan to guide the actions of cultural resources professionals during future design and construction phases.

2.6 Open Space and Parks, Section 4(f), and Section 6(f)

There are no existing or planned parks, recreation resources, or Land and Water Conservation Fund (Section 6(f)) resources in the study area. There are no Section 4(f) publicly owned parks or recreation resources in the study area.

The Chehalem Glenn Golf Course and public trail system are Section 4(f) resources and are adjacent (east) of the study area. On February 22, 2022, the Official with Jurisdiction for the Chehalem Park and Recreation District concurred that the proposed Newberg Dundee Bypass Phase 2 crossing over Fernwood Road, along with the proposed additional 0.43-acre impact to the park and pedestrian bridge have no adverse impacts to the property as defined under Section 4(f) therefore are a *de minimis* impact.

3. Traffic Operations – Existing and Future Conditions Analysis

Traffic analysis for the study area and proposed interchange, as part of Phase 2a, is documented in *K19909 OR18: Newberg-Dundee Bypass (Phase 2) Draft Traffic Analysis Memorandum and Future Demand Forecasting Summary* (DKS Associates, Inc., March 10, 2021). These memoranda document traffic operations and safety conditions with the construction of Phase 2 and summarize future forecasted traffic volumes for the design of the Phase 2 project and the No Build condition for 2024 (opening year) and 2044 (20 years after opening).

During the PM peak hour, none of the study intersections currently meet the ODOT OHP target volume-to-capacity ratio and none would meet the OHP targets in opening Year 2024. The 2022 design will substantially improve operations for the study intersections, with the intersection of S Springbrook Road with OR219 and the interchange connecting OR219 and OR18 (both ramp terminals) meeting Highway Design Manual (HDM) mobility targets in the Design Year 2044. However, with the 2022 design, the intersections of OR219 with NE Wynooski Road and OR99W with OR18 would not meet mobility standards (v/c of 0.70 and v/c of 0.60, respectively) in Design Year 2044. However, the intersection of OR219 with Wynooski would no longer be operating over capacity (as it is in existing conditions). This intersection would perform within HDM mobility targets until the year 2034. Due to the infeasibility of adding capacity to this intersection beyond the 2022 design, no mitigation has been identified to get the intersection under mobility targets. The intersection of OR99W with OR18 is a new intersection so there is nothing to compare to for existing or No Build conditions. This intersection also fails to meet HDM mobility targets in Opening Year 2024 and Design Year 2044 but is still operating well under capacity. Future plans for this intersection include the installation of a grade-separated interchange, which would result in the HDM mobility target being met. While both intersections fail to

meet HDM mobility targets, alternate mobility targets are not required because the OHP targets are still met. However, ODOT HDM Design Exceptions will be required.

4. Concept, Alternatives Development, Preferred Alternative Selection

Since the preferred alternative was developed and selected prior to the initiation of the IAMP, this section documents the past process that arrived at the preferred alternative, with the reasons for selecting it.

In 1996, ODOT began the alternatives development phase (Phase 1) of the Newberg-Dundee Transportation Improvement Plan (NDTIP). In 1997, the Project Oversight Steering Team, which guided the NDTIP and advised ODOT on selecting an alternative, recommended three multimodal alternatives to the Oregon Transportation Commission. At the same time, the Governor of Oregon curtailed planning activities on major transportation projects; consequently, the OTC took no action on these recommendations.

NDTIP Alternatives Analysis (1997) documented the analysis of many alternatives for addressing congestion on Oregon 99W in Newberg and Dundee at a systems planning level. Based on that report, ODOT developed the Tier 1 Location Final Environmental Impact Statement (LFEIS) which identified feasible alternative corridors for the Bypass project. The LFEIS process determined that it would not be practical or effective to try to only improve the existing OR99W highway to provide the needed additional traffic capacity. The identified preferred corridor alternative was a new highway Bypass corridor. The LFEIS included a detailed strategy for key right of way acquisition so that it would not be necessary to displace any development that may have occurred prior to construction.

The Tier 2 FEIS (2012) analyzed the Tier 1 preferred alternative in more detail. It refined a specific highway alignment within the approved Bypass corridor, evaluated detailed engineering options for Bypass interchanges including the Oregon 219 Interchange, and included additional environmental analysis. FHWA signed the Record of Decision on June 6, 2012.

5. Access Management

In accordance with OAR 734-051-5120, Section (3) (a), ODOT was required to develop an access management strategy during project delivery for this STIP modernization and highway improvement project. On June 7, 2022, the Region Access Management Engineer approved the Access Management Strategy for OR18: Newberg-Dundee Bypass Phase 2.

The project access management strategy was developed in collaboration with the City of Newberg, Yamhill County, and owners of real property. The strategy documents the location and type of highway approaches and evaluates the need to modify, relocate or remove existing approaches based on

balances the economic development objectives of properties abutting the state highway with the transportation safety, access management objectives and mobility of state highways, in a manner consistent with local transportation system plans and the land uses permitted in the local comprehensive plans.

The OR219-OR18 Interchange project requires two relocations of private connections, both of which are in an access-controlled area of highway and were deeded reservations of access. Both connections will be relocated to maximize the spacing of private approaches from the intersection of OR219 and Wilsonville Road. The access management strategy team sent a draft methodology letter and a modification letter and met with the property owners on-site and they concurred with the project's proposal to close the existing approach and construct a new approach that will provide adequate egress from the property.

- 30-foot-wide paved approach at mile point 22.42 on the left/east side of OR219 on Tax Lot 035-02W-28-1000: serves a single-family residence and farm; relocated to mile point 22.47.
- 20-foot-wide paved approach at mile point 22.41 on the right/west side of OR219 on Tax Lot 035-02W-28-1100: serves a single-family residence; relocated to mile point 22.47.

6. Land Use and IAMP Implementation

6.1 Consistency

ODOT, Yamhill County, and the City of Newberg have been planning the Newberg-Dundee Bypass, of which this OR18: OR219 interchange project is a part, since 1990. The Bypass is included in all relevant state and local plans. The Newberg-Dundee Bypass project is in the City of Newberg Transportation System Plan and the Yamhill County Comprehensive Land Use Plan. The boundaries of the Phase 2a project of which this OR219-OR18 Interchange project is a part have been refined since initial Bypass planning, but the project is in conformance with adopted goals and policies, the Yamhill County Zoning Code, and the Newberg Development Code.

6.1.1 Transportation Planning Rule (OAR 660-012), as amended

The Transportation Planning Rule (TPR) implements Oregon Statewide Planning Goal 12, which supports transportation facilities and systems that are safe, efficient, and cost-effective and are designed to reduce reliance on single-occupancy vehicles. The main function of the TPR is to guide the preparation of TSPs and updates to them based on inventories of local, regional, and state transportation needs.

The City of Newberg adopted amendments to its TSP in 2021 that are consistent with the TPR. The summary of the TSPs and their relevance to the OR219-OR18 Interchange project is below.

6.1.2 Access Management Rule (OAR 734-051), as amended

Oregon Administrative Rule (OAR) 734-051 defines the state's role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. The standards in the OAR are based on state highway functional classification and differ depending on posted speed and average daily traffic volume. The standards are consistent with limiting development on rural lands to rural uses and densities.

The OR219-OR18 Interchange project ensures that access and spacing to and on the two state highways, OR219 and OR18, will comply with or move in the direction of meeting the standards.

6.1.3 Oregon Transportation Plan and Oregon Highway Plan

The Oregon Transportation Plan (OTP) is the state's long-range multi-modal transportation plan that addresses the future needs of all modes of Oregon's transportation system through the year 2030. The OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OHP is a modal plan of the OTP that guides ODOT's Highway Division in planning, operations, and financing. Policies in the OHP link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems.

Improvements in the Phase 2 project will comply with, or move in the direction of meeting, the OHP safety, access, and mobility standards and targets on the two state highways: OR219 and OR18. The OHP was amended to incorporate the Newberg Dundee Bypass / OR18 Facility Plan, see below.

6.2 Interchange Function

The interchange will be fully access-controlled, and no direct access will be allowed from private properties onto the Bypass. The function of the interchange is to provide access between Newberg or Dundee and other regions. It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas planned for commercial development within Newberg.

6.3 City of Newberg Land Use

6.3.1 OR219 – OR18 Interchange Consistency and Permitting

City of Newberg land use actions already completed during the Tier 1 and Tier 2 Location EIS processes include 2004 Comprehensive Plan and TSP amendments to acknowledge the Bypass Corridor and implement the Interchange Overlay Zone. The Tier 2 Location FEIS determined that TSP and Comprehensive Plan amendments were needed for Wilsonville Road and the OR219 widening, which the City completed. The City of Newberg Comprehensive Plan (2021) Section K, Transportation, has

three goals (1, 2, and 4) that address the Bypass. The comprehensive plan assumes the Bypass is in the southern location corridor described in the Tier 2 EIS.

The OR219-OR18 Interchange project will require acquisition of land not currently in ODOT's existing right of way. Transportation facilities and improvements, which are defined as including "projects identified in the city's adopted transportation system plan" are permitted in all zoning districts. The Transportation System Plan lists the Bypass Expansion Projects as BY1 through BY26 (2016, with Riverfront Master Plan addendum, March 1, 2021). Therefore, the OR18: Newberg-Dundee Bypass Phase 2a project is permitted, and no Design Review is required for the transportation project.

6.3.2 OR219 – OR18 Interchange Protection

The City of Newberg enacted the Bypass Interchange (BI) Overlay district in order to protect the function of the OR219 – OR18 Interchange. All uses that are listed as permitted in the underlying zoning districts are permitted in BI, with the exception of a list of prohibited commercial uses in three industrial zones: M-1, M-2, and M-3, in order to preserve the area around the interchange primarily for industrial uses that generate less traffic than the commercial uses.

6.4 Yamhill County Land Use

6.4.1 OR219 – OR18 Interchange Consistency and Permitting

The Yamhill County Board of Commissioners approved two goal exceptions on September 30, 2004. These exceptions allow development of the OR18 Newberg Dundee Bypass within the approved (Tier 2 FEIS Alternative 3J modified) Bypass corridor and development of the interchange and connecting road to OR99W between Newberg and Dundee to be located on rural land. These actions were supported by ODOT-local intergovernmental agreements that describe commitments for the rest of the project planning and development process, including development of detailed interchange area management plans.

On June 17, 2009, the Board of Commissioners passed Ordinance 838 to accommodate the Bypass project. The ordinance includes amendments to both the comprehensive land use Plan and the Zoning Ordinance. The Yamhill County Comprehensive Land Use Plan now specifically includes the Bypass in Section III, Transportation, Communications and Public Utilities; Part A, Transportation; Goal 1; Policy R. In addition, the Plan includes access management provisions. The statements related to the state highways are in Part G, Commercial Development; Goal 1; Policies H and I: "The county will prohibit direct access from the State highway system for commercial development oriented to limited-access highways. To maintain the integrity and function of the highway system, new commercial development shall be discouraged along the route of any limited-access highway."

At the time the Yamhill County Transportation System Plan (TSP) was adopted, the Bypass project was in the planning stages. The TSP states that "[t]he County fully supports the concept of the limited access Newberg-Dundee Bypass...." The TSP identifies the Bypass as an Urban Principal Arterial and a project of major concern for the County.

For the acquisition of land not currently in ODOT's existing right of way, in EF-40, transportation facilities projects that include "construction of additional passing and travel lanes requiring the acquisition of right of way but not resulting in the creation of new land parcels" and "improvement of public road and highway related facilities, where additional property or right of way is required but not resulting in the creation of new land parcels" are conditional uses.

The HC District does not include transportation facilities, but "[t]he purpose of the HC District is to provide limited small-scale highway and tourist commercial services for the traveling public." Section 603.04 allows that "any use not specifically listed as a permitted or conditional use in this district that is similar in character, scale and performance to the permitted use specified in subsection 603.02 may be allowed as a similar use" with a Type A application procedure.

Transportation facilities are not listed in AF-10, PWS, or VLDR-2.5, and "uses of land and water not specifically mentioned in this section are prohibited" in those districts. To resolve this issue, the Yamhill County Planning Director issued a Director's Interpretation on December 14, 2022 that affirmed that Yamhill County Ordinances 747, 748, 750, 838, 866 and 875 allow for roads and interchanges supporting the bypass as a permitted use in all underlying zones. Notice of the Director's Interpretation was printed in the local newspaper and sent to all property owners located within 500 feet of the interchange, and no appeal was subsequently filed. As such, this interpretation stands and transportation facilities are deemed to be a permitted use in AF-10, PWS, and VLDR-2.5 zones.

6.4.2 OR219 – OR18 Interchange Protection

The Yamhill County Commissioners adopted Zoning Ordinance amendments that created Corridor and Interchange Overlay Zones. The Interchange Overlay District applies to the area within one-quarter mile from the end of the ramps within the UGB (one-half mile outside the UGB). All proposals must undergo Site Design Review and development allowed as a conditional use may be required to submit a traffic impact study and/or mitigation to ensure protection of the facility function.

6.5 City of Newberg and Yamhill County Actions

With the adoption of amendments to the respective comprehensive plans that recognize the function of the OR219 - OR18 Interchange and the enactment of interchange overlay zoning districts in the respective development codes, the City of Newberg and Yamhill County have already taken the key actions to implement the IAMP.

The City of Newberg and Yamhill County will:

- Each issue a letter of acceptance of the IAMP with findings of consistency with the comprehensive plan and TSP.
- Retain the Interchange overlay zoning districts.
- Coordinate with ODOT on any development proposal within the OR219-OR18 Interchange study area and Interchange Overlay District through the established land use review process.

- Consider the planned interchange location and avoid conflicts where feasible in land use decisions.

6.6 ODOT IAMP Adoption

The OTC adopted the Newberg Dundee Bypass/New OR18 Facility Plan in February 2006. The adoption amended the OHP to include a corridor within which a specific alignment for a Newberg Dundee Bypass/New OR18 could be developed; and establish policies for the new corridor to guide design and ODOT coordination with local governments before construction and for managing the new facility after construction.

The Newberg Dundee Bypass / OR18 Facility Plan (2005) serves as ODOT's affirmation that the proposed Newberg Dundee Bypass/New OR18 corridor is an official component of the Oregon OHP and establishes an 11-policy framework for how a future Newberg Dundee Bypass/New OR18 facility will be designed, operated, and managed. The Tier 1 LFEIS is the factual basis for the Facility Plan. The Facility Plan makes findings of compliance with Statewide Planning Goals 1 through 3 and 5 through 14 (Goal 3, Forest Lands, and Goals 15 through 19 that relate to the Willamette River Greenway and coastal resources, are not applicable), OAR 731-0015-0055 and 0065, and OHP policies.

The OR18 IAMP adoption process will be determined—either adopted by the Director or by the OTC as a facility plan.

7. Public Involvement Summary

Public involvement coordination meetings occurred over the past year to apprise interested groups and local, state, and federal agencies of the Newberg-Dundee Bypass and solicit feedback. Public involvement efforts were combined with the project development (DAP and PS&E) and NEPA re-evaluation efforts.

Public communications and outreach activities have included:

- ODOT project [website](#).
- Various presentations or meetings: Chehalem Park and Recreation District, McMinnville Business Group, McMinnville Rotary, and MWACT.
- GovDelivery email distributed to over 2600 interested parties list with updates, including invites to a virtual meeting and an online open house.
- An 8x11 informational mailing to over 5300 addresses inviting recipients to attend a live virtual meeting or sign up for the email list to receive project updates.
- Social media posts, specifically through NextDoor, to target the geographic area around Phase 2.

- A live web presentation (virtual meeting via Zoom webinar) was held January 27, 2022. The proposed changes at both the interchanges with OR 219 and OR 99 were a focus.
- An online open house sharing project elements for Phase 2a and general alignment and topics of interest for Phase 2B was held February-March 2022. High-level IAMP and NEPA topics were included. The online open house provided an opportunity for the broader community and nearest neighbors and businesses to learn more.
- Direct contacts with various property owners in the Phase 2 project area, including some in the OR 219/OR 18 IAMP area:
 - ODOT has been coordinating with property owners and businesses for rights of entry during design work and also continued coordination with some property owners for right of way acquisition. This has provided some property owners direct and tailored communications with the project team.
 - ODOT's access management process also includes one-on-one communication with property owners.

ODOT Management remains in close contact with local business and elected leaders by attending the Parkway Committee meeting, as requested. This group has a decades-long history of advocating for funding for the project and supported the construction of Phase 1. The purpose of the Bypass project has broad public and stakeholder support throughout the area. ODOT will present a project update to the Yamhill County Board of Commissioners at or before completion of Phase 2a.

8. References

City of Newberg. 2021 (May). Comprehensive Plan Goals and Policies and Text.

https://www.newbergoregon.gov/sites/default/files/fileattachments/planning/page/4304/comprehensive_plan_may_3_2021.pdf

_____. 1996 (with amendments). Newberg Development Code (Municipal Code Title 15).

<https://www.codepublishing.com/OR/Newberg/#!/Newberg15/Newberg15.html>

David Evans and Associates, Inc. 2022 (March 31). Preliminary Stormwater Recommendations.

DKS Associates. 2021 (March 10). K19909 OR18: Newberg-Dundee Bypass (Phase 2) Draft Traffic Analysis Memorandum.

_____. 2021 (March 10). K19909 OR18: Newberg-Dundee Bypass (Phase 2) Future Demand Forecasting Summary.

_____. 2021 (March 1). City of Newberg Transportation System Plan.

https://www.newbergoregon.gov/sites/default/files/fileattachments/engineering/page/31773/newbergtsp_vol1-addendum_riverfront_2021.pdf

- GRI. 2022 (January 25). Geotechnical Design Report for OR18 Eastbound "D3" Exit Ramp over OR219 & Wynooski Road Realignment.
- _____. 2020 (August 26). Level 1 Hazardous Materials Corridor Study (HMCS) for Phase 2.
- Oregon Department of Transportation (ODOT). 2015 (Amendments through May). 1999 Oregon Highway Plan. <https://www.oregon.gov/odot/Planning/Documents/OHP.pdf>
- _____. 2015. Statewide Transportation Improvement Program, 2015-2018. <https://www.oregon.gov/odot/STIP/Pages/Current-Future-STIP.aspx>
- _____. 2012. Tier 2 Location Final Environmental Impact Statement.
- _____. 2006 (Adopted September 20). Oregon Transportation Plan. <https://www.oregon.gov/ODOT/Planning/Pages/Plans.aspx#:~:text=Oregon%20Transportation%20Plan%20The%20Oregon%20Transportation%20Plan%2C%20or,foundation%20to%20guide%20transportation%20system%20development%20and%20investment>
- _____. 2005. Tier 1 Location Draft Environmental Impact Statement and Record of Decision and NDTIP Phase 2. <http://oregonjta.org/region2/?p=project-library#Environmental1>
- _____. 1997. NDTIP Alternatives Analysis.
- _____. 1996. NDTIP Phase 1.
- _____. 1994. Oregon Highway 99W/18 Corridor Strategy.
- Parametrix. 2005 (December). Newberg Dundee Bypass / OR18 Facility Plan. https://www.oregon.gov/ODOT/Planning/TPOD/facility_plan/corridor/OR_18_newberg_dundee_Bypass_2005.pdf
- Yamhill County. 1996. (Adopted December 30). Yamhill County Comprehensive Land Use Plan. <https://www.co.yamhill.or.us/content/planning-ordinances>
- _____. 1982. Yamhill County Zoning Ordinance, No. 310. <https://www.co.yamhill.or.us/content/planning-ordinances>
- _____. No date. Transportation System Plan. <https://www.co.yamhill.or.us/sites/default/files/transportation-plan.pdf>

9. List of Acronyms

ADA	Americans with Disabilities Act
API	Area of Potential Impact
BO	Biological Opinion
DAP	Design Acceptance Package
DSL	Oregon Department of State Lands
ESA	Endangered Species Act
FEIS	Final Environmental Impact Statement
FHWA	Federal Highway Administration
IAMP	Interchange Area Management Plan
NDTIP	Newberg-Dundee Transportation Improvement Plan
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act of 1966
NRHP	National Register of Historic Places
NMFS	National Marine Fisheries Service
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
OR	Oregon Route
OTP	Oregon Transportation Plan
PS&E	Plans, Specifications and Estimate
TPR	Transportation Planning Rule
TSP	Transportation System Plan
UGB	Urban Growth Boundary
URA	Urban Reserve Area
USACE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service