

## Citizens Advisory Committee Meeting #2

**July 23, 2018, 6pm-8pm**

*Newberg Public Safety Building (401 E Third St.) – Council Chambers/Court*

### 1. Welcome and Introductions (10 min)

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- a. Welcome and Introductions
- b. Schedule Overview – *Joe Dills, APG*
- c. Recent and Upcoming Public Involvement Opportunities – *Kyra Haggart and Rosa Olivares*

### 2. Vision and Goals (15 min)

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*This is an action item for the Committee. Please review the draft vision materials in the packet. Following discussion, facilitator Joe Dills will ask the group for consensus approval of the vision and goals (with any revisions directed by the Committee).*

- a. Recap of Visioning Exercise
- b. Vision Statement and Project Goals – *Andrew Parish, APG*

### 3. Existing and Planned Conditions (40 min)

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*This is an informational item.*

- a. Land Use, Buildable Land, and Regulatory Context – *Andrew Parish, APG*
- b. Existing and Planned Utility Infrastructure – *Andrew Parish, APG*
- c. Transportation Needs – *Garth Appanaitis, DKS Associates*
- d. Potential for Walkable Neighborhoods and Districts - *Ken Pirie, Walker Macy*

*ACCOMMODATION OF PHYSICAL IMPAIRMENTS: In order to accommodate persons with physical impairments, please notify the City Recorder's Office of any special physical or language accommodations you may need as far in advance of the meeting as possible and no later than two business days prior to the meeting. To request these arrangements, please contact the Office Assistant at (503) 537-1240. For TTY services please dial 711.*

*For additional project information, visit the project website at [www.newbergoregon.gov](http://www.newbergoregon.gov) or contact Cheryl Caines, City of Newberg, at [cheryl.caines@newbergoregon.gov](mailto:cheryl.caines@newbergoregon.gov) or (503) 554-7744*

#### 4. Market Analysis and Development Programs (30 min)

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*This is a directional item for the Committee. For the draft development programs, the team would like to know if the Committee thinks they are "on the right track" for preparation of concept plan alternatives, and any refinements that should be explored by the team.*

- a. Current and future market conditions – *Brian Vanneman, Leland Consulting Group*
- b. Draft Development Programs – *Brian Vanneman, Leland Consulting Group*

#### 5. Public Comment (15 minutes)

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#### 6. Next Steps (5 minutes)

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# DRAFT Vision and Goals

7/9/2018

**To:** Newberg Riverfront Master Plan Project Management Team  
**From:** Andrew Parish and Kyra Haggart, APG  
**Re:** TM1 – Vision and Goals

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## INTRODUCTION

The following vision statement and goals were derived from the Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC) discussions held on May 23, 2018 in Newberg. Themes from early project work and other local planning efforts have also been included.

The vision statement will serve as the overarching and long-range intent for the Riverfront Master Plan project, and the goals will serve as guidance to achieve this vision. Together they will be used as criteria to evaluate alternatives developed during the planning process.

## VISION

Newberg's riverfront will be a lively, lush, and economically thriving destination that is frequented by Newberg residents and visitors alike. As a local and regional destination, it will provide spaces for large events, as well as opportunities for families and individuals to gather, recreate, and relax. Safe and direct connections for walkers, bikers, and drivers will draw people to the riverfront from downtown and other areas of the city. A mix of residences, public spaces, services, commerce, and industrial uses will tie together through great design, creating a unique, mixed use setting on the Willamette River.

We envision:

- Regional trail connections both up- and down-river that take advantage of Newberg's natural geography and scenic views
- Preserved natural areas around stream corridors that protect and enhance watershed health
- A place that connects visitors and residents to the history of this working waterfront and preserves historic infrastructure as a unique identifier of the river's location in the city
- Recreation activities that are accessible by various transportation modes and designed for people of varying ages and abilities
- Space for large group activities, such as concerts, cultural gatherings, or sporting events
- A mix of uses that seamlessly integrates residential, commercial, and industrial development while preserving natural spaces
- A mix of open and covered spaces that provide opportunities for year-round activities
- A well-known destination that draws people from throughout the City and the region to Newberg's riverfront

## GOALS

The Newberg Riverfront Master Plan will:

- A. Provide a mix of land uses: public, residential, commercial/mixed use, and industrial.
- B. Plan for a multi-modal transportation network to provide access and connections to the rest of the city, especially Downtown Newberg.
- C. Preserve open space and incorporate natural features as part of the riverfront's strong sense of place.
- D. Honor the long history of waterfront industry at this location.
- E. Provide an open and transparent planning process.
- F. Engage a diverse group of stakeholders throughout the planning process.
- G. Create a plan that works for community members of all ages, abilities, and cultural backgrounds.



# RIVERFRONT

## MASTER PLAN

City of Newberg

# EXISTING AND PLANNED CONDITIONS

*Land Uses / Regulations*

*Transportation*

*Infrastructure*





# Land Use and Regulatory Context


# RIVERFRONT MASTER PLAN

City of Newberg

## Physical Constraints

 Flood Hazard Overlay

 Stream Corridor

 10' Contours



# RIVERFRONT MASTER PLAN

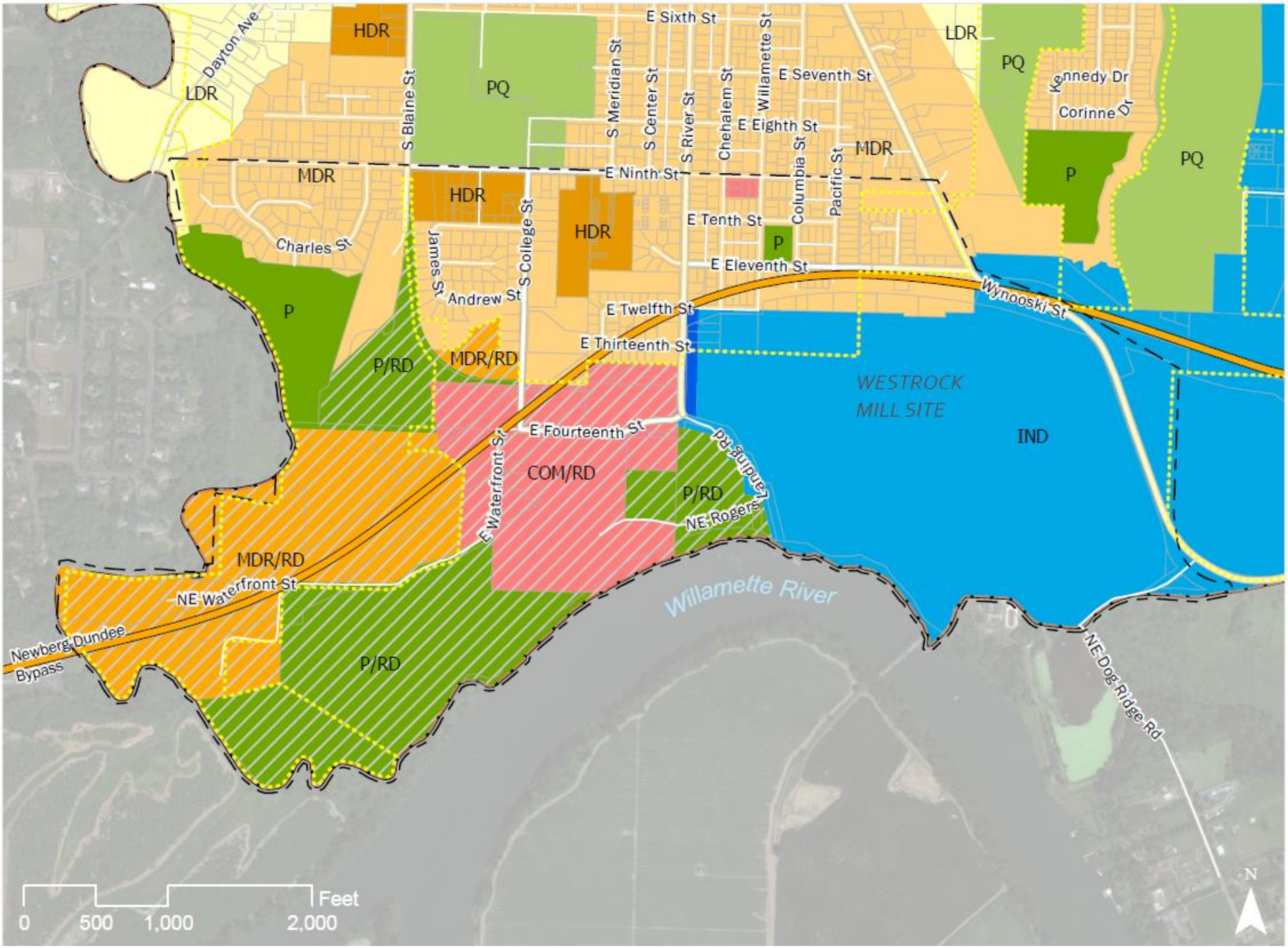
City of Newberg

## Existing Comprehensive Plan

### Comprehensive Plan

#### Designation

- COM
- COM/RD
- COM/SP
- HDR
- HDR/SP
- IND
- IND/RD
- IND/SP
- LDR
- LDR-6.6
- LDR/1A
- LDR/SP
- MDR
- MDR/RD
- MDR/SP
- MIX
- MIX/SP
- P
- P/RD
- PQ
- SD/E
- SD/H
- SD/LDR
- SD/MRR
- SD/NC
- SD/V





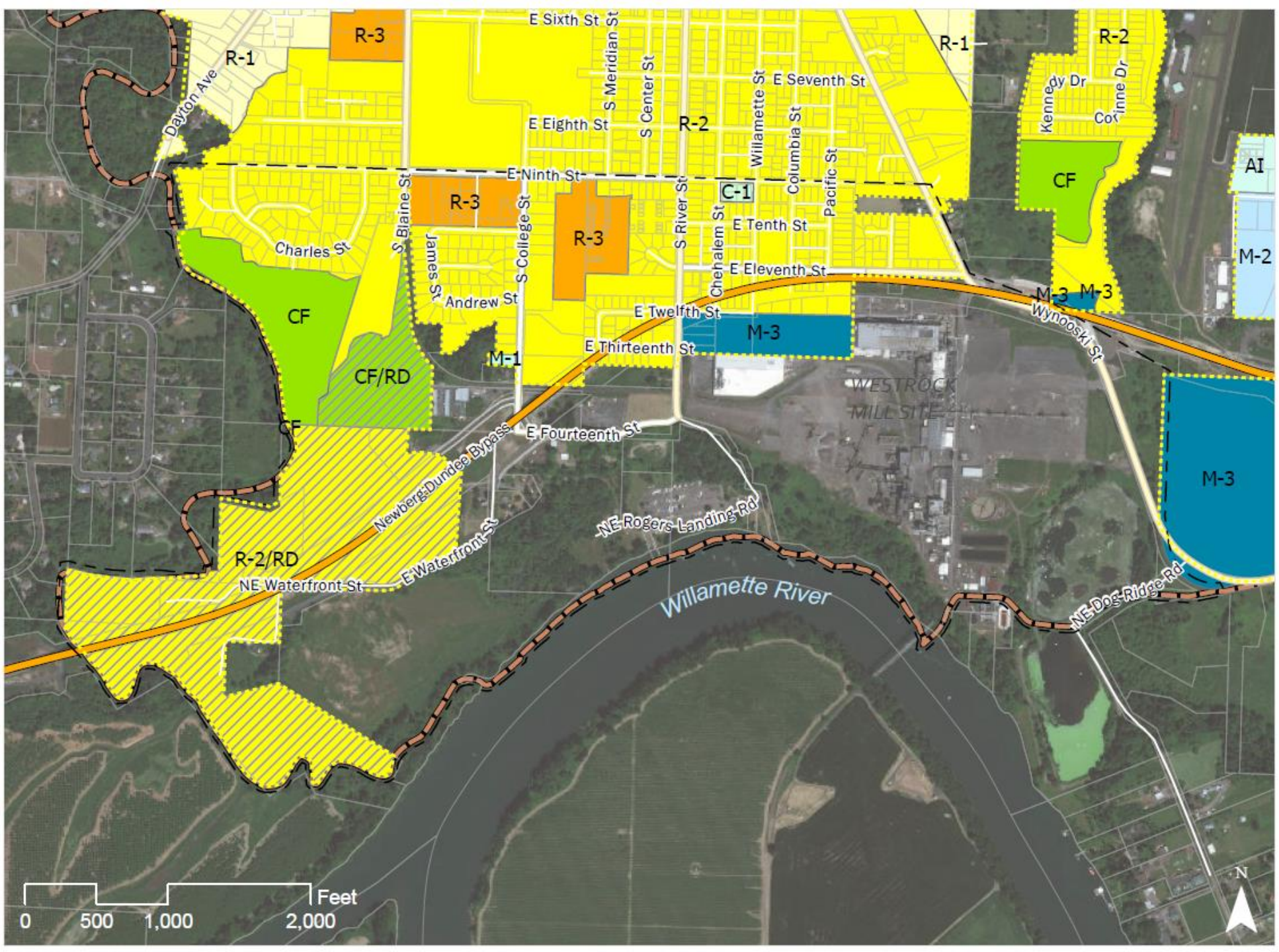
# RIVERFRONT MASTER PLAN

City of Newberg

## Existing Newberg Zoning

### Zoning Designations

- AI
- C-1
- CF
- CF/RD
- M-1
- M-2
- M-3
- R-1
- R-2
- R-2/RD
- R-3



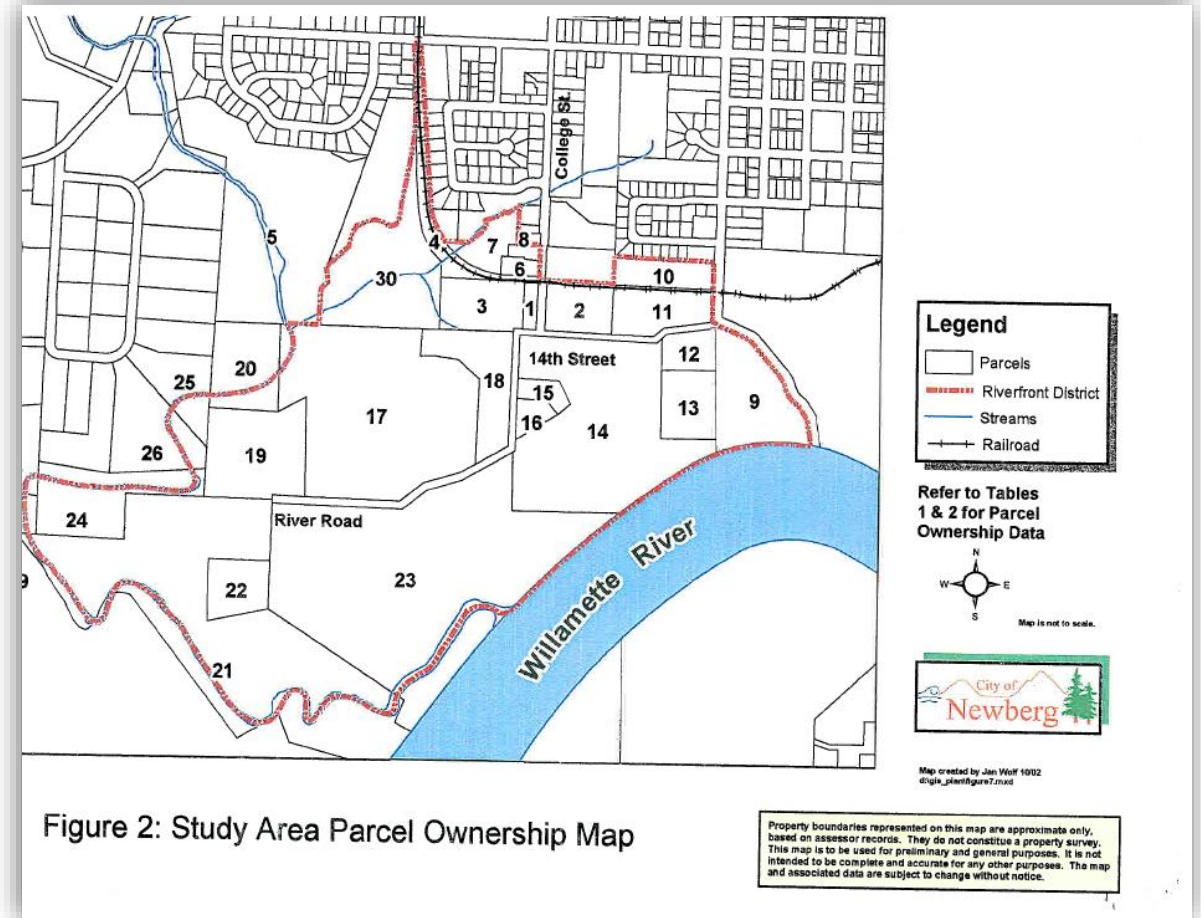
# Willamette River Greenway (Goal 15)



- Newberg Comprehensive Plan policies in G-5
    - Protection, conservation, enhancement, and maintenance of greenway
    - Some follow from State law, others from the 2001 riverfront plan
    - Encouragement of:
      - Recreational Activities
      - Open Space Preservation
      - Pedestrian and Water Access
      - Flood Hazard and Stream Corridor Protection
      - Commercial/Economic Uses
    - Screening of Extractive Processes & Reuse of Extraction sites
-

## Riverfront (RF) Subdistrict

- References the 2001 Riverfront Master Plan
- Protects view corridors and tree groves
- Provides buffers between industrial and other uses.
- Standards for commercial and residential design to support walkability
- Will be evaluated in the implementation phase of this process to see what are appropriate, given the new Master Plan concepts












# RIVERFRONT MASTER PLAN






City of Newberg


## Land Uses


### Taxlots

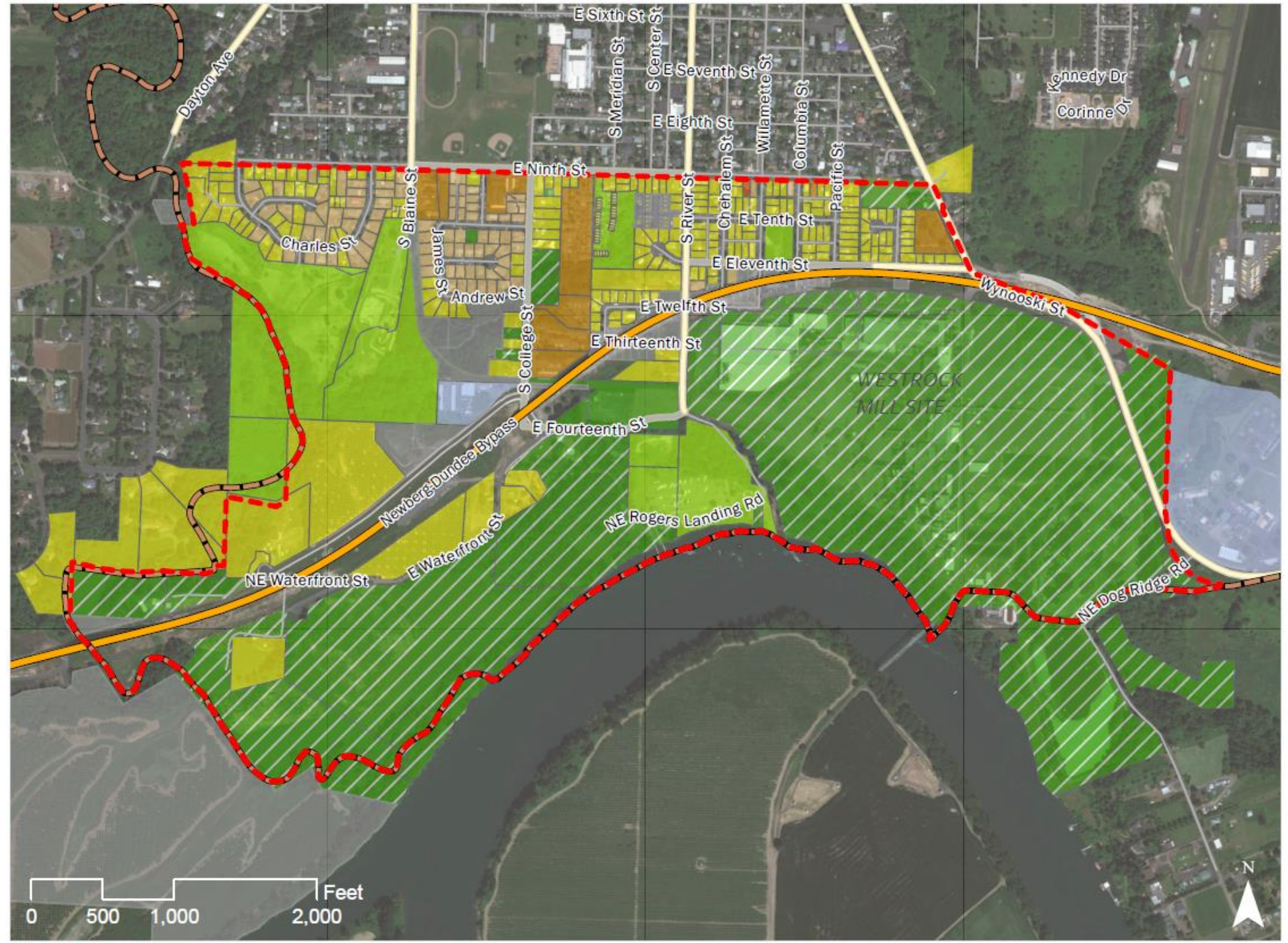
-  Commercial
-  Park / Open Space
-  Industrial
-  Residential 2/3/4plex
-  Residential MultiFamily
-  Partially Vacant
-  Residential SFD and SFA
-  Vacant
-  Undevelopable

### Transportation

-  Major Arterial
-  Major Collector
-  Minor Arterial
-  Minor Collector
-  Local Street

 Urban Growth Boundary (UGB)

 Study Area



# Existing Land Uses (Parcels)


- Commercial: 1
  - Park / Open Space: 10
  - Industrial: 1 (plus mill site)
  - Residential Single Family: 258
  - Residential 2/3/4 plex: 86
  - Residential Multifamily: 9
  - Vacant Parcels: 5
  - Partially Vacant Parcels: 25
- 




# RIVERFRONT MASTER PLAN






City of Newberg

## Proposed Development



 Study Area

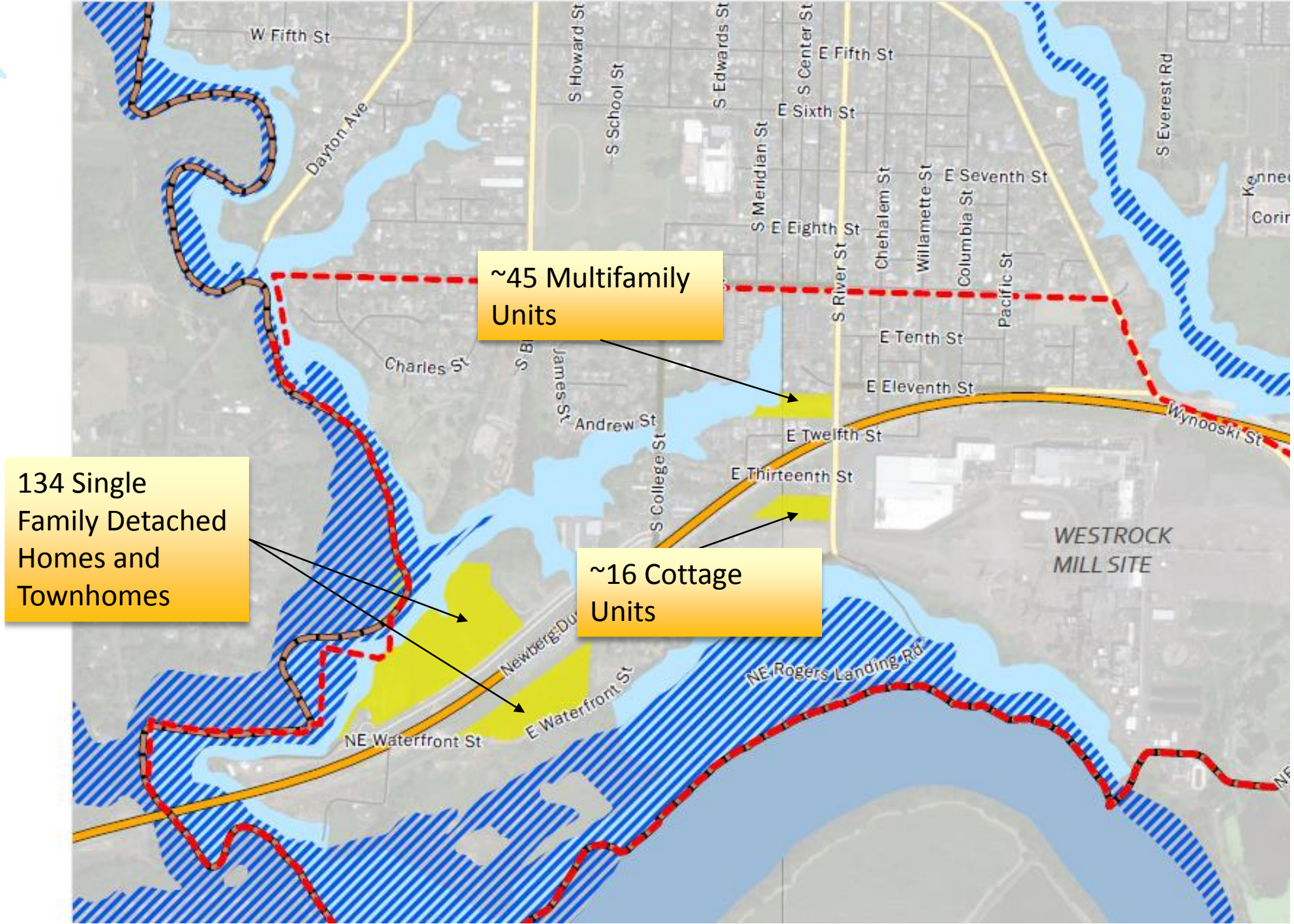
 Urban Growth Boundary (UGB)

### Transportation Functional Class

-  Major Arterial
-  Major Collector
-  Minor Arterial
-  Minor Collector
-  Local Street

### Natural Resources

-  Willamette River
-  Floodplain
-  Stream Corridor

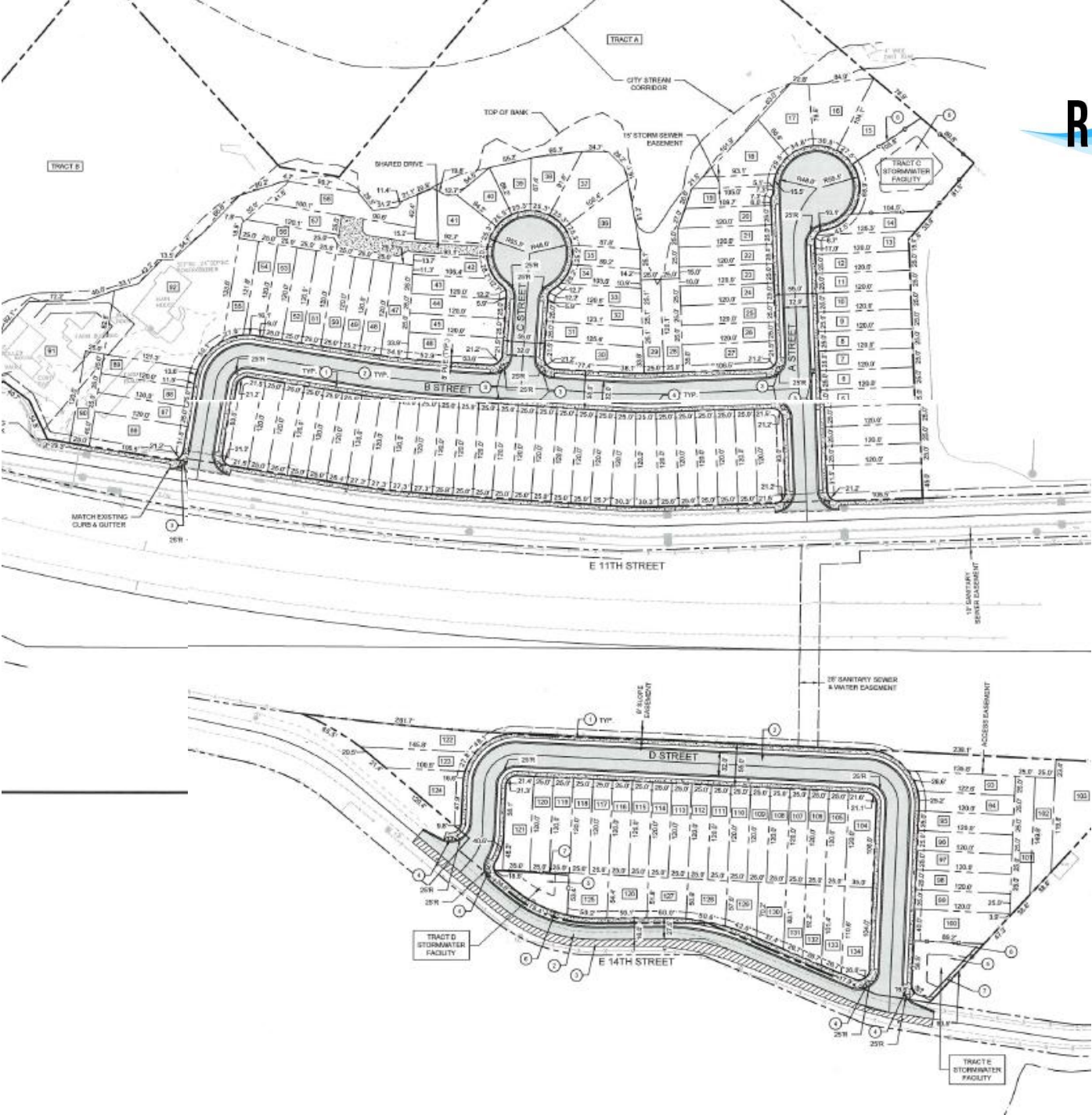


~45 Multifamily Units

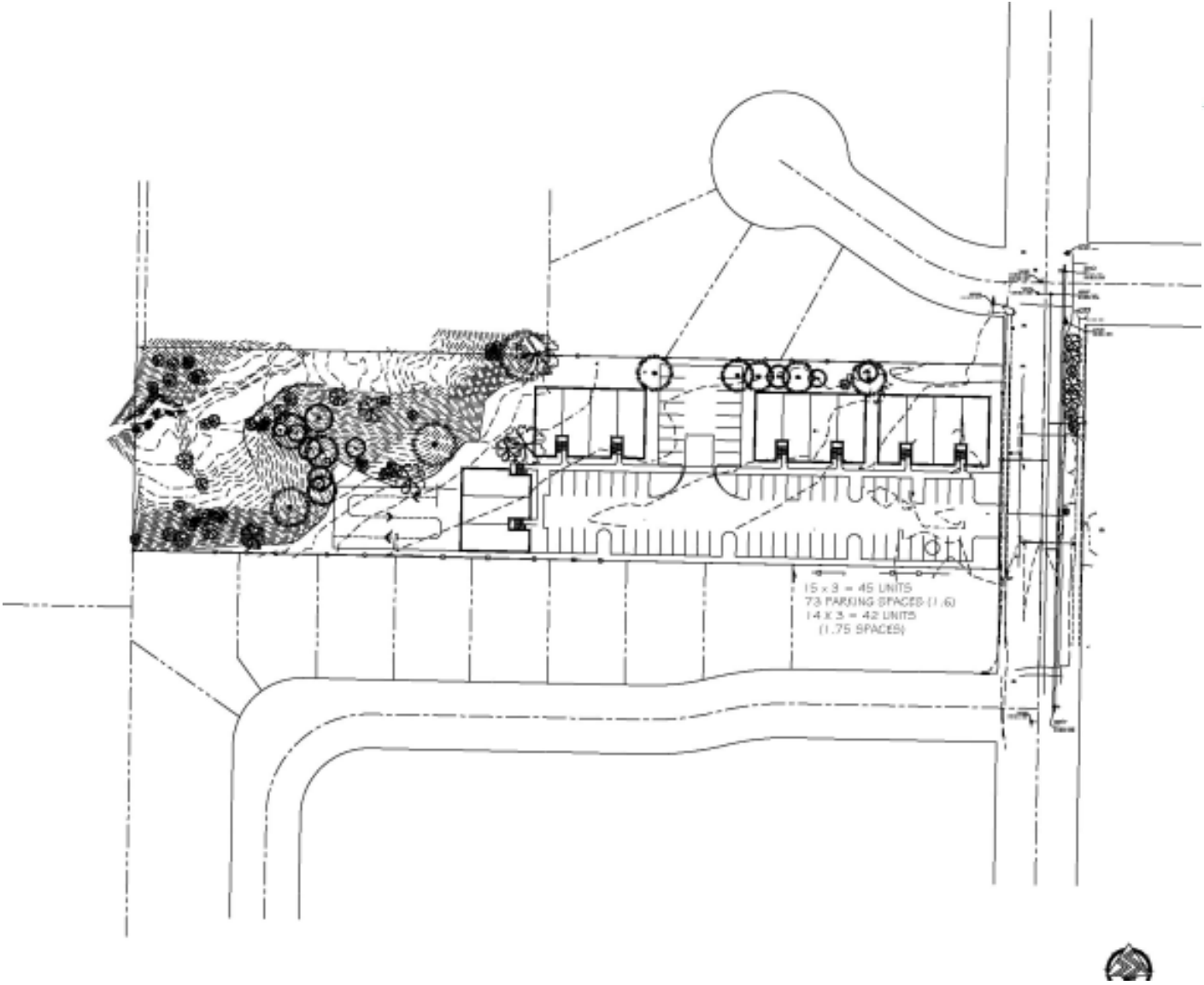
134 Single Family Detached Homes and Townhomes

~16 Cottage Units

# Proposed Riverrun Development Western Edge of Study Area



# Proposed S. River St. Development





# RIVERFRONT MASTER PLAN

City of Newberg

## Vacant Area

### Taxlots

- Vacant
- Partially Vacant
- Proposed Residential
- Developed or Undevelopable

### Transportation

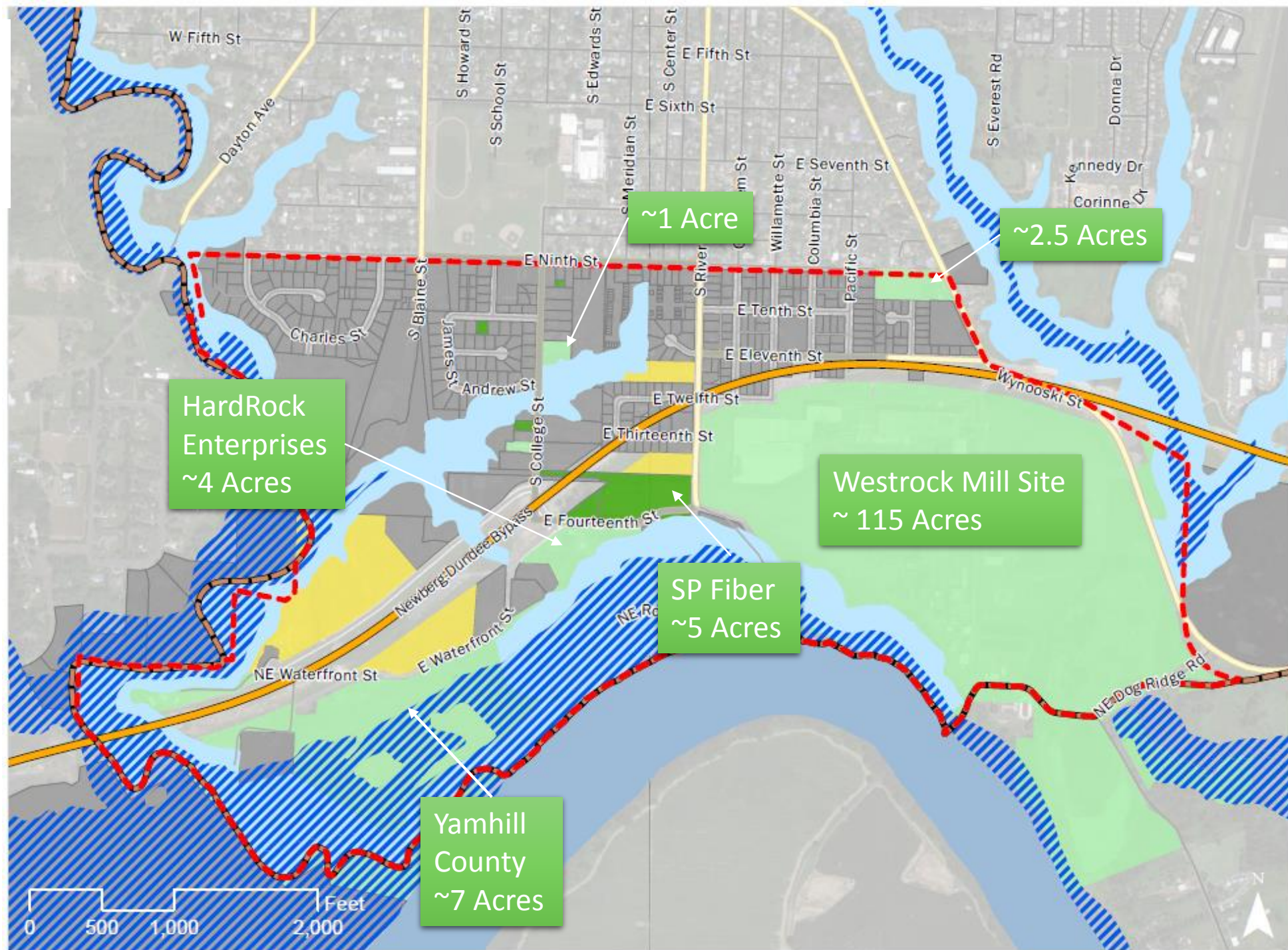
- Major Arterial
- Major Collector
- Minor Arterial
- Minor Collector
- Local Street

Urban Growth Boundary (UGB)

Study Area

### Natural Resources

- Willamette River
- Stream Corridor
- Floodplain



# Residential Zones in the Study Area



Zone	Uses Permitted Outright	Uses Permitted Conditionally	Uses Not Permitted / Prohibited
<b>All Residential Zones</b>	<ul style="list-style-type: none"> <li>• Single-family detached dwelling</li> <li>• Two-family (duplex) dwelling</li> <li>• Horticulture and home gardening</li> <li>• Family child care home, day care, or small residential care home</li> <li>• Religious institution or place of worship</li> <li>• Schools and colleges</li> <li>• Parks and open spaces (including golf courses)</li> </ul>	<ul style="list-style-type: none"> <li>• Single-family attached dwelling</li> <li>• Manufactured home on an individual lot</li> <li>• Accessory dwelling</li> <li>• Home Occupation</li> <li>• Community services (i.e. nonprofit, community center)</li> <li>• Vacation rental home or bed and breakfast</li> </ul>	<ul style="list-style-type: none"> <li>• Mixed-use dwelling</li> <li>• Caretaker dwelling</li> <li>• Transit center</li> <li>• Commercial offices, sales, services, or recreation</li> <li>• Eating and drinking establishments</li> <li>• Personal or commercial services</li> <li>• Hotel, motel, or recreational vehicle park</li> <li>• Industrial uses</li> </ul>
<b>R-1</b>		<ul style="list-style-type: none"> <li>• Multifamily dwelling</li> </ul>	<ul style="list-style-type: none"> <li>• Manufactured dwelling or mobile home park</li> <li>• Manufactured home subdivision</li> <li>• Dormitory</li> <li>• Private club, lodge, or meeting hall</li> </ul>
<b>R-2</b>	<ul style="list-style-type: none"> <li>• Multifamily dwelling</li> </ul>	<ul style="list-style-type: none"> <li>• Manufactured dwelling or mobile home park</li> <li>• Manufactured home subdivision</li> <li>• Dormitory</li> </ul>	<ul style="list-style-type: none"> <li>• Private club, lodge, or meeting hall</li> </ul>
<b>R-3</b>	<ul style="list-style-type: none"> <li>• Multifamily dwelling</li> <li>• Dormitory</li> </ul>	<ul style="list-style-type: none"> <li>• Manufactured dwelling or mobile home park</li> <li>• Private club, lodge, or meeting hall</li> </ul>	<ul style="list-style-type: none"> <li>• Manufactured home subdivision</li> </ul>

# Industrial Zones in the Study Area



Zone	Uses Permitted Outright	Uses Permitted Conditionally	Uses Not Permitted / Prohibited
<b>All Industrial Zones</b>	<ul style="list-style-type: none"> <li>• Caretaker dwelling</li> <li>• Open spaces</li> <li>• Transit centers or parking facilities</li> <li>• Industrial uses, except waste-related</li> </ul>	<ul style="list-style-type: none"> <li>• Home occupation</li> <li>• Day care</li> <li>• Prison</li> </ul>	<ul style="list-style-type: none"> <li>• Most residential dwellings</li> <li>• Most institutional and home care uses</li> <li>• Schools or colleges</li> <li>• Parks or golf courses</li> <li>• Commercial offices</li> <li>• Temporary merchants</li> <li>• Retail food and beverage production</li> <li>• Alcohol-related eating and drinking establishments</li> <li>• Commercial lodging (except recreational vehicle park)</li> </ul>
<b>M-1</b>	<ul style="list-style-type: none"> <li>• Non-alcohol-related eating and drinking establishments</li> <li>• Commercial vehicle service</li> </ul>	<ul style="list-style-type: none"> <li>• Mixed-use dwelling</li> </ul>	<ul style="list-style-type: none"> <li>• Retail sales</li> <li>• Heavy manufacturing</li> </ul>
<b>M-2</b>	<ul style="list-style-type: none"> <li>• Religious institution or place of worship</li> <li>• Commercial vehicle service</li> </ul>	<ul style="list-style-type: none"> <li>• Mixed-use dwelling</li> <li>• Retail sales</li> </ul>	<ul style="list-style-type: none"> <li>• Religious institution or place of worship</li> <li>• All eating and drinking establishments</li> </ul>
<b>M-3</b>		<ul style="list-style-type: none"> <li>• Waste-related industrial uses</li> </ul>	<ul style="list-style-type: none"> <li>• Mixed-use dwelling</li> <li>• Religious institution or place of worship</li> <li>• Retail sales</li> <li>• All eating and drinking establishments</li> </ul>

# Other Zones in the Study Area



Zone	Uses Permitted Outright	Uses Permitted Conditionally	Uses Not Permitted / Prohibited
<b>CF (Community Facilities)</b>	<ul style="list-style-type: none"> <li>• Parks and open spaces (including golf courses)</li> <li>• Parking facility</li> </ul>	<ul style="list-style-type: none"> <li>• Religious institution or place of worship</li> <li>• Schools or colleges</li> </ul>	<ul style="list-style-type: none"> <li>• Residential uses, except home occupation</li> <li>• Institutional care or housing</li> <li>• Commercial uses</li> <li>• Eating and drinking establishments</li> <li>• Industrial uses</li> </ul>
<b>C-1 (Commercial)</b>	<ul style="list-style-type: none"> <li>• Mixed-use dwelling</li> <li>• College or commercial educational services</li> <li>• Parks and open spaces</li> <li>• Transit center or parking facility</li> <li>• Commercial offices</li> <li>• General or convenience retail</li> <li>• Non-alcohol related eating and drinking establishments</li> </ul>	<ul style="list-style-type: none"> <li>• Home occupation</li> <li>• Vacation rental home or bed and breakfast</li> </ul>	<ul style="list-style-type: none"> <li>• Residential uses, except mixed-use dwelling or home occupation</li> <li>• Hospital</li> <li>• Private club, lodge, or meeting hall</li> <li>• Schools</li> <li>• Golf course</li> <li>• Bulk outdoor retail</li> <li>• Alcohol-related eating and drinking establishments</li> <li>• Commercial recreation</li> <li>• Industrial uses</li> </ul>

# Transportation



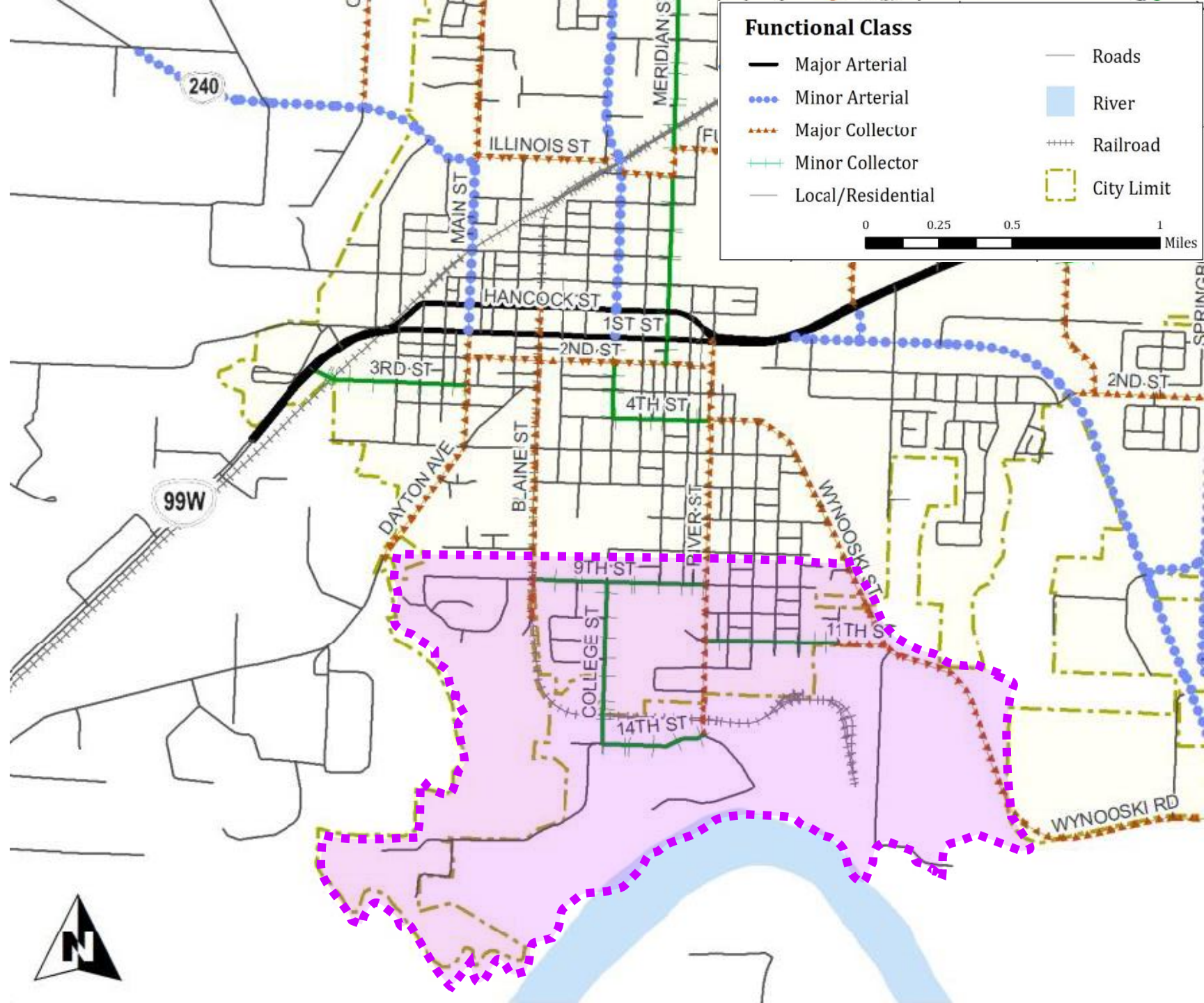
# Existing Transportation Network

## North-South Connectivity

- Downtown Connections (S. Blaine St and S. River St)
- S. Blaine St, S. River St, S. Wynooski St cross Bypass

## East-West Connectivity

- E. 9<sup>th</sup> St traverses entire study area
- E. 11<sup>th</sup> St and E. 14<sup>th</sup> St are partial connections
- NE Wynooski Rd provides connection to east



# Planned Transportation Improvements

## Roadway Expansion Projects

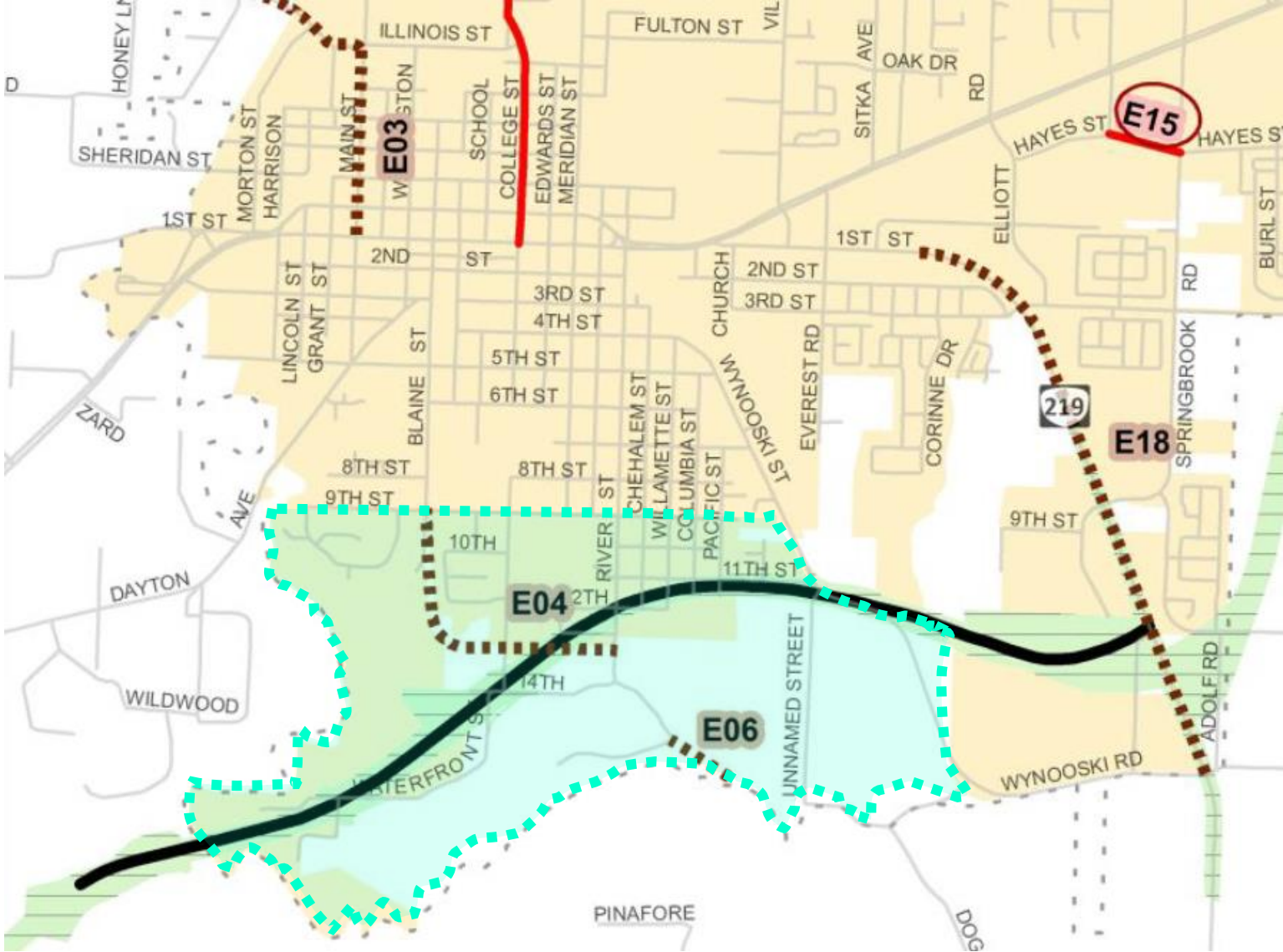
### Aspirational

#### **E04:** S. Blaine St. Extension

Construct new street between 9<sup>th</sup> St and River St to major collector standards.

#### **E06:** Rogers Landing Rd Extension

Construct Rogers Landing Rd from Willamette River to UGB to major collector standards.



# Planned Transportation Improvements

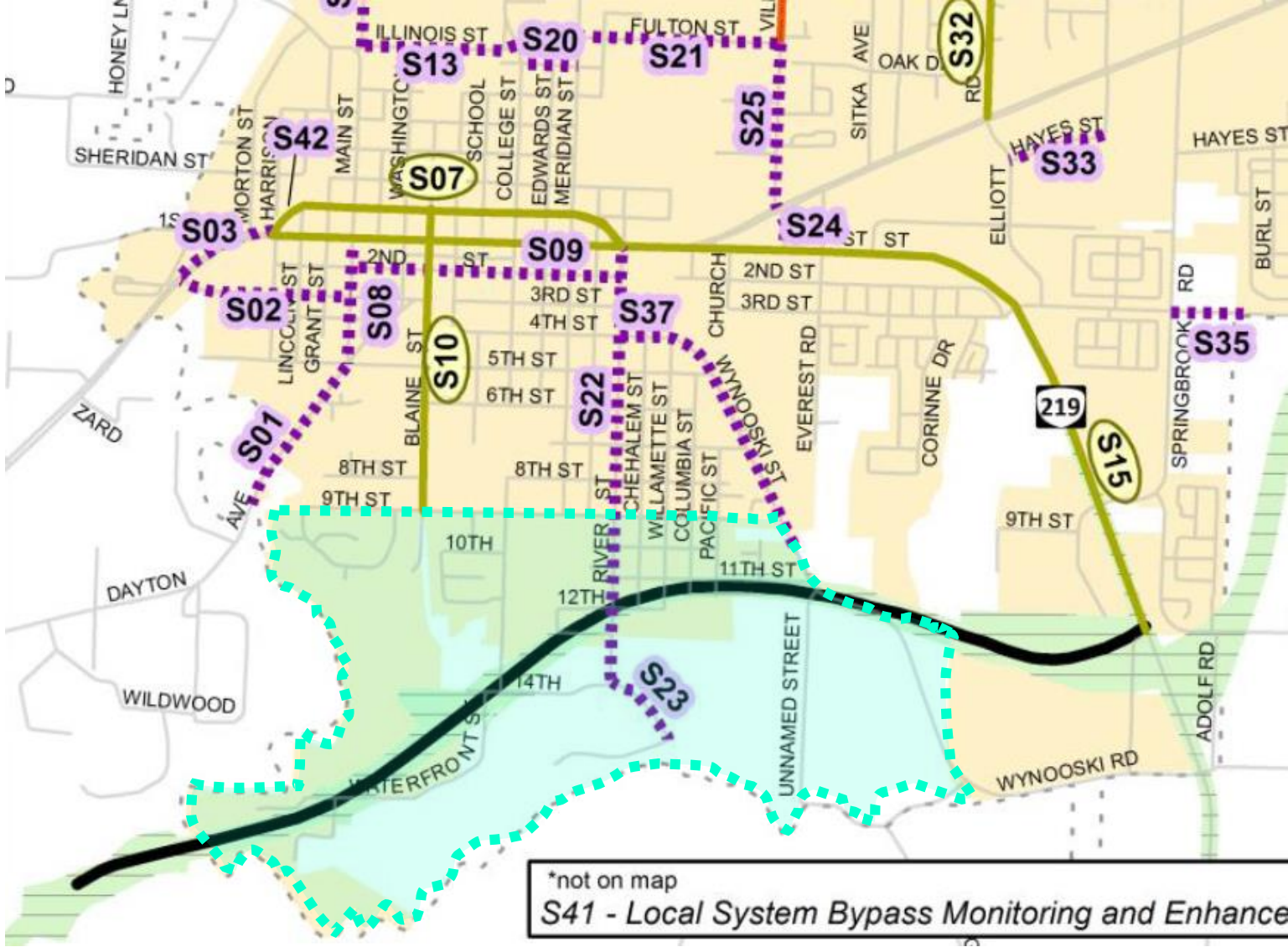
## Roadway Standards Projects

### Aspirational

**S22: River St Collector Improvement**  
*Reconstruct to major collector street standards between 1<sup>st</sup> St and Rogers Landing Rd to include sidewalks and bicycle lanes on each side of River St.*

**S23: Rogers Landing Rd Collector Improvement**  
*Reconstruct Rogers Landing Rd to major collector street standards between River St and the Willamette River to include sidewalks and bicycle lanes on each side of the street*

**S37: Wyooski Str Collector Improvement**  
*Reconstruct Wyooski Street to Major collector street standards between River Street and Bypass to include sidewalks and bicycle lanes on each side of Wyooski Street.*



Standards Projects		Streets
	Likely Funded Project	Streets
	Aspirational Project	Bypass
	Under Construction	UGB
		City Limit



# Planned Transportation Improvements

## Walking Projects

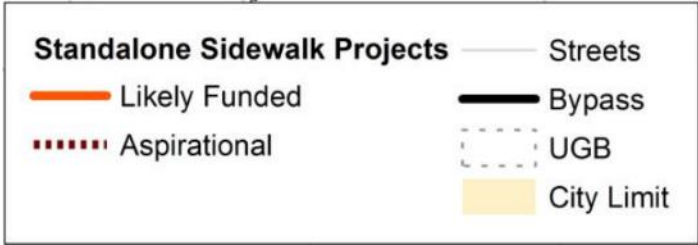
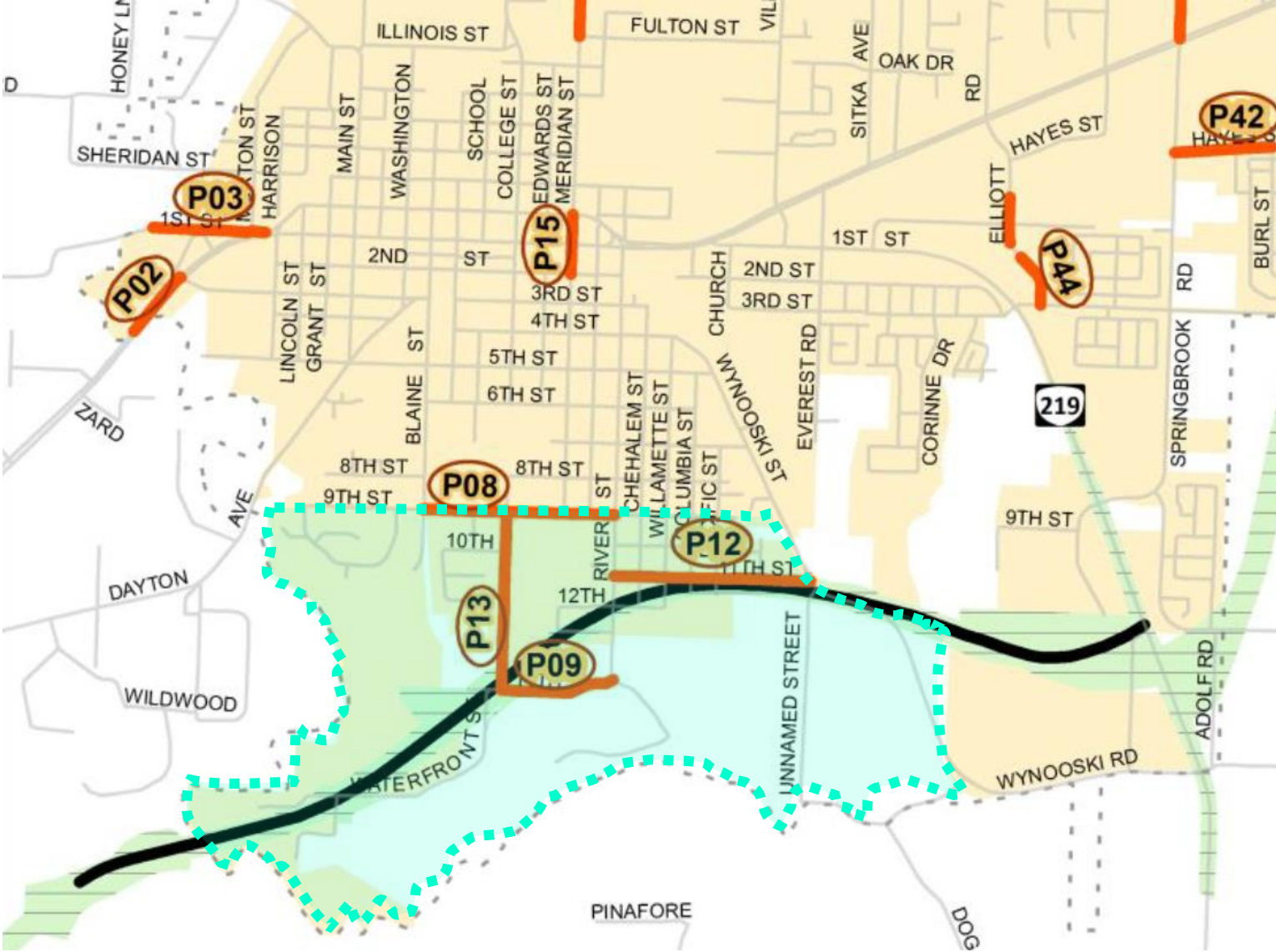
### Likely Funded

**P08:** 9<sup>th</sup> St Sidewalks  
*From Blaine St to River St*

**P09:** 14<sup>th</sup> St Sidewalks  
*From College St to River St*

**P12:** 11<sup>th</sup> St Sidewalks  
*From River St to Wynooski St*

**P13:** College St Sidewalks  
*From 9<sup>th</sup> St to 14<sup>th</sup> St*



# Planned Transportation Improvements

## Biking Projects

### Aspirational

**B20:** Hess Creek Path  
*New pedestrian/Bicycle pathway along Hess Creek can serve recreational and school bicyclist and pedestrians*

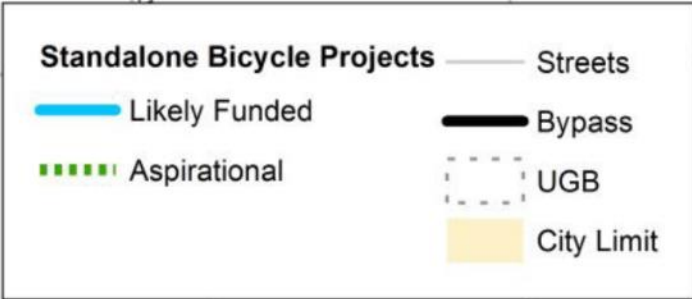
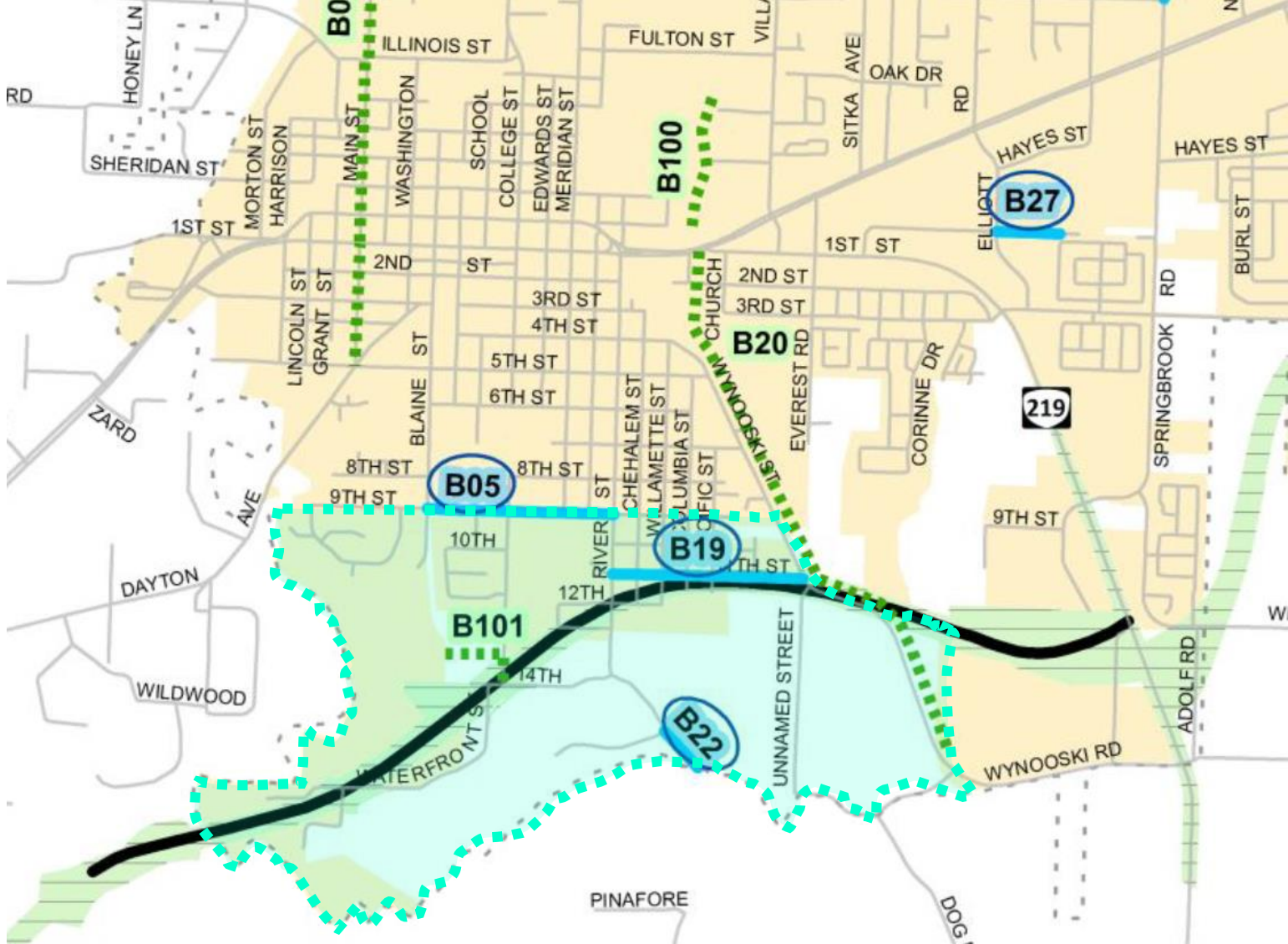
**B101:** Trail  
*Add connection from Ewing Young Park to 14<sup>th</sup> St*

### Likely Funded

**B05:** 9<sup>th</sup> St Bike Boulevard  
*From Blaine St to River St*

**B19:** 11<sup>th</sup> St Bike Boulevard  
*East of River St*

**B22:** New Willamette River Pedestrian-Bicycle Bridge  
*Extend from Rogers Landing Drive across to Champoeg Park. This new connection would link the Newberg bicycle-pedestrian system with that of Champoeg Park and Marion County*



# Planned Transportation Improvements

## Bypass Projects

Funded Segment Project

BY6: Phase 1 Bypass Crossing

BY8: Newberg-Dundee Bypass Bike Path

BY14: 14<sup>th</sup> St Realignment

BY18: College St Realignment

BY19: Frontage Road

BY20: Waterfront Rd Extension



# Walking and Biking Opportunities



*Roger's Landing County Park*



*Leavitt Park*



*Ewing Young Park*

Several locations in/near the study area provide opportunities to attract multimodal activity. In addition to the three parks shown, Edwards Elementary School (located just north of study area), Downtown Newberg (north of study area), and Renne Park (at Edwards Elementary) have the opportunity to attract multimodal activity.

# Observed Walking/Biking Activity



*Few recreational users/walkers without dogs  
(9<sup>th</sup> and Blaine )*

*Some Cyclists (9<sup>th</sup> Street Bikeway)*



*Minimal Joggers (14<sup>th</sup> Street)*



*Several people observed walking Dogs (9<sup>th</sup> Street)*

# Motor Vehicle Conditions and Needs



Poor roadway conditions along majority of routes: Cracks + Potholes (above)

*Primary vehicle routes: E 9th Street, S River Street, S Wynooski Street.*

Parking allowed on most streets except for portions of S Wynooski St. Many vehicles parked on E 9<sup>th</sup> Street as pictured (right)



Intersections primarily two-way stop control with exception of uncontrolled intersection at E 9<sup>th</sup> and S Columbia (left)

# Pedestrian Conditions and Needs



Commonly observed narrow and often disjointed sidewalks with general landscape strip. Photo above shows connection between new and old sidewalk and width difference.

In general, streets have incomplete and scattered sidewalk system. Pedestrians must cross street to continue on sidewalk from east side to west side of S College Street (right).

No continuous pedestrian connection from downtown to the steep stairs that provide river access.



Ramp existence and design varies. In some cases, sidewalks with elevation difference had no existing ramps (right).



# Bicycle Conditions and Needs



No striped bicycle lanes exist in the study area. However, streets are observed to have generally low traffic volume and speed. Sharrows (upper left) and wayfinding signs (left) are located on some facilities.

No sidewalks or bicycle facility on E 14<sup>th</sup> Street (right) which is the only connection between S River Street and E College Street, to Roger's Landing County Park Riverfront





# Bypass Conditions and Needs



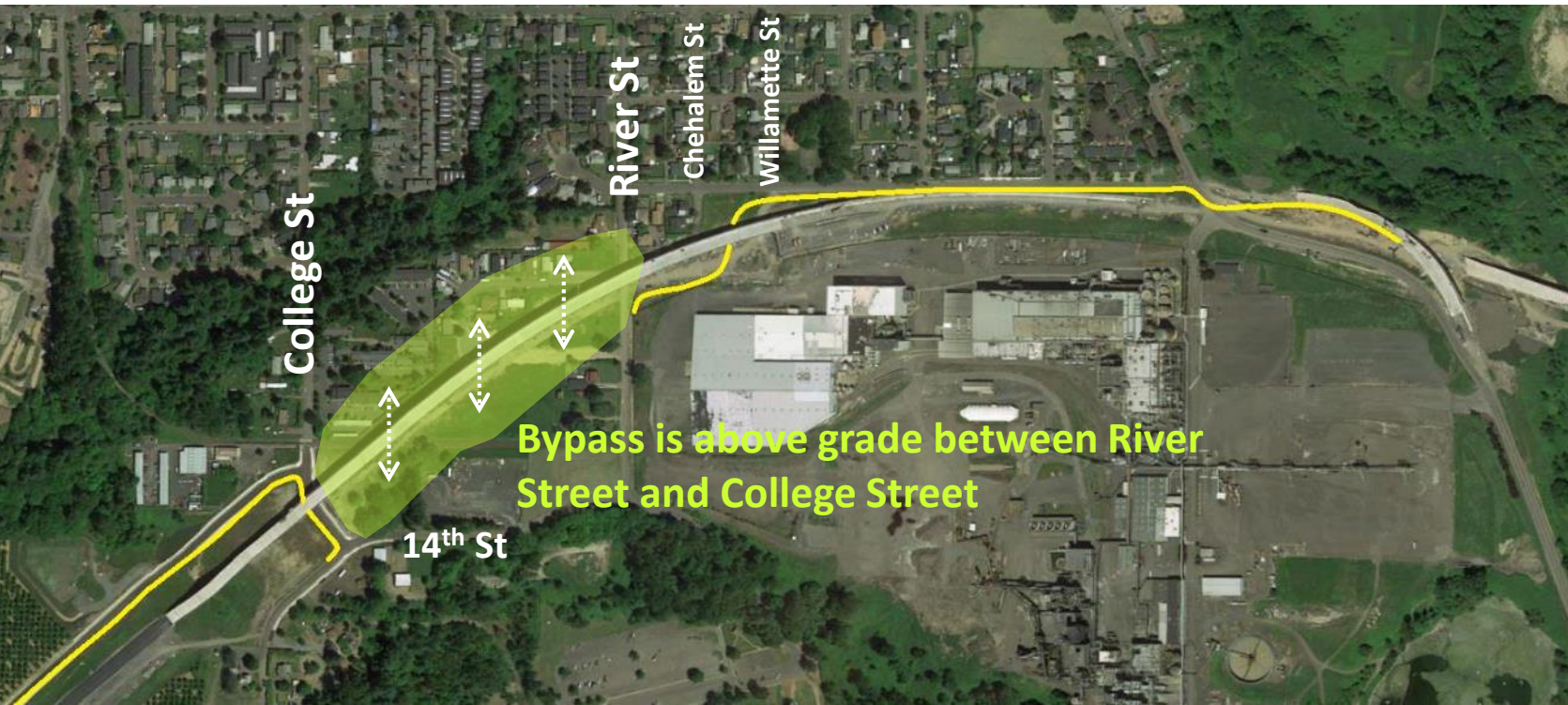
Cyclist on trail north of Bypass



Mixed-use trail passing under Bypass



College Street passing under Bypass



Three crossing points exist along the bypass: S College Street, S River Street, and the S Wynooski overcrossing.

Yellow path (left) marks the mixed-use trail built with the construction of the Bypass. A gap exists along E 14<sup>th</sup> Street.

Shaded green area (left) shows area where Bypass is above grade and where future connections could be feasible.

# Summary of Transportation Conditions and Needs



- Roads are not modernized and have cracking and potholes. This condition impacts both motor vehicles and other users (bicycles and other wheeled devices) that do not have separate facilities.
  - Sidewalk system is disjointed (gaps, width, condition) and limits pedestrian use within study area
  - Trail gap on E 14<sup>th</sup> Street between existing segments of bypass trail
  - No continuous pedestrian connection from downtown to the river.
  - Steep stairs that provide river access limit accessibility.
  - Bike access to Rogers Landing is limited to shared use of the travel lane with motor vehicles down the steep, windy slope with limited shoulders.
  - General visual observations appear to indicate that ADA accessibility in the project area is poor due to lack of lack of sidewalks, narrow sidewalks, lack of ramps, incomplete ramps, or ramps built prior to existing standards. However, no specific measurements were conducted to assess ADA compliance.
-

# Infrastructure



# Existing and Planned Public Utility Infrastructure



- Existing utilities within the planning area include:
    - Sanitary sewer
    - Storm sewer
    - Potable water
    - Private utilities: electricity, natural gas, and telecommunications
  - Planned improvements to utility infrastructure within current planning documents are limited
-

# RIVERFRONT MASTER PLAN

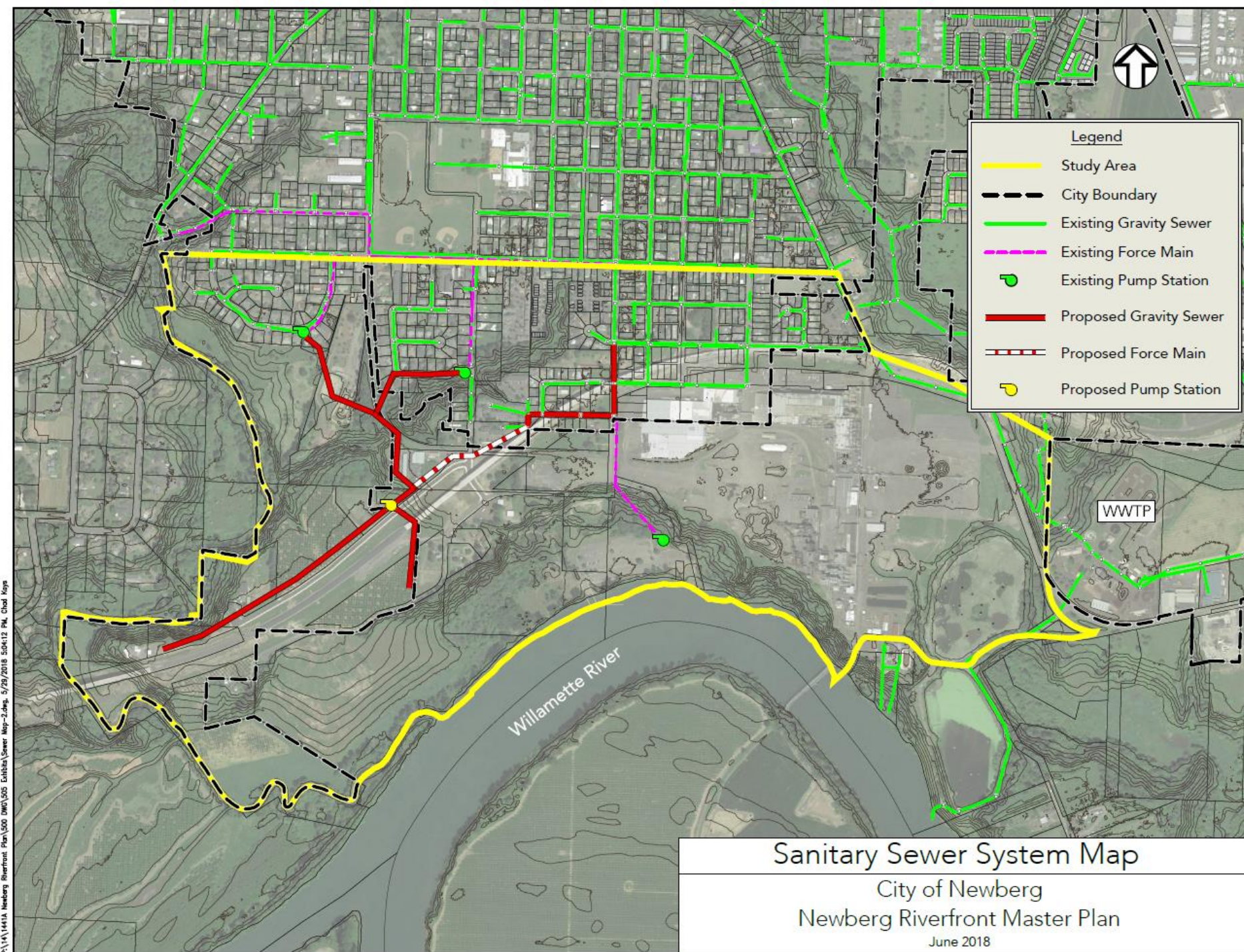
City of Newberg

## Existing Sanitary Sewer Infrastructure

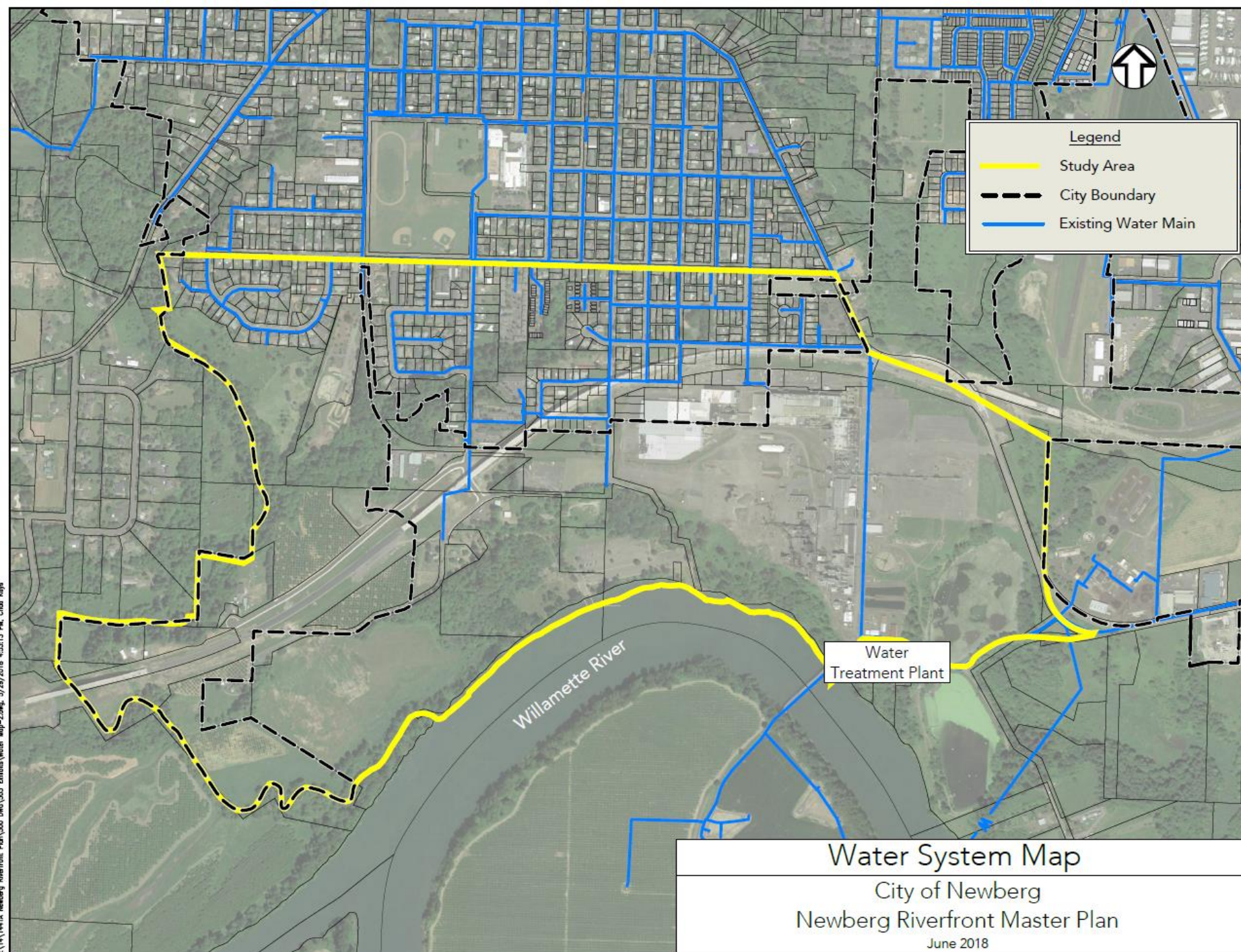
- The Newberg wastewater treatment plant is located just east of the study area
- The northern portion of the study area is served by an existing system of gravity sewers
- Rogers Landing is served by a pump station which discharges into the gravity sewer system to the north
- The former WestRock mill site is served by a gravity sewer connection at the northwest corner of the site

## Planned Sanitary Sewer Infrastructure

- New gravity sewers and pump station are proposed in the 2018 Sanitary Sewer Master Plan to serve the western portion of the study area



P:\1\141A Newberg Riverfront Plan\500 DWG\505 Exhibit\Sanitary Sewer Map-2.dwg, 5/29/2018 5:04:12 PM, Chad Kays



### Existing Water Infrastructure

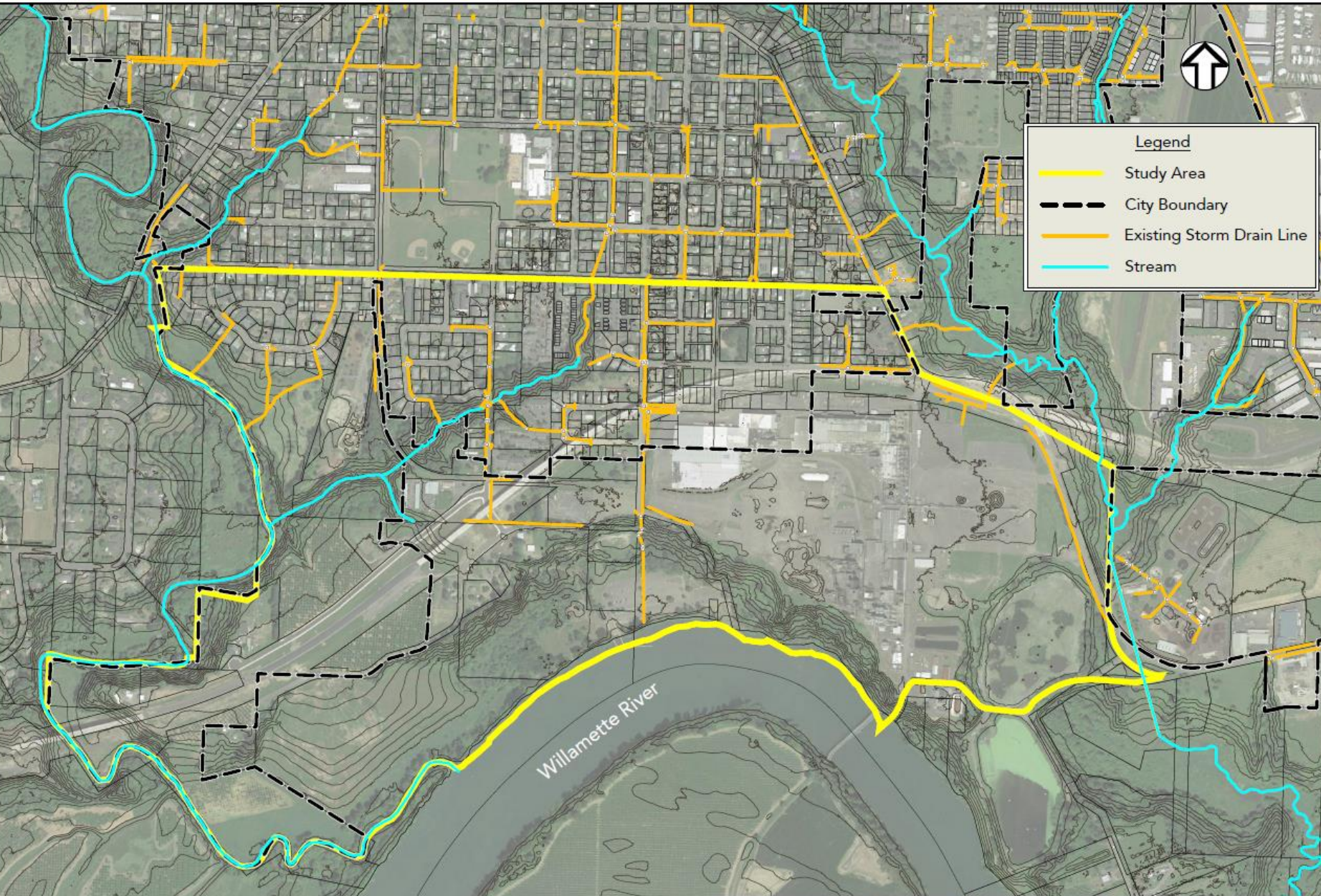
- The Newberg water treatment plant is located on the southeast corner of the study area
- The northern portion of the study area is served by an existing water main network

### Planned Water Infrastructure

- No water main extensions proposed for study area in 2017 Water Master Plan

# RIVERFRONT MASTER PLAN

City of Newberg



## Existing Drainage System and Stormwater Infrastructure

- Study area is drained by a system of natural drainages, open channels, and storm drain lines
- Study area drains in three directions: west to Chehalem Creek, south to the Willamette River, and east to Hess Creek
- Southern portion of site lies within the 100-year flood plain of the Willamette River and Chehalem Creek.

## Planned Stormwater Infrastructure

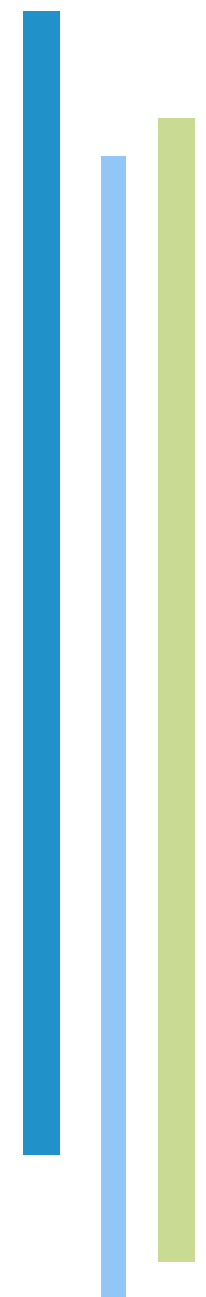
- No stormwater improvements proposed for study area in 2014 Stormwater Master Plan

Storm Drainage Map  
City of Newberg  
Newberg Riverfront Master Plan  
July 2018

# Private Utility Infrastructure

- Private utilities available within the City of Newberg (extent within project area relatively unknown)
    - Electricity – Portland General Electric
    - Natural Gas – Northwest Natural
    - Telecommunications – Comcast and Frontier
-





# Walkable Neighborhoods and Districts

# RIVERFRONT

## MASTER PLAN

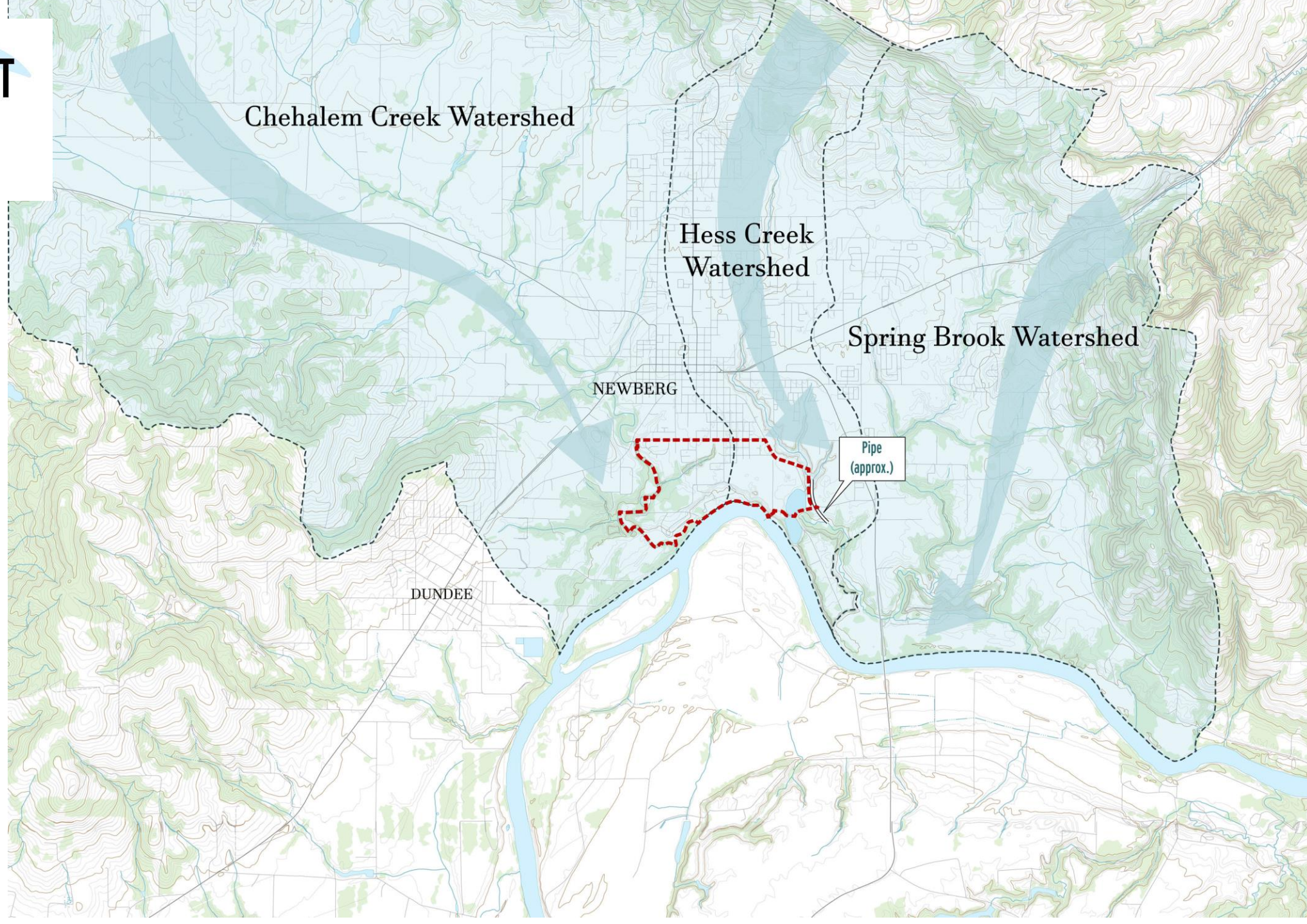
City of Newberg



# RIVERFRONT

## MASTER PLAN

City of Newberg



Chehalem Creek Watershed

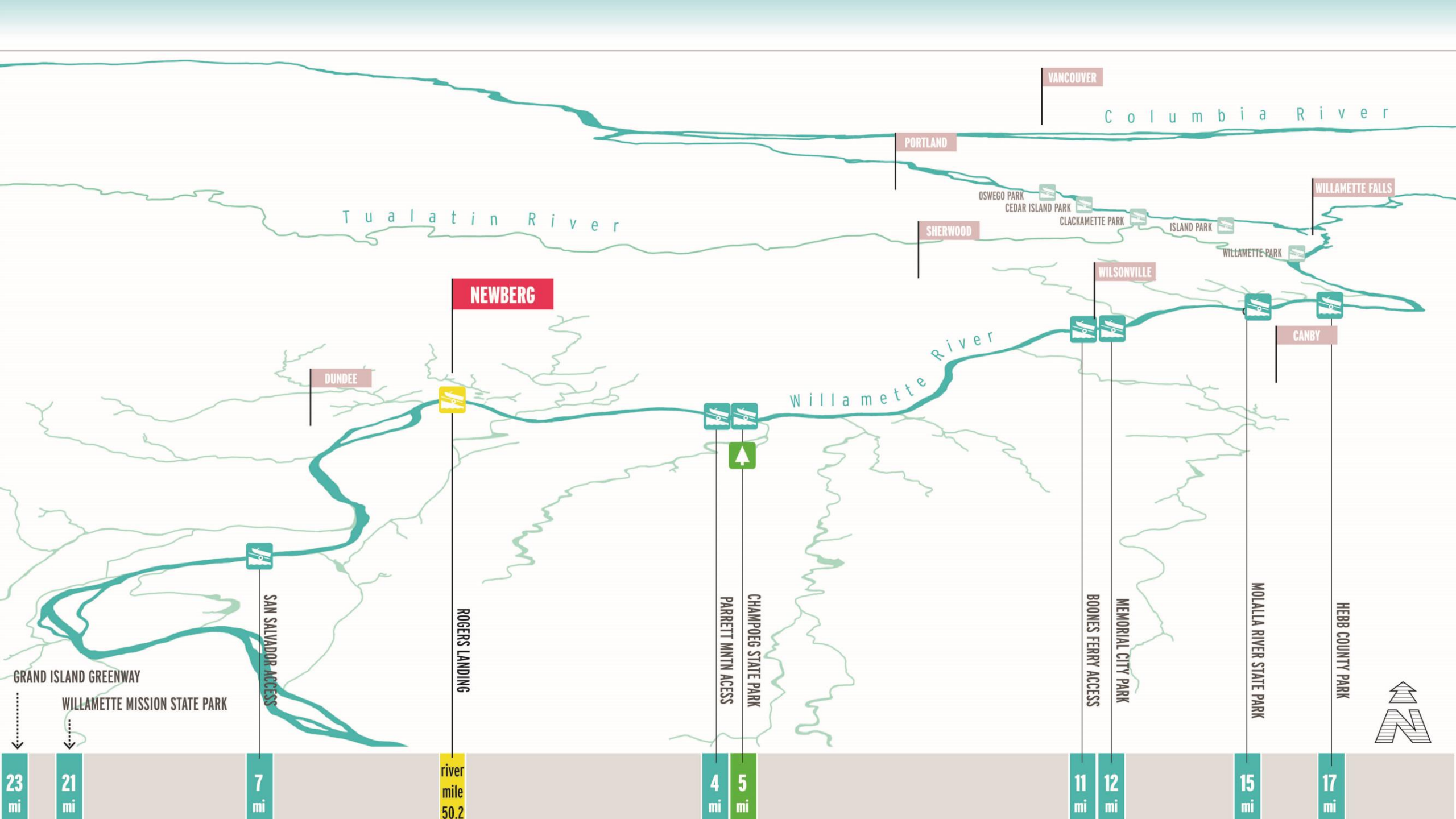
Hess Creek Watershed

Spring Brook Watershed

NEWBERG

DUNDEE

Pipe  
(approx.)



VANCOUVER

Columbia River

PORTLAND

Tualatin River

OSWEGO PARK

CEDAR ISLAND PARK

CLACKAMETTE PARK

ISLAND PARK

WILLAMETTE FALLS

WILLAMETTE PARK

SHERWOOD

WILSONVILLE

NEWBERG

DUNDEE

Willamette River

CANBY

GRAND ISLAND GREENWAY

WILLAMETTE MISSION STATE PARK

SAN SALVADOR ACCESS

ROGERS LANDING

CHAMPOEG STATE PARK  
PARRETT MNTN ACCESS

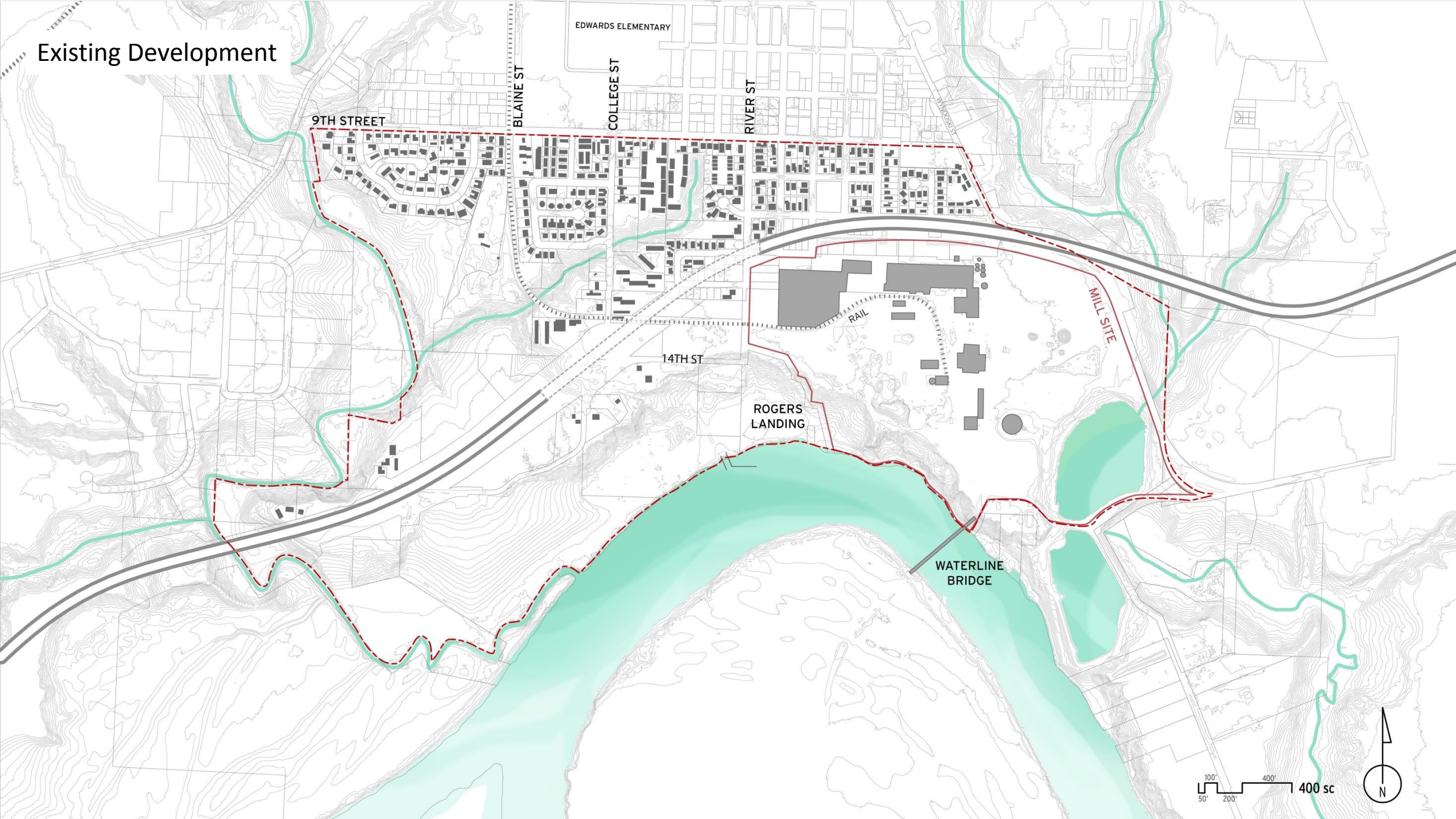
BOONES FERRY ACCESS  
MEMORIAL CITY PARK

MOLALLA RIVER STATE PARK

HEBB COUNTY PARK



# Existing Development



EDWARDS ELEMENTARY

9TH STREET

BLAINE ST

COLLEGE ST

RIVER ST

14TH ST

ROGERS LANDING

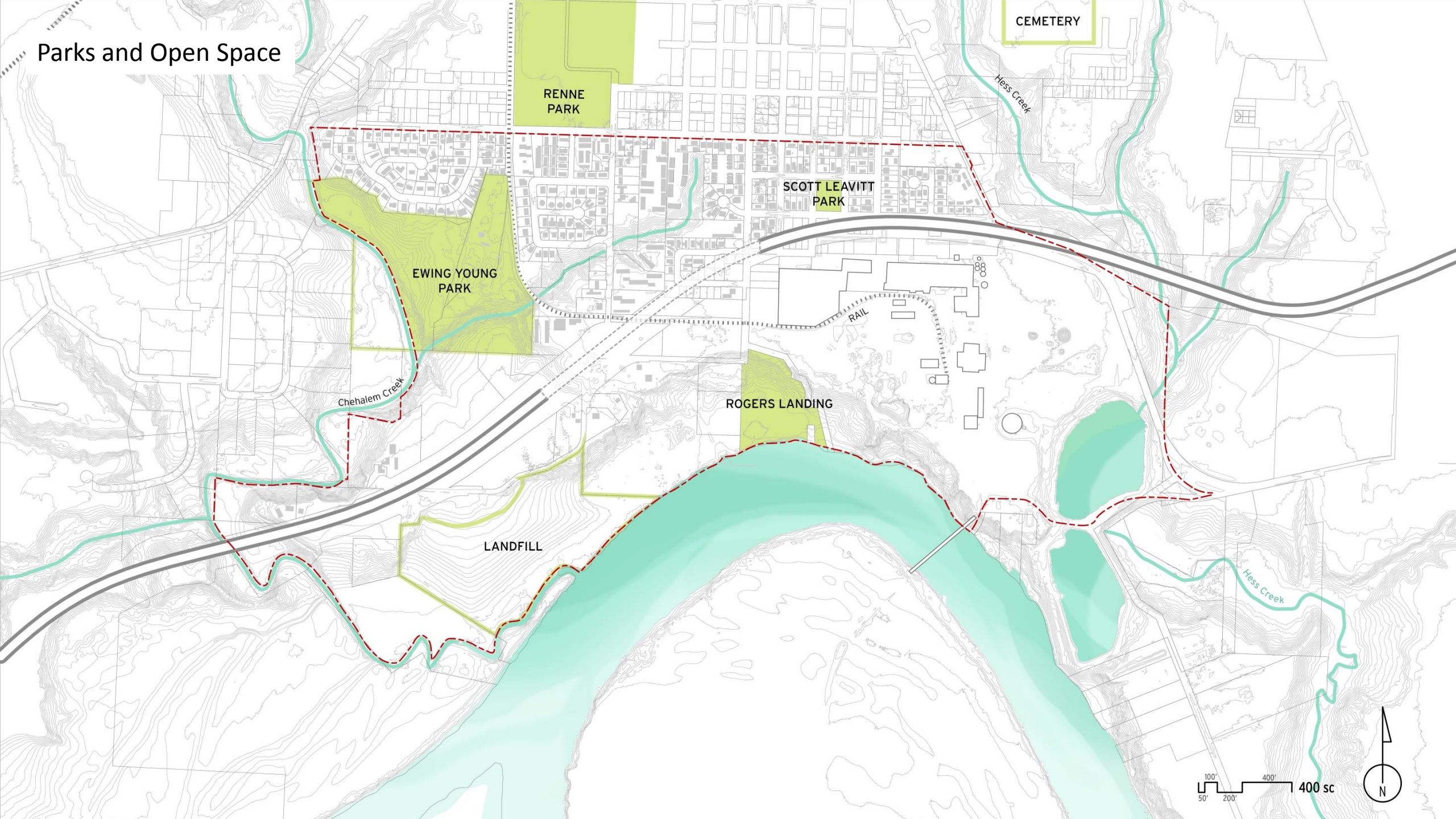
RAIL

MILL SITE

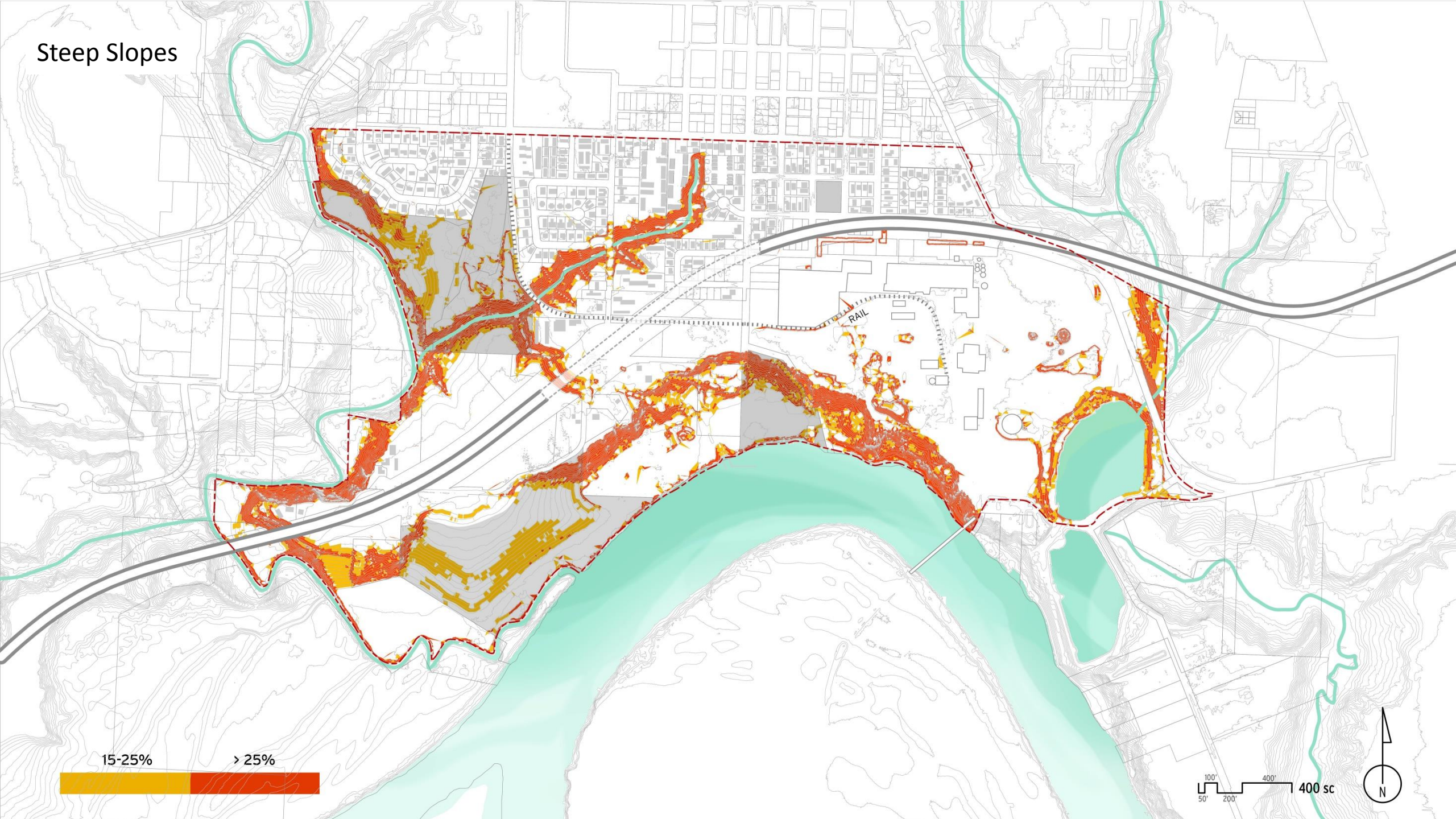
WATERLINE BRIDGE



# Parks and Open Space



# Steep Slopes



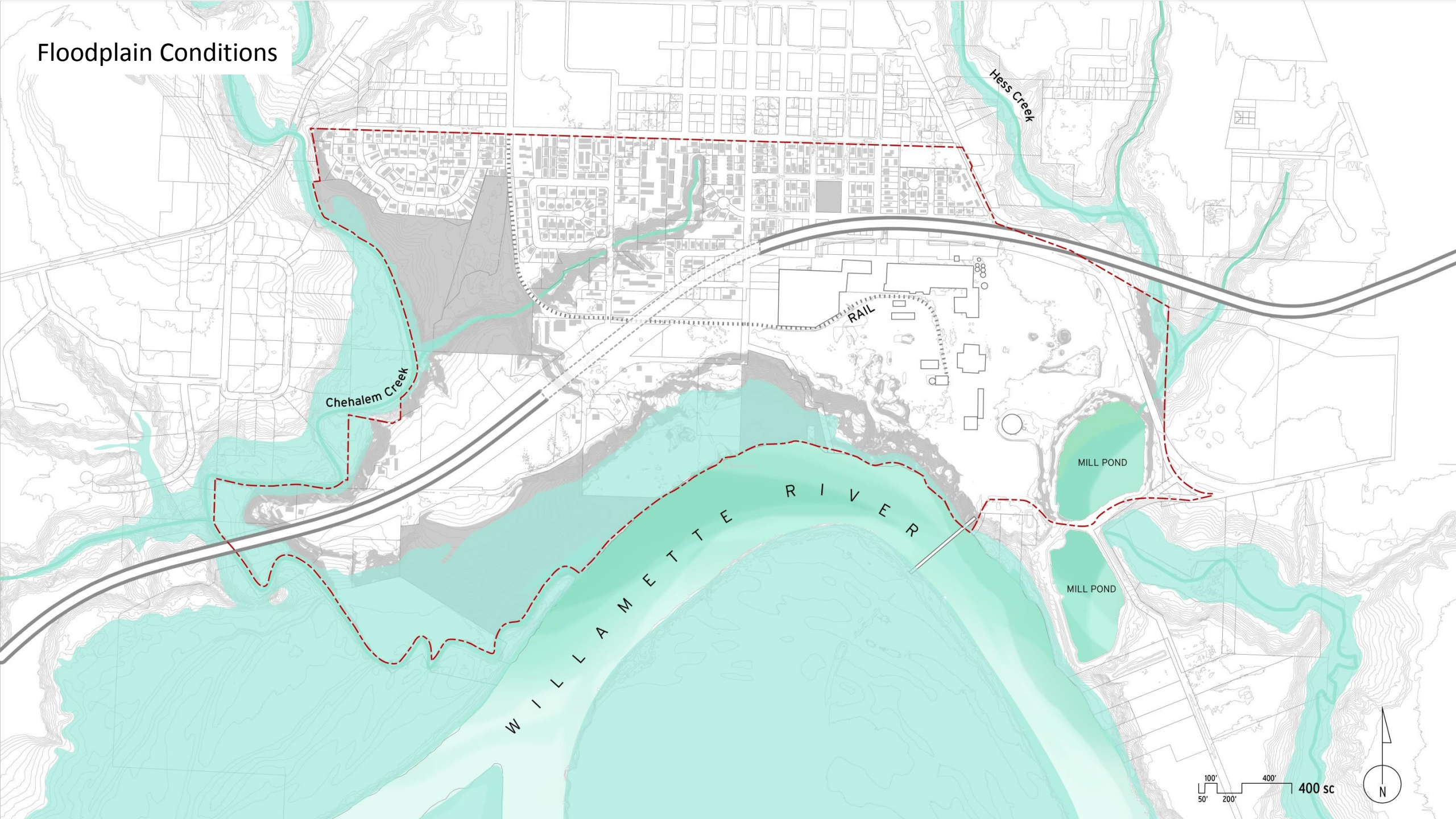
15-25%

> 25%

50' 100' 200' 400' 400 sc



# Floodplain Conditions



Chehalem Creek

Hess Creek

RAIL

MILL POND

MILL POND

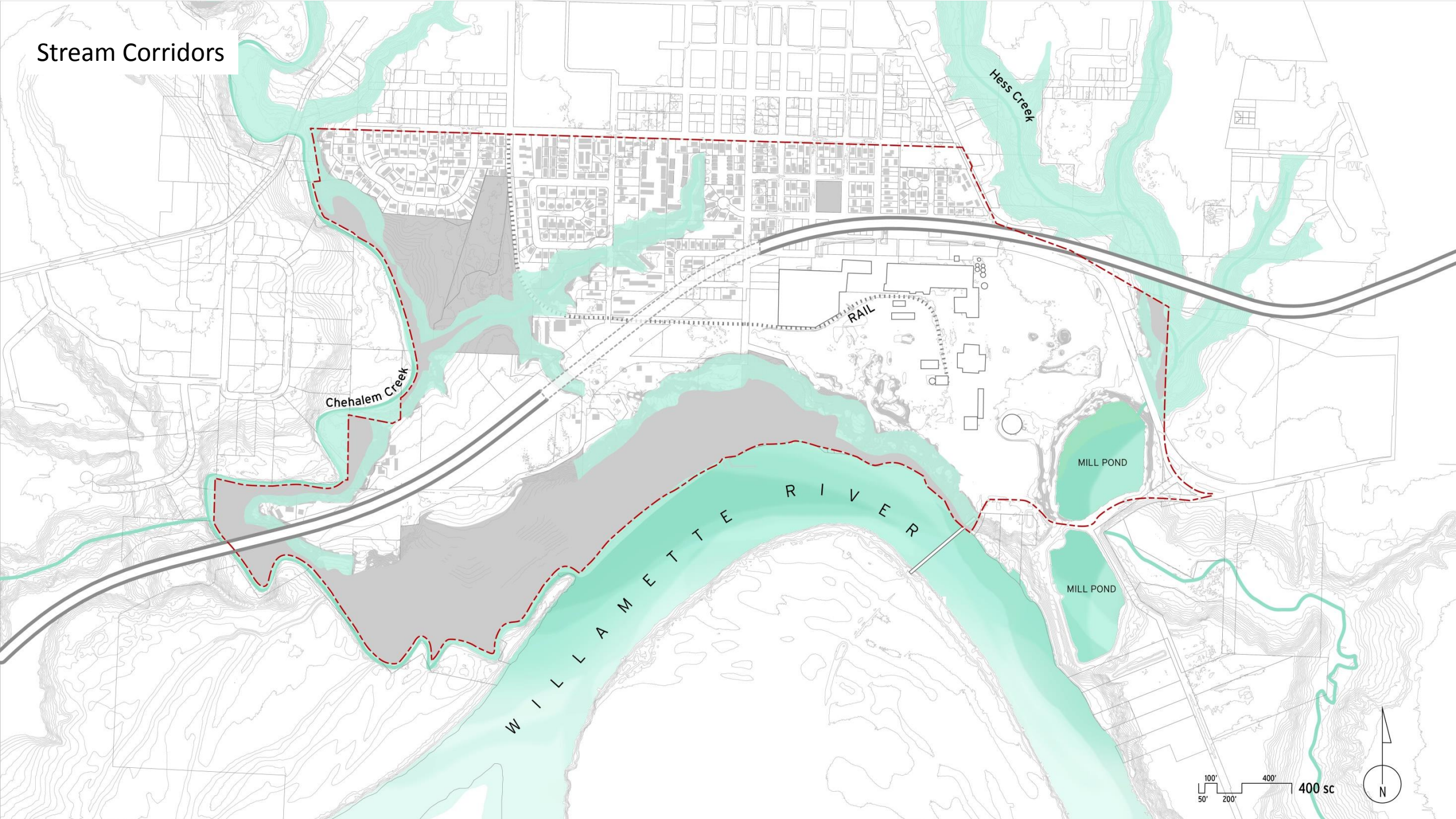
W I L L A M E T T E R I V E R

100' 200' 400' 400 SC



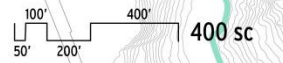


# Stream Corridors

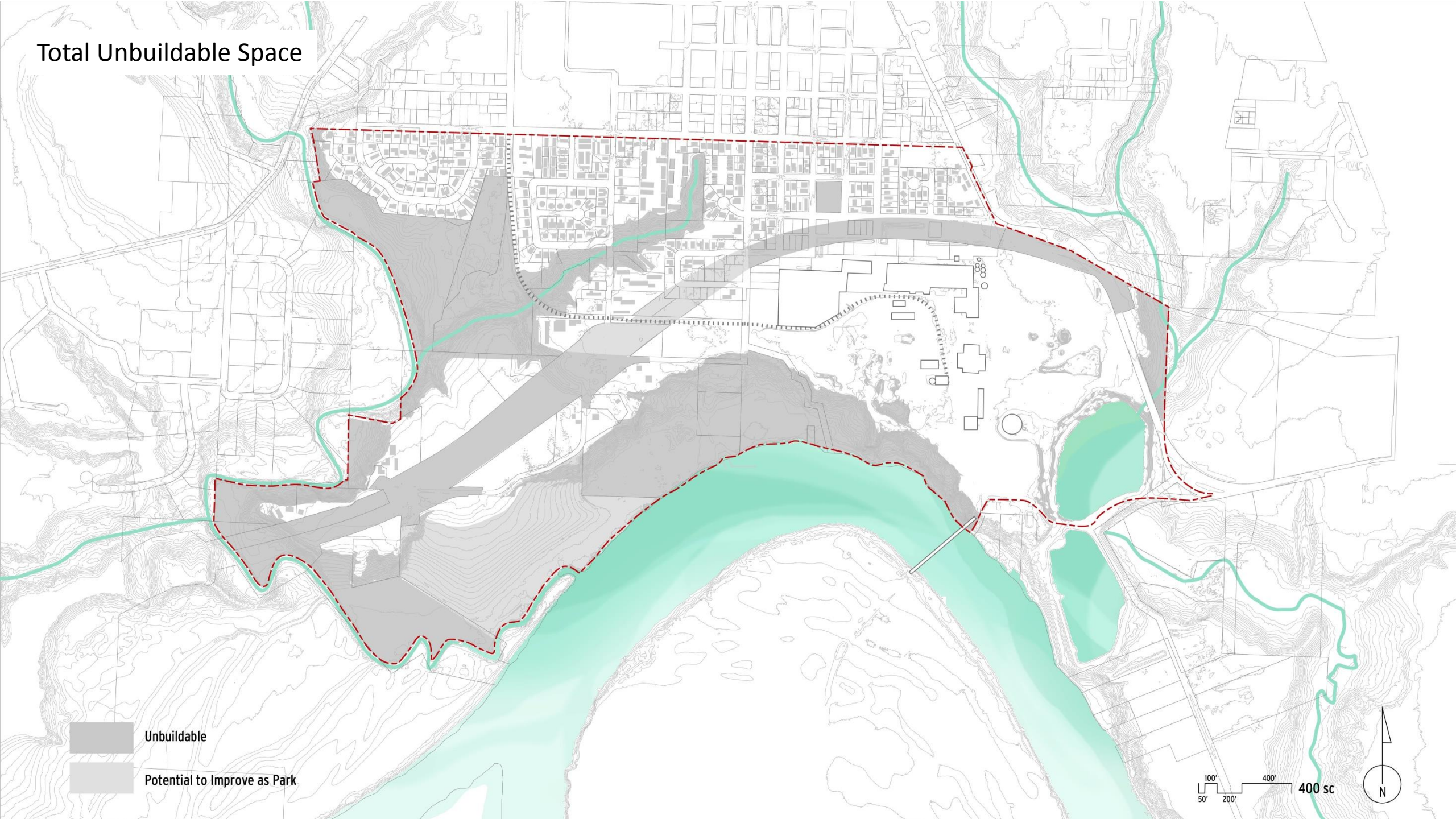




Bypass

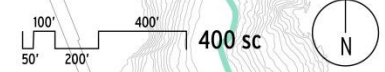
NEWBERG DUNDEE BYPASS (18)



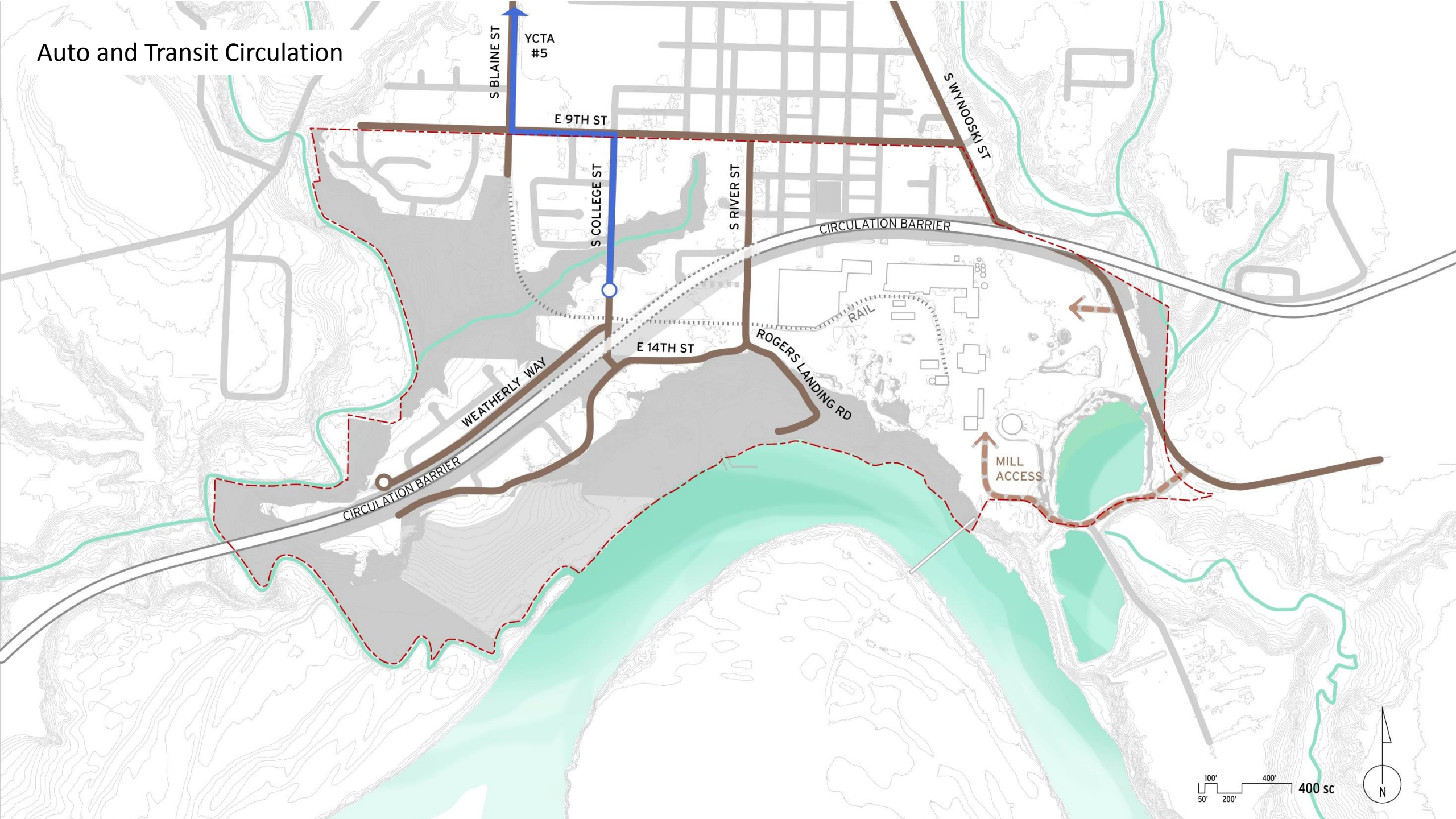
# Total Unbuildable Space



-  Unbuildable
-  Potential to Improve as Park



# Auto and Transit Circulation



# Trails and Greenspace

Adapted from Chehalis Parks and Rec District Trail Brochure



# Trails and Greenspace

Adapted from Chehalis Parks and Rec District Trail Brochure



S BLAINE ST

↑ TO MEMORIAL PARK

E 9TH ST

↑ TO HERBERT HOOVER PARK

SCOTT LEAVITT PARK

S RIVER ST

CIRCULATION BARRIER

← TO DUNDEE

EWING YOUNG PARK

RAIL

E 14TH ST

STAIRS

ROGERS LANDING RD

ROGERS LANDING

Chehalis Creek

CIRCULATION BARRIER

LANDFILL

WATERLINE BRIDGE

Hess Creek

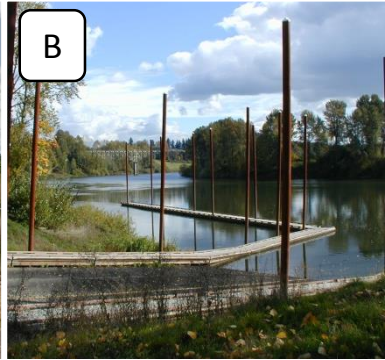
- BIKE BOULEVARD
- - - PLANNED MULTI-USE PATH
- · - · - ADDITIONAL BIKE AND TRAIL FACILITIES

← TO DUNDEE

← TO FRENCH PRAIRIE

100' 200' 400' 400 sc





**UPRIVER + CHEHALEM CREEK LOWLANDS**

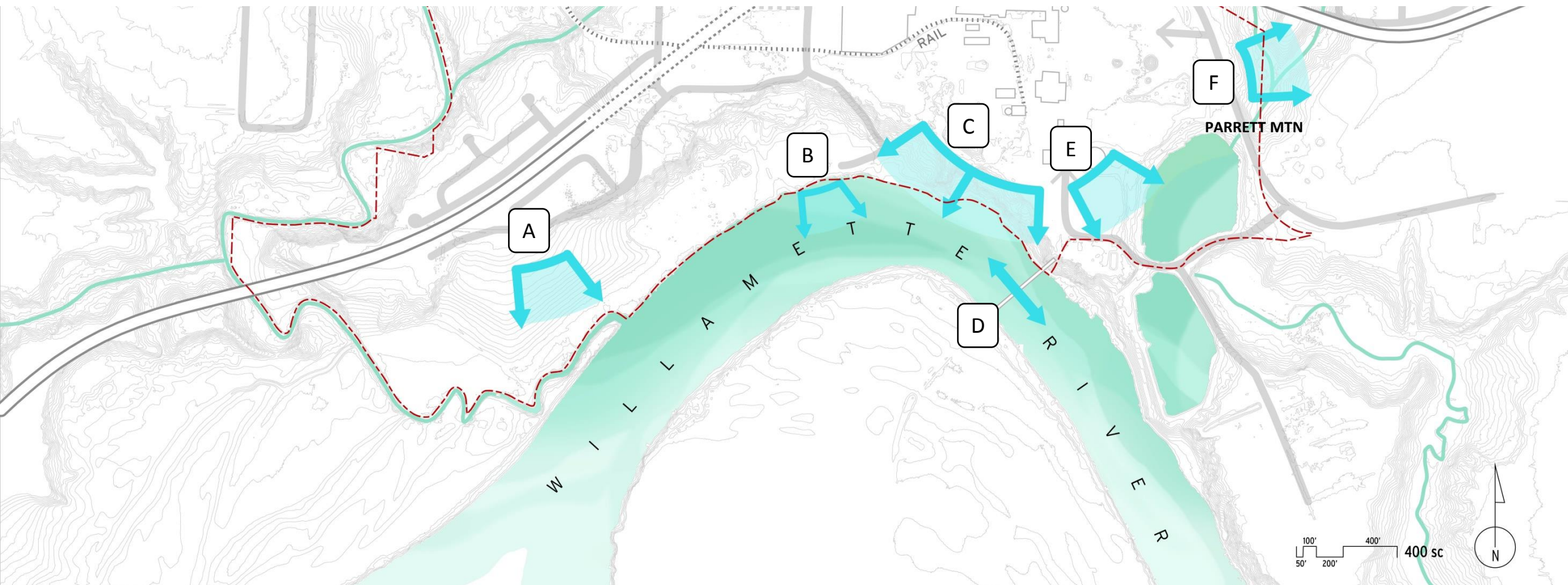
**WATERFRONT + FRENCH PRAIRIE**

**RIVER FRAMED BY TREES**  
(if brush cleared)

**WILLAMETTE + FRENCH PRAIRIE**  
(if accessible)

**PONDS**  
(if accessible and remaining)

**PARRETT MOUNTAIN**



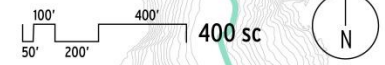




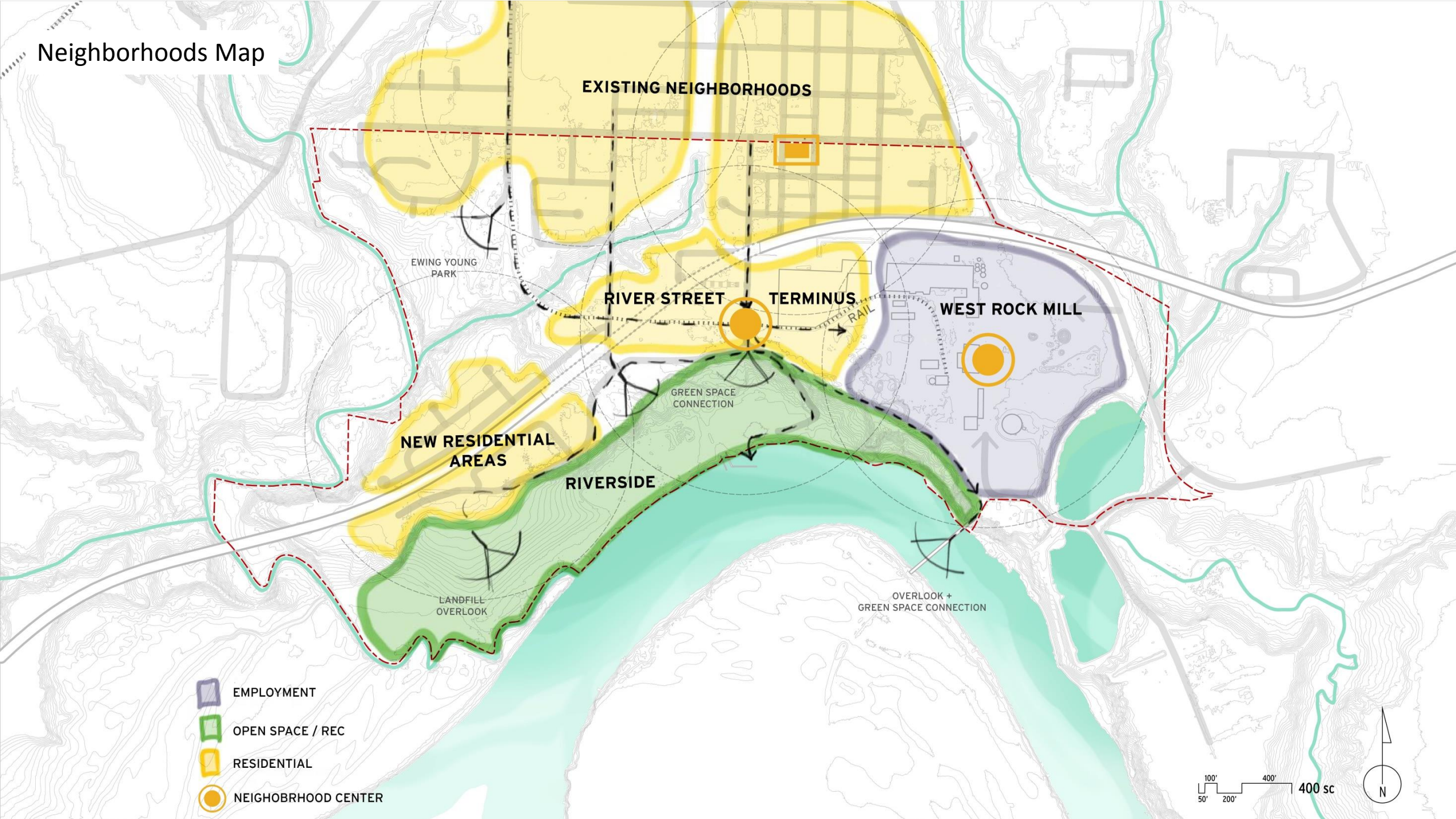
# 5-minute Walk



-  NEIGHBORHOOD CENTER
-  DESTINATION

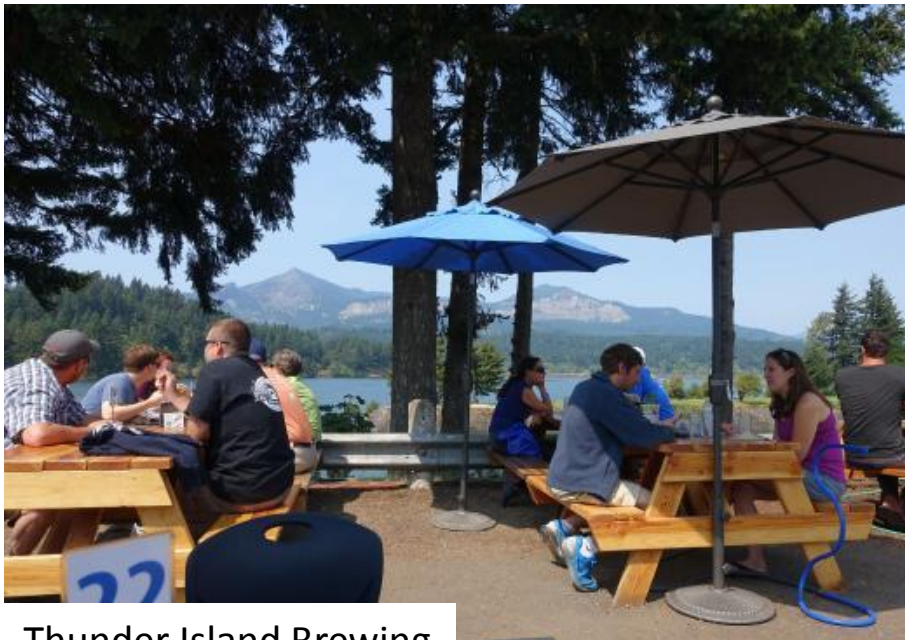


# Neighborhoods Map





Eugene



Thunder Island Brewing



Corvallis

# Newberg Riverfront Master Plan: Market Analysis

**Date** July 18, 2018 | **DRAFT**  
**To** Newberg Riverfront Master Plan  
Project Management Team  
**From** Brian Vanneman and Sam Brookham,  
Leland Consulting Group



## Executive Summary

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### Introduction

This executive summary provides an overview of the Newberg Riverfront Master Plan Market Analysis, which assesses conditions for residential, commercial, office, and industrial development, as well as public recreational facilities at the Riverfront. The executive summary includes a description of Riverfront subareas; residential, commercial, office, and industrial forecasts and demand; and three preliminary development programs for the Riverfront that are based on this analysis. A full version of the report is available on the project website at [www.newbergoregon.gov/planning/page/riverfront-master-plan-0](http://www.newbergoregon.gov/planning/page/riverfront-master-plan-0).

### Study Area and Market Area

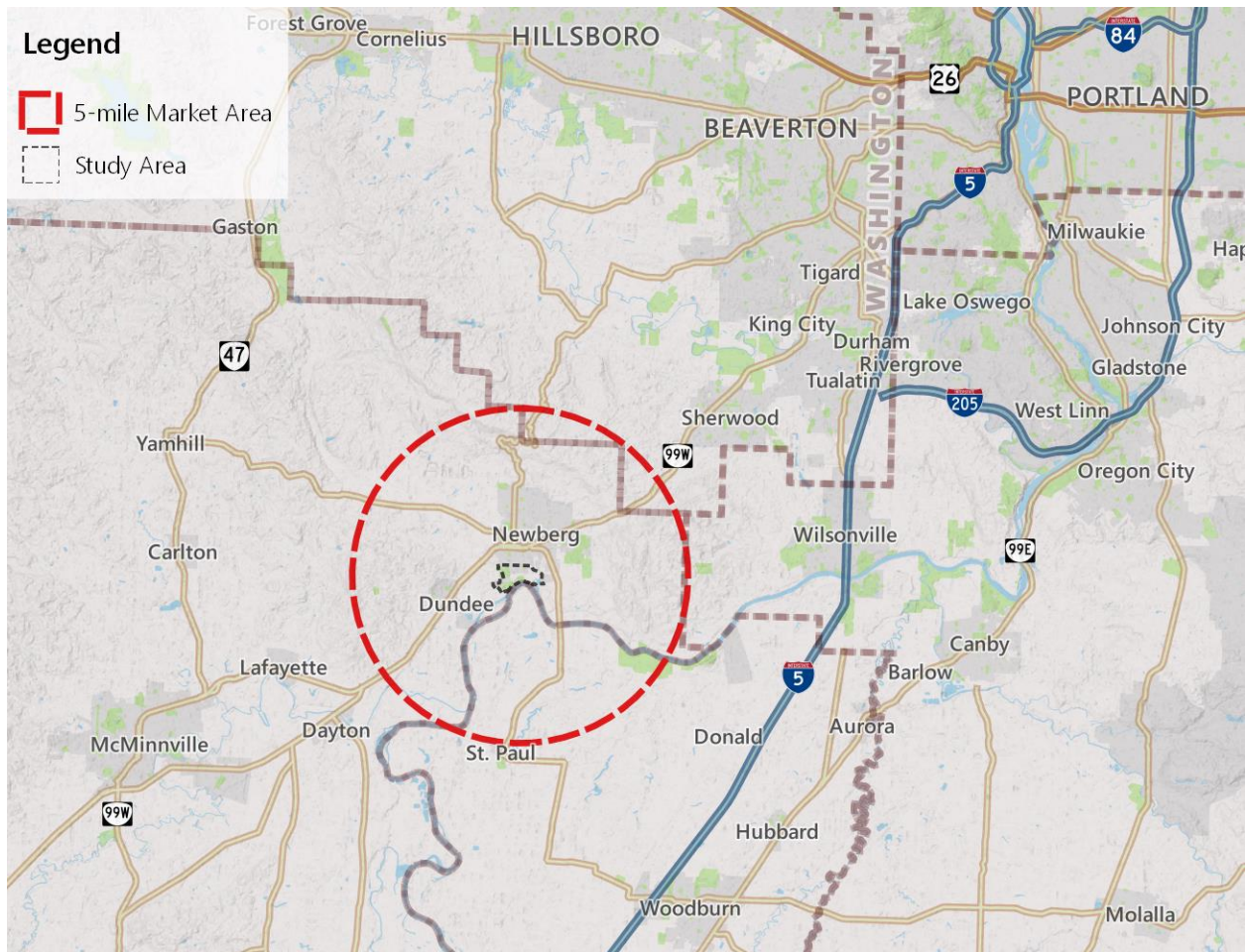
The Riverfront study area is shown below. It is located on the south side of Newberg, generally south of 9th Street. The study area is entirely within the City's Urban Growth Boundary (UGB).

**Figure ES- 1. Riverfront Master Plan Study Area**



The market area, as defined in Figure ES- 2, represents the area from which the most demand for residential, commercial, and industrial growth will originate, and where most of the competitive development is located. Residents and businesses located in this area are the most likely groups to support retail on site, lease/utilize office space, and live in the study area. The market area is approximately defined as a five-mile radius around the study area—roughly a 15-minute drive time from the study area.

**Figure ES- 2. Regional Overview and Market Area**



Source: TIGER, Leland Consulting Group

### Residential and Employment Forecasts

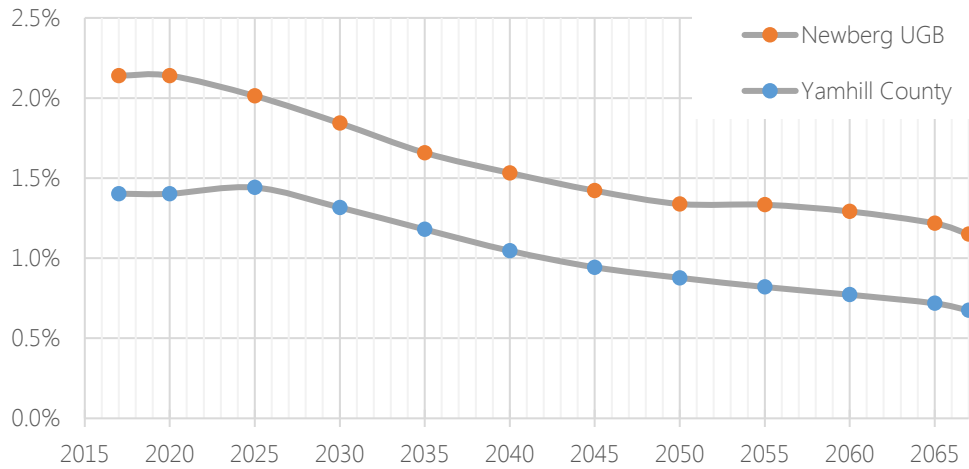
The Population Research Center at Portland State University (PSU) produces the annual Population Estimates for Oregon and its counties and cities, as well as the estimates by age and sex for the state and its counties. Population is projected to grow faster within the Newberg UGB than in Yamhill County as a whole.

**Table ES- 1. Population Forecasts, 2017-2040**

Area / Year	2017	2020	2025	2030	2035	2040
Yamhill County	106,555	111,101	119,339	127,404	135,096	142,311
Newberg UGB	24,296	25,889	28,602	31,336	34,021	36,709

Source: Portland State University

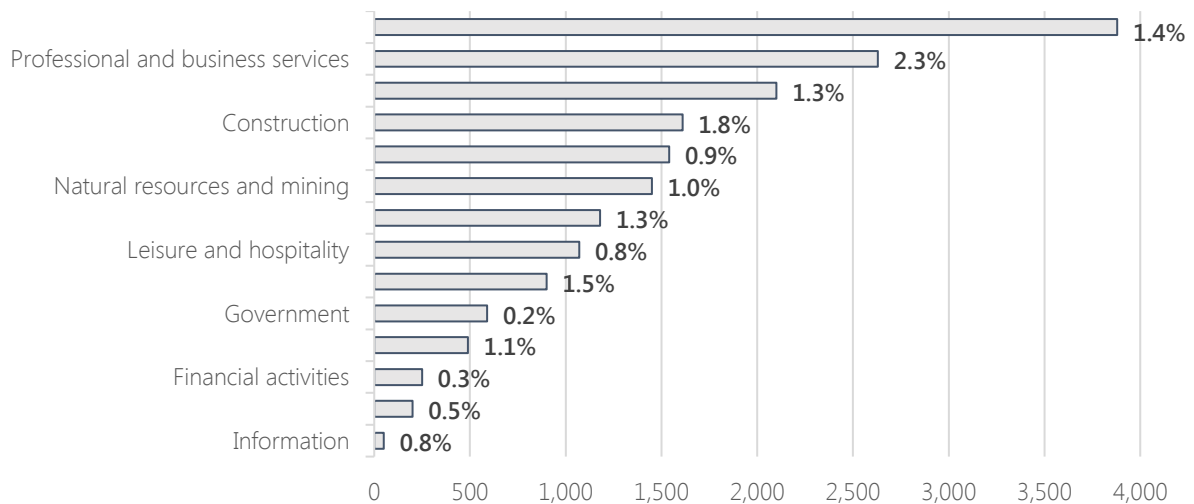
**Figure ES-3. Annual Population Growth Rates, Newberg UGB and Yamhill County, 2017-2067**



Source: Portland State University

In order to understand future employment, Leland Consulting Group (LCG) uses the State Employment Department’s 10-year projections for each industry. Almost half of all projected employment growth is expected to be in the industries of Educational and Health Services, Professional and Business Services, and Manufacturing. The fastest-growing industry is Professional and Business Services. Aside from manufacturing, these industries tend to drive the most demand for new office construction.

**Figure ES-4. Projected New Employment Growth, Yamhill & Marion Counties, 2014-2024**



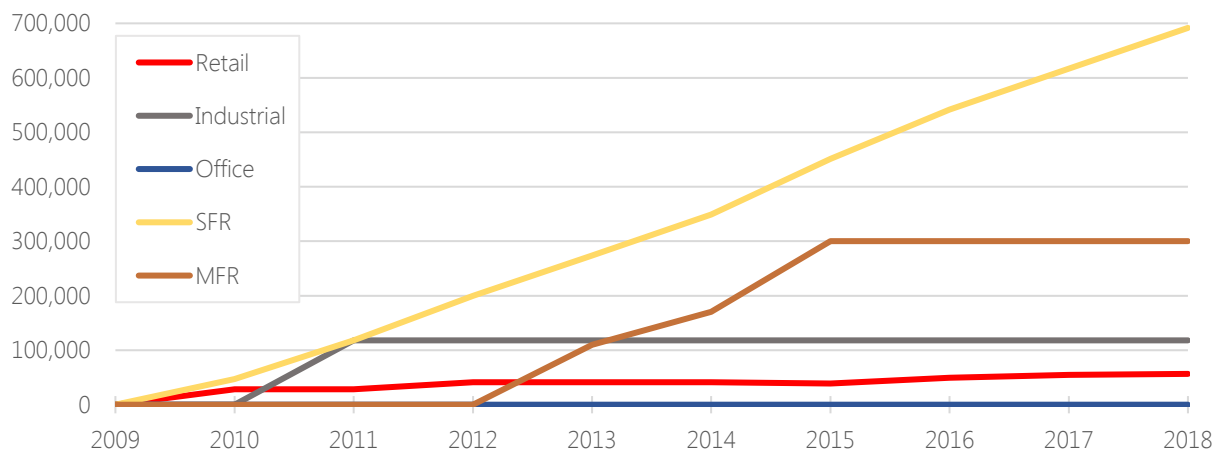
Source: Oregon Employment Department (QualityInfo.org).

However, caution is required with these projections. Not only do they apply to a more general area than the residential projections (two-county region of Yamhill and Marion versus the Newberg UGB), but the employment projections are given by industry, likely resulting in a significant margin of error.

### All Development Types

Figure ES-5 shows all new real estate development that has taken place within the City of Newberg since 2009. This figure shows that single family and multifamily housing have comprised the vast majority of all development in the market area. Single family development has comprised 59% of all building area, and multifamily has comprised 26% of all building area, for a total of 85% in both housing categories. This is due to relatively rapid population growth and ongoing housing scarcity in Yamhill County and the Portland metropolitan region. If the Riverfront area were an undeveloped greenfield site, the highest and best use for most of the site would be a mix of single and multifamily housing. However, it is not a greenfield site, and therefore more nuanced development programs are appropriate.

**Figure ES-5. Net New Development (square feet), City of Newberg, 2009-2018 YTD**



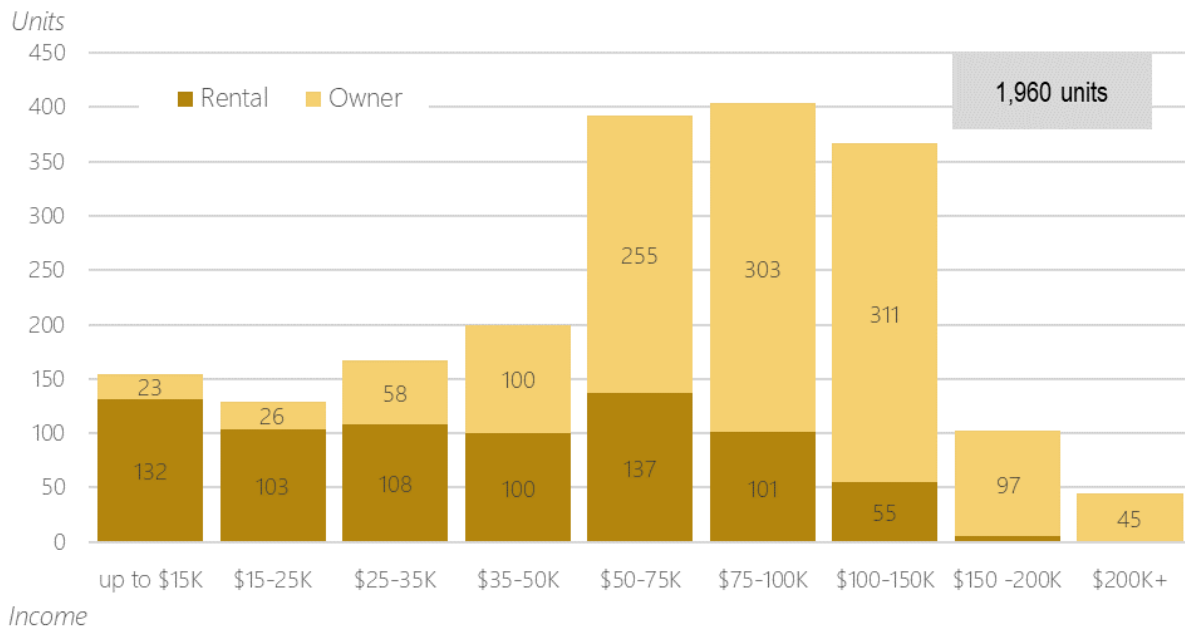
Source: Costar and Yamhill County Assessor

### Residential Demand

For the residential and retail demand forecasts, we assume that actual household growth will be approximately 1.4%, which is closest to PSU’s projection for the County, and between the lower historic rate observed in the market area, and the higher PSU projection for the UGB. LCG views this 1.4% rate as reasonable and potentially conservative. Based on this household growth rate, we project market area demand for an additional 1,960 units over the next 10 years within the market area, or about 196 units per year. We anticipate that the most demand for new *rental* units will be from households with incomes less than \$75,000, and the most demand for new owner-occupied housing to be from households earning between \$50,000 and \$150,000. We expect about 38 percent of future housing demand to be for renter-occupied units, resulting in about 741 rental units and 1,218 owned units in the market area.

Feasible building forms are likely to include detached single-family homes, townhouses, and garden apartments, generally ranging from at 6 to 30 units per acre. “Urban garden apartments” (three to four stories, with tuck-under parking) require higher rents than are currently being achieved in Newberg but could be feasible in the medium- to long-term.

**Figure ES-6. Residential Development, 10-Year Market Area Demand**



Source: Costar and Yamhill County Assessor

### Retail/Commercial Demand

LCG expects population and employment growth to drive demand for several hundred thousand square feet of retail throughout the market area, including demand for general merchandise, dining, grocery, building materials, and other commercial needs.

However, the Riverfront is a unique location and has significant challenges and strengths for retail/commercial development. Challenges include the fact that it is not well-known or highly visible from any major roadway, except for the “pass-through” visibility from the Newberg-Dundee Bypass. Traffic volumes are low, and it is not a convenient location for most residents and employees, who are located to the north, or visitors/passers-by. Its natural market-area of nearby residents is today virtually non-existent. Even if the Riverfront were to build out rapidly, it would still struggle due to a 180-degree, rather than 360-degree, potential market area. It is a weak “convenience retail” location.

However, the Riverfront also has strengths including special views and high usage during warm-weather months, when residents and visitors use Rogers Landing in much greater numbers. This suggests that retail and commercial uses here are likely to be “destination” uses, trends that can be seen in all of the case studies described in the market analysis. Commercial tenants in this category include restaurants, wine-tasting and wine sales, unique Willamette Valley food growers and vendors, other food and beverage vendors (coffee, ice cream, bakeries), and outdoor recreation suppliers. Secondary commercial tenants can fill space alongside these “anchor” tenants.

LCG’s assessment is that 5,000 to 20,000 square feet of destination retail/commercial space is achievable in the medium term.

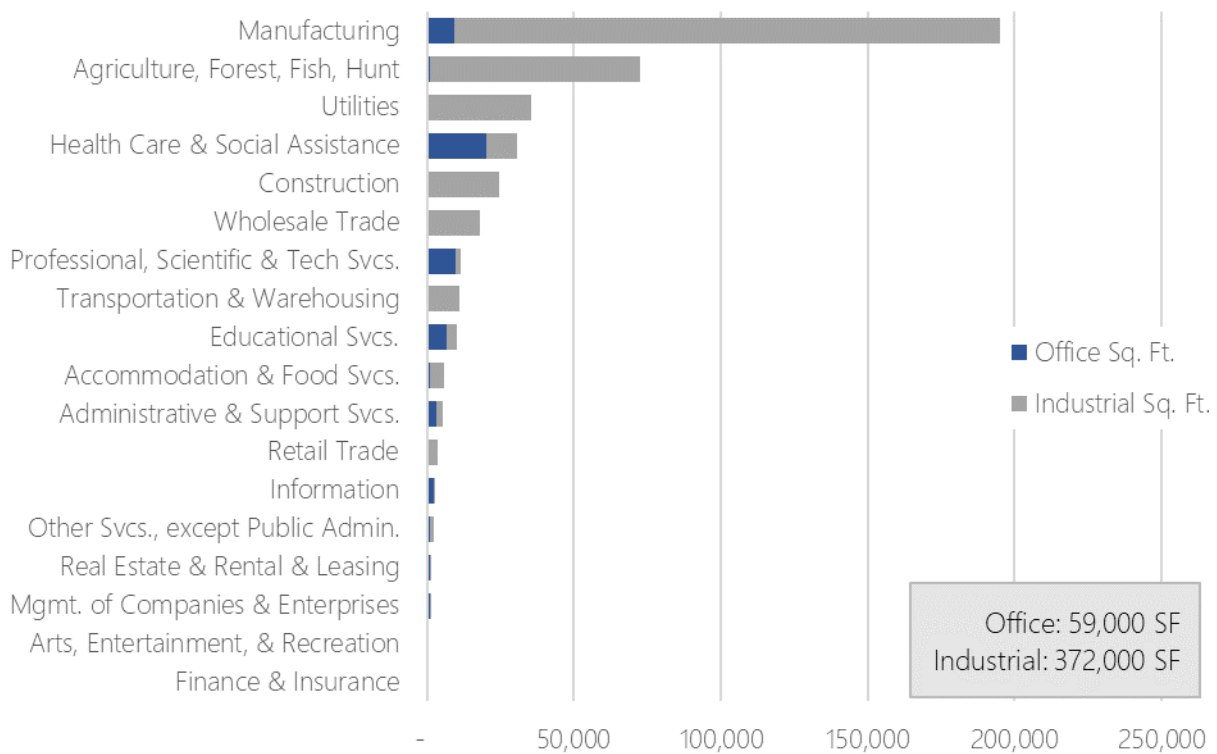


### Employment: Office and Industrial

The demand for new office and industrial space is more difficult to predict than the demand for housing. This is because, although employment growth has been strong in the market area over the past decade, very little office and industrial development has actually been built. In the past decade, 41,000 square feet of industrial development has been built, and no office development.

Figure ES-7 shows LCG’s projection for office and industrial development demand in the market area. This projection is based on State of Oregon job growth projections, and the amount of space needed for each employee. Industrial demand is expected to be significantly higher than office demand, with demand for manufacturing space leading all sectors. The manufacturing sector currently employs the most people in the market area, is projected to grow in the future, and typically requires relatively large amounts of space for each employee. Sources of office space demand include manufacturing, health care, professional services, and education.

**Figure ES-7. Office and Industrial Development, 10-Year Market Area Demand**



Source: Oregon Employment Department (QualityInfo.org).

### Office at the Riverfront

The dearth of new office development in the market area is an indication that office rents are generally too low to justify the high costs of new, high-quality, speculative office development. Therefore, *speculative* office development is likely to be minimal in the Riverfront area in the near and mid-term. It is possible that build-to-suit office development could be completed for one or more tenants looking for a special site and campus

environment, particularly on the WestRock campus. However, a majority of new office development built in the last decade has been in urban, mixed-use environments, close to Downtown Portland.

### **Industrial Development at the Riverfront**

Some or all of the WestRock site is likely to continue as an industrial facility. The center and eastern side of the WestRock site are the most likely areas to remain in industrial use due to valuable, in-place buildings and infrastructure (center), and land uses that will be difficult to reuse (e.g., lagoons).

The planning team should investigate the potential to transition some of the property and/or WestRock buildings to “commercial industrial,” “craft industrial,” and/or makers space. These are concepts that combine industrial production and/or warehousing, with some commercial element. One local example is a winery with a tasting room at front; others include furniture makers with a sales area. The best location for such commercial/industrial uses is at the west end of the WestRock site, planned in combination with the River Street Terminus subarea.

### **Lodging**

**Near Term.** Due to the area’s current industrial character, lack of commercial amenities on-site today, lack of major nearby employment clusters, and lack of visibility from major roadways, a hotel is not likely to be feasible in the near term.

**Long Term.** In the longer term, numerous amenities would improve prospects for hotel development, including: pedestrian and bicycle trails; additional parks, open spaces, and festival venues; restaurants and retail; wine tasting and wine-related uses; other residential and commercial development. The Riverfront will likely require a “destination hotel,” that is special and differentiated from the Hwy 99W hotels now in Newberg, and also has a higher price point in order to justify the higher level of amenities. Numerous cities have transitioned their waterfronts from industrial to mixed-use. The Hood River and Independence waterfronts are two local examples, and both include hotels. Hood River “set the stage” with restaurants, retail, office space, and an exceptional series of parks and open spaces. Therefore, if place making amenities are built, and commercial amenities added, a hotel could be feasible in the medium or long-term. The more that a hotel developer needs to create these amenities “from scratch,” the more difficult the economics will be.

### **Recreation and Open Space**

Real estate developers and commercial tenants place a high value on quality of place and special amenities such as views, open space, and riverfronts (although these amenities can also limit visibility and access to larger market areas). In particular, restaurants, destination retail, housing, and lodging tend to pay a particular premium for these amenities, as seen in waterfronts around the Pacific Northwest such as RiverPlace in Portland, the Mill District in Bend, and First Street in Corvallis.

Quality bike and pedestrian facilities are increasingly important. *Active Transportation and Real Estate*, a recent report by the Urban Land Institute (ULI), states that, “active transportation infrastructure can catalyze real estate development. Trails, bike lanes, and bicycle-sharing systems can improve pedestrian and bicyclist access to employment centers, recreational destinations, and public transit facilities, thereby enhancing the attractiveness of developments along active transportation corridors. In some cases, former industrial districts and towns outside urban cores have benefited from active transportation infrastructure due to improved walking and cycling connectivity.”

Therefore, LCG recommends that the City and its partners look to include pedestrian and bicycle paths, parks and open space, community event spaces, and related recreational opportunities at the Riverfront to the greatest extent feasible.

## Case Studies

LCG evaluated five case studies for this market analysis: Columbia Riverfront, Hood River, Oregon; Independence Landing, Independence, Oregon; Columbia Riverfront, Astoria, Oregon; Kendall Yards, Spokane, Washington; and Vintner's Village, Prosser, Washington. Some key takeaways of the case studies conducted for this market analysis are:

- **Employment and other uses can coexist.** The Hood River and Astoria riverfronts indicate that industry, employment, and other uses such as commercial, open space/recreation, and food and beverage, can coexist if all site users are respected, signage guides visitors away from private areas, and public spaces are thoughtfully designed. At the Hood River waterfront, industrial and retail uses have long been adjacent; now, reportedly, they will be accommodated in the same building.
- **Adaptive reuse.** As seen at the Astoria Riverfront, adaptive reuse is often a logical and cost-effective way to bring current modern commercial tenants to historic waterfronts. When done right, adaptive reuse is less expensive than new construction, and therefore enables new uses in markets where current rents cannot support the cost of new construction. While opportunities for adaptive reuse are limited at the Newberg Riverfront, reuse is certainly possible in some locations such as the WestRock warehouse, and some office buildings. Due to its size and height, however, the warehouse will require a very creative approach to renovation. Most tenants are small and will be overwhelmed by a five-acre building with almost no interior light. Future industrial or office users will probably look to repurpose and improve the office and other buildings near the center of the WestRock campus.
- **Housing is a key use at many waterfronts.** Multifamily and single-family development comprise the majority of development within the mixed-use projects at Kendall Yards and Independence, Oregon. Housing is integrated with retail/commercial, limited office, generous open spaces, and lodging (at Independence).

## Subareas

LCG has divided the Newberg Riverfront into five subareas, which are shown in the diagrams on following pages. Each of these subareas differs from the others in significant ways, including existing land use and transportation conditions; property ownership; parcel size; access and visibility; natural features including proximity to the Willamette River, slope, floodplain, soil and geotechnical conditions; and other features. These differences mean that the types of development that make sense in one area may not make sense in another.

The five subareas are the Existing Neighborhoods (between 9<sup>th</sup> Street and the Bypass); New Residential Areas (towards the western edge of the study area, both north and south of the Bypass); the Riverside, which includes property owned by Yamhill County, Hardrock Enterprises, the City of Newberg, and some sloped and wooded property owned by SP Fiber (WestRock) but not used for mill purposes; the River Street Terminus, comprised of multiple small properties near the southern end of River Street; and the WestRock Mill property.

## Preliminary Development Alternatives

Based on the market analysis and case studies summarized above, and input from stakeholders and the Riverfront consulting team, LCG has developed the three preliminary development alternatives that are summarized in this section.

These alternatives describe development *programs and concepts*, that is, the types and locations of land uses and new development that can help tap into the market and achieve Newberg's vision for the area. We provide three different development programs here because there is no single, predetermined way in which the Riverfront will develop in coming decades. In addition to market forces, City policy and the input of the community, property owners, developers, and other stakeholders all will have some influence on the plan and its implementation.

The alternatives are quantified here only to illustrate development potential – the numbers are secondary to the *strategy* for transforming the Newberg Riverfront. LCG and APG team recommend that City's strategy focus on a strong vision, identifying a range of potential uses in appropriate locations, planning and delivering needed infrastructure and amenities, and forging partnerships and identifying resources to implement the plan. The exact uses and amounts of development will play out over time, guided by the strategy and framework established in the Riverfront Master Plan.

The images below depict the rough size and locations of the preliminary development alternatives.

**Figure ES-8. Preliminary Development Alternative A**



Figure ES-9. Preliminary Development Alternative B

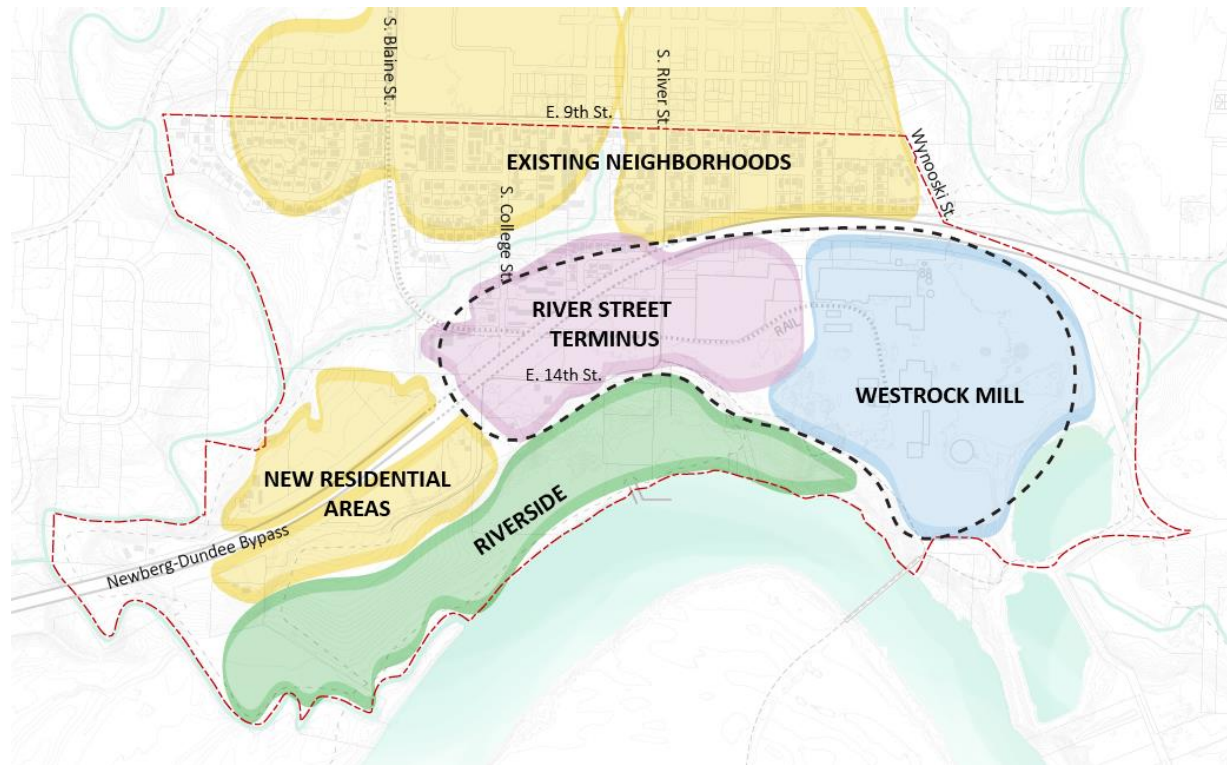


Figure ES-10. Preliminary Development Alternative C



### Existing Neighborhoods, New Residential, and Riverside Subareas

The future land use programs for three of the subareas are the same in all three development alternatives. These subareas are the Existing Neighborhoods, New Residential Areas, and Riverside.

The table below summarizes the current and future land use program for these subareas, which are described in greater detail following the table. The net area shown below is the total area within all properties/tax lots in the subarea and does not include roads, natural areas, or other undefined acreage outside of tax lots.

**Table ES-2. Subareas Summary: Existing Neighborhoods, New Residential, and Riverside**

Subarea Name	Net Area (Acres)	Current Land Uses / Program	Development Concepts and Future Program
Existing Neighborhoods	115	<ul style="list-style-type: none"> <li>• Approximate 665 housing units</li> <li>• Mix of single family and multifamily</li> <li>• Commercial node near Ninth and Willamette Streets</li> <li>• Ewing Young Park</li> <li>• Chehalem Creek</li> </ul>	<ul style="list-style-type: none"> <li>• Incremental change; the existing pattern of single and multifamily housing remains, along with some infill</li> <li>• Additional dwelling units on vacant and/or underutilized properties over the long term</li> <li>• Addition of a small amount (3,000 to 10,000 square feet) of neighborhood-serving retail near Ninth and Willamette/River Streets</li> </ul>
New Residential Areas	18	<ul style="list-style-type: none"> <li>• Agricultural (orchards), bisected by Bypass</li> </ul>	<ul style="list-style-type: none"> <li>• 130 to 150 single family homes</li> <li>• Local streets</li> <li>• Small neighborhood parks</li> </ul>
Riverside	95	<ul style="list-style-type: none"> <li>• Rogers Landing Park: Parking, boat launch, parking, riverfront open space.</li> <li>• Industrial uses (HardRock Enterprises)</li> <li>• County Landfill</li> </ul>	<ul style="list-style-type: none"> <li>• Current uses, and:</li> <li>• Pedestrian and bicycle pathways, potentially connecting several miles up- and down-stream</li> <li>• Additional parks</li> <li>• Enhanced natural areas</li> <li>• Community gathering spaces for events, including potential concert space/amphitheater</li> </ul>

**Existing Neighborhoods.** Newberg’s Existing Neighborhoods are largely built out, with a mix of single and multifamily homes, and the built form of the majority of this neighborhood is unlikely to change. Incremental change will come through the residential infill development of vacant lots; potentially addition of accessory dwelling units; and potentially some small-scale multifamily redevelopment (lot sizes are too small to accommodate larger-scale multifamily development). The City should consider anti-displacement strategies to ensure that current residents can remain in place as improvements to the area take place. This Plan will also evaluate the potential for road and infrastructure improvements, wayfinding and signage, lighting, and other improvements that will connect existing neighborhoods to new amenities along the River.

**New Residential Areas.** The New Residential Areas (which are orchards today) are already seeing development interest for new single-family residential neighborhoods. Developers are planning two subdivisions which will result in 130 to 150 single family housing units, plus neighborhood streets, and small, neighborhood-scale parks.

**Riverside.** This sloped and natural area is treasured by the Newberg community and unlikely to be developed because of issues relating to floodplain, slope, geotechnical (County Landfill), and property ownership; as well as the community's desire for open space. However, this area can be enhanced and can become more of an asset for the entire Riverfront. It could be the location of future pedestrian and bicycle paths, active and passive park space, an amphitheater, event and festival space, etc.

The waterfront should be accessible to the general public to the greatest extent possible. The Project for Public Spaces (PPS) suggest that waterfronts with continuous public access are significantly more popular than those where public space is interrupted. Even small stretches where the waterfront is unavailable to people can greatly diminish the experience. Access also means that people can actually interact with the water in numerous ways—from swimming and fishing, to picnicking dockside and feeding the ducks.<sup>1</sup> This will ensure the Newberg Riverfront is a destination that can catalyze greater use and private investment in surrounding subareas.

### **The River Street Terminus and WestRock Mill Subareas**

The Riverfront Vision and Goals statement calls for, “a mix of residences, public spaces, services, commerce, and industrial uses [that] will tie together through great design, creating a unique, mixed use setting on the Willamette River,” and “a mix of uses that seamlessly integrates residential, commercial, and industrial development while preserving natural spaces.”

The three development alternatives (A, B, and C) shown below, together with development concepts described above, provide different approaches to achieving the vision. Alternatives A, B, and C explore how redevelopment of the River Street Terminus and portions of the WestRock subareas could be integrated to establish a focal point and opportunity area. The key variables are how much of the WestRock Mill property would redevelop and what uses would be located there. Moving from alternative A to C, the amount of area in the River Street Terminus increases, while the WestRock Mill subarea decreases.

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<sup>1</sup> <https://www.pps.org/article/stepstocreatingagreatwaterfront>

**Table ES-3. Summary of Development Alternatives – River Street Terminus and WestRock Mill Subareas**

Development Alternative	Area (Acres) by Subarea				
	Existing Neighborhoods	New Residential Areas	Riverfront	River Street Terminus	West Rock Mill
<b>A</b>	115	18	95	8	133
<b>B</b>	115	18	95	20	120
<b>C</b>	115	18	95	90	50

Primary Land Uses	Residential	Residential	Open Space Recreation	Retail Craft Industrial Office/Campus/Institutional Housing Lodging	Industrial Office/Campus/Institutional
	Large Orange Circle	Small Yellow Circle	Large Green Circle	Small Red Circle	Large Blue Circle
	Large Orange Circle	Small Yellow Circle	Large Green Circle	Small Red Circle	Large Blue Circle
	Large Orange Circle	Small Yellow Circle	Large Green Circle	Large Red Circle	Small Blue Circle

Source: Leland Consulting Group.

The **River Street Terminus** is envisioned as an active area that provides Newberg residents and visitors with a wide range of uses—including food and beverage (e.g. wine tasting), destination retail, general commercial, “craft industrial,” (e.g. small-scale wine production or makers space), housing, office, and lodging—and opportunities to socialize, shop, and conduct business, with views of the Willamette River, and easy pedestrian, bicycle, and auto access to the riverfront itself, downtown, and rest of Newberg. The Hood River, Independence, Astoria, and Kendall Yards (Spokane) waterfronts are examples of the potential River Street use mix and development concept. As one of the main thoroughfares that connects the Riverside area to downtown Newberg, River Street and the Terminus area is a key connection and natural activity center for the study area.



**The WestRock Mill subarea** is envisioned to accommodate industrial, office, campus/institutional (e.g. hospital, community college, major employer), potentially “craft industrial,” (e.g. small-scale wine production or makers space), and potentially other related employment uses. It is an employment subarea.

Some or all of the subarea is likely to remain industrial. The central and eastern parts of the site are the most likely to remain industrial, due to valuable, in-place buildings and infrastructure, and land uses that will be difficult to reuse (e.g., lagoons). There are also significant water rights associated with the property, which may be valuable to industrial users.

**Alternative A** envisions a 5 to 10-acre (8 acres is assumed here), mixed-use River Street Terminus node located entirely west of River Street (and south of the Bypass). Uses would be destination retail and a small amount (15-20 units) of housing. The 130+ acres to the east remain in industrial/ employment uses.

**Alternative B** envisions a 10 to 30-acre (20 acres is assumed here), mixed-use River Street Terminus node that includes the areas west of River Street, and also the areas west of the Pacific Street alignment, including the current WestRock warehouse. This larger area would allow destination retail, craft industrial, some office/institutional, and about 50 units of housing. The warehouse could be renovated/adaptively reused as office, institutional, craft industrial, or retail, or demolished and redeveloped. The 120+ acres to the east remain in industrial/employment uses.

**Alternative C** envisions a significant expansion of the River Street Terminus – to the WestRock property’s primary north-south road, or potentially further. With this larger amount of land, the River Street program can include all uses in Alternative B (including significantly expanded office/campus/institutional and housing components), and a hotel.

## Development Programs

The estimated land use mix, gross and net areas, floor area ratios, residential densities (dwelling units per acre) and other metrics for the WestRock and River Street Terminus subareas are shown below for reference. As noted above, the alternatives are quantified here only to illustrate development potential – the numbers are secondary to the *strategy* for transforming the Newberg Riverfront. In all cases, LCG has made a 50% reduction when transferring from gross area to net buildable area, in order to take into account many areas on the WestRock site that are likely unbuildable today and in the future, including ponds, some structures, steeply sloped land, future roads, and other unbuildable lands.

## Employment Demand and Development Alternatives

The WestRock site/subarea is large: about 130 gross acres today located within the UGB. This amount of land is likely to take a long time to absorb and develop or redevelop. Land uses with high levels of demand will be able to absorb this land more quickly; and faster development is typically associated with greater levels of profitability/feasibility for developers.

Based on past data and future forecasts, the Newberg industrial market appears to be considerably stronger than the office market. LCG estimates that the WestRock site could capture between 87 and 33 percent of all industrial development in the market area over the next 20 years. This is a high capture rate and suggests that buildout will take longer than 20-years. The parking lot at the site’s northeast edge alone is more than 60 acres and could accommodate several hundred thousand square feet of industrial development. The Newberg office market has been slower than the industrial market. LCG estimates that the WestRock site could easily

accommodate all office demand in the market area over a 20-year period, under Alternatives A and B. This also suggests a buildout of over 20 years.

### Mixed Use Demand and Development Alternatives

LCG estimates the River Street Terminus' capture rate of retail uses to be very small. Most retail in the market area will be built in the Hwy 99W corridor and in central Newberg and Dundee. The +/- 30,000 square feet of destination retail proposed here should be slowly built-out and will need to succeed based on its ability to attract locals and visitors, capitalize on riverfront views and access, and quality products and services that compel people to go out of their way to dine and shop here.

**Table ES-4. WestRock Mill Programs**

<b>A</b>						
Employment Area (Acres)	130	-	135			
<b>Land Use</b>	<b>Use Mix</b>	<b>Gross Area (Acres)</b>	<b>Net Area (Acres)</b>	<b>FAR</b>	<b>Square Feet</b>	<b>Market Capture (20 Year)</b>
Industrial	90%	119	59	0.25	646,714	87%
Office/Institutional	10%	14	7	0.70	209,296	177%
<b>Total</b>		<b>133</b>	<b>66</b>		856,010	
<b>B</b>						
Employment Area (Acres)	110	-	130			
<b>Land Use</b>	<b>Use Mix</b>	<b>Gross Area (Acres)</b>	<b>Net Area (Acres)</b>	<b>FAR</b>	<b>Square Feet</b>	<b>Market Capture (20 Year)</b>
Industrial	90%	108	54	0.25	585,703	79%
Office/Institutional	10%	12	6	0.70	189,551	161%
<b>Total</b>		<b>120</b>	<b>60</b>		775,254	
<b>C</b>						
Employment Area (Acres)	20	-	80			
<b>Land Use</b>	<b>Use Mix</b>	<b>Gross Area (Acres)</b>	<b>Net Area (Acres)</b>	<b>FAR</b>	<b>Square Feet</b>	<b>Market Capture (20 Year)</b>
Industrial	90%	45	22	0.25	244,043	33%
Office/Institutional	10%	5	3	0.70	78,980	67%
<b>Total</b>		<b>50</b>	<b>25</b>		323,023	

Gross to Net deduction for ROW, ponds, structures, and other unbuildable lands: 50%

LCG has projected demand for 1,960 housing units over 10 years (or 3,920 units over 20 years). Alternatives A through C therefore assume a 0 to 8% housing capture rate. This should be easy to achieve. A critical unknown is the level of environmental contamination on the WestRock site and the degree to which this would preclude single-family residential development. On the one hand, we know that housing has been developed at other industrial sites (including Independence Landing and Kendall Yards; and projects such as The Cove in Oregon City). On the other hand, environmental contamination can impose high remediation costs, and therefore preclude residential development in some cases. WestRock has not provided site-specific environmental analyses to the City or LCG. The concept of housing in the WestRock subarea, even in small amounts, is noted here based primarily on strong market demand. The City should examine the potential for housing from a policy perspective (what type of housing is needed for Newberg and whether this the right location), and, from an urban design perspective (the pros and cons for creating a walkable and desirable place to live). The policy discussion, and the urban design study, will occur as part of the Riverfront Master Plan process.

**Table ES-5. River Street Terminus Programs**

<b>A</b>							
River Street Terminus (Acres)	5	-	10				
<b>Land Use</b>	<b>Use Mix</b>	<b>Gross Area (Acres)</b>	<b>Net Area (Acres)</b>	<b>Density</b>		<b>Area SF or Dus</b>	
Destination Retail	60%	4.5	2.3	0.30	FAR	29,403	SF
Craft Industrial	0%	-	-	0.40	FAR	-	SF
Office/Campus/Institutional	0%	-	-	0.60	FAR	-	SF
Housing	40%	3.0	1.5	12	Du/Ac.	18	Dus
Lodging	0%	-	-	50	Rooms/Ac.	-	Rooms
<b>Total</b>	<b>100%</b>	<b>7.5</b>	<b>3.8</b>			47,403	SF
<b>B</b>							
River Street Terminus (Acres)	10	-	30				
<b>Land Use</b>	<b>Use Mix</b>	<b>Gross Area (Acres)</b>	<b>Net Area (Acres)</b>	<b>Density</b>		<b>Area SF or Dus</b>	
Destination Retail	20%	4.0	2.0	0.30	FAR	26,136	SF
Craft Industrial	10%	2.0	1.0	0.40	FAR	17,424	SF
Office/Campus/Institutional	30%	6.0	3.0	0.60	FAR	78,408	SF
Housing	40%	8.0	4.0	12	Du/Ac.	48	Dus
Lodging	0%	-	-	50	Rooms/Ac.	-	Rooms
<b>Total</b>	<b>100%</b>	<b>20.0</b>	<b>10.0</b>			169,968	SF
<b>C</b>							
River Street Terminus (Acres)	60	-	120				
<b>Land Use</b>	<b>Use Mix</b>	<b>Gross Area (Acres)</b>	<b>Net Area (Acres)</b>	<b>Density</b>		<b>Area SF or Dus</b>	
Destination Retail	6%	5.4	2.7	0.30	FAR	35,284	SF
Craft Industrial	5%	4.5	2.3	0.40	FAR	39,204	SF
Office/Campus/Institutional	25%	22.5	11.3	0.60	FAR	294,030	SF
Housing	58%	52.2	26.1	12	Du/Ac.	313	Dus
Lodging	6%	5.4	2.7	50	Rooms/Ac.	135	Rooms
<b>Total</b>	<b>100%</b>	<b>90.0</b>	<b>45.0</b>			769,468	SF

Gross to Net deduction for ROW, ponds, structures, and other unbuildable lands: 50%