

## Citizens Advisory Committee Meeting #3

**November 6, 2018, 6pm-8pm**

*Newberg Library (503 E Hancock St)*

### 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*
- d. Review of July 23 and August 23 CAC Meeting Minutes – *Cheryl Caines, City of Newberg*

### 2. Introduction to Draft Alternatives (90 minutes)

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*This is an action item for the Committee. Please review the draft materials in the packet. Following discussion, facilitator Joe Dills will ask the group for likes, dislikes, and preferencing of alternatives.*

- a. Common elements
- b. Alternatives
- c. High-level implementation concepts

### 3. Introduction to Infrastructure and Incremental Implementation Strategy

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*This is an informational item for the Committee. It will be a brief introduction to materials in Technical Memorandum 4 and Technical Memorandum 5, and an opportunity for committee members to provide comment or direction.*

- a. TM4 – Infrastructure Needs – *Andrew Parish, APG and Brett Musick, City of Newberg*
- b. TM5 – Incremental Implementation Strategy – *Brian Vanneman, LCG*

### 5. Public Comment (15 minutes)

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### 6. Next Steps (5 minutes)

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*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*

10/30/18

**To:** Newberg Riverfront Master Plan Citizens Advisory Committee and Technical Advisory Committee

**From:** Andrew Parish, APG  
Ken Pirie and Moran Maiolie, Walker Macy

**Re:** Technical Memorandum #3 – Land Use Alternatives

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## INTRODUCTION

This memorandum describes three alternatives for the land uses within the Newberg Riverfront Master Plan Area (“Riverfront Area”), which are integrated with concepts for transportation and open space. The alternatives are based on assessments of the Riverfront Area’s opportunities and constraints as documented in previous memoranda, reports, and presentations<sup>1</sup>, as well as feedback received during the August 23<sup>rd</sup> Open House and subsequent Online Open House. This memorandum also describes initial zoning code and design concepts to implement the plan and vision for Newberg’s Riverfront Area.

The three alternatives consist of “framework plans” that describe the related systems of land use, transportation, open space, and infrastructure that will work together to create a cohesive, viable, and livable Riverfront Area.

Two other draft implementation evaluations are also underway:

- Technical Memorandum 4 describes infrastructure considerations for the Riverfront Area
- Technical Memorandum 5 outlines a draft “incremental implementation strategy” of the capital improvements and other actions to implement the plan

The above-listed materials will be evaluated by the Riverfront Master Plan Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC) and presented to the public via an in-person and on-line open house, tentatively scheduled for December 2018. Based on the input received, a draft plan and set of implementation memoranda will be prepared for review.

## LAND USE ALTERNATIVES

### The Riverfront Area

The Riverfront Area is shown in Figure 1 and Figure 2 below. It is generally defined as the land within the Newberg Urban Growth Boundary (UGB) south of East Ninth Street. This area contains a mix of existing

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<sup>1</sup> Available on the Project Website at <https://www.newbergoregon.gov/planning/page/riverfront-master-plan-0>



neighborhoods, parks and natural areas, a small amount of buildable vacant land, and the roughly 115-acre Westrock Mill Site. The land use alternatives differ primarily in the use of this large industrial site – whether it remains entirely in industrial use or whether some portion becomes available over time for non-industrial uses.

Figure 1. Study Area and Regional Context

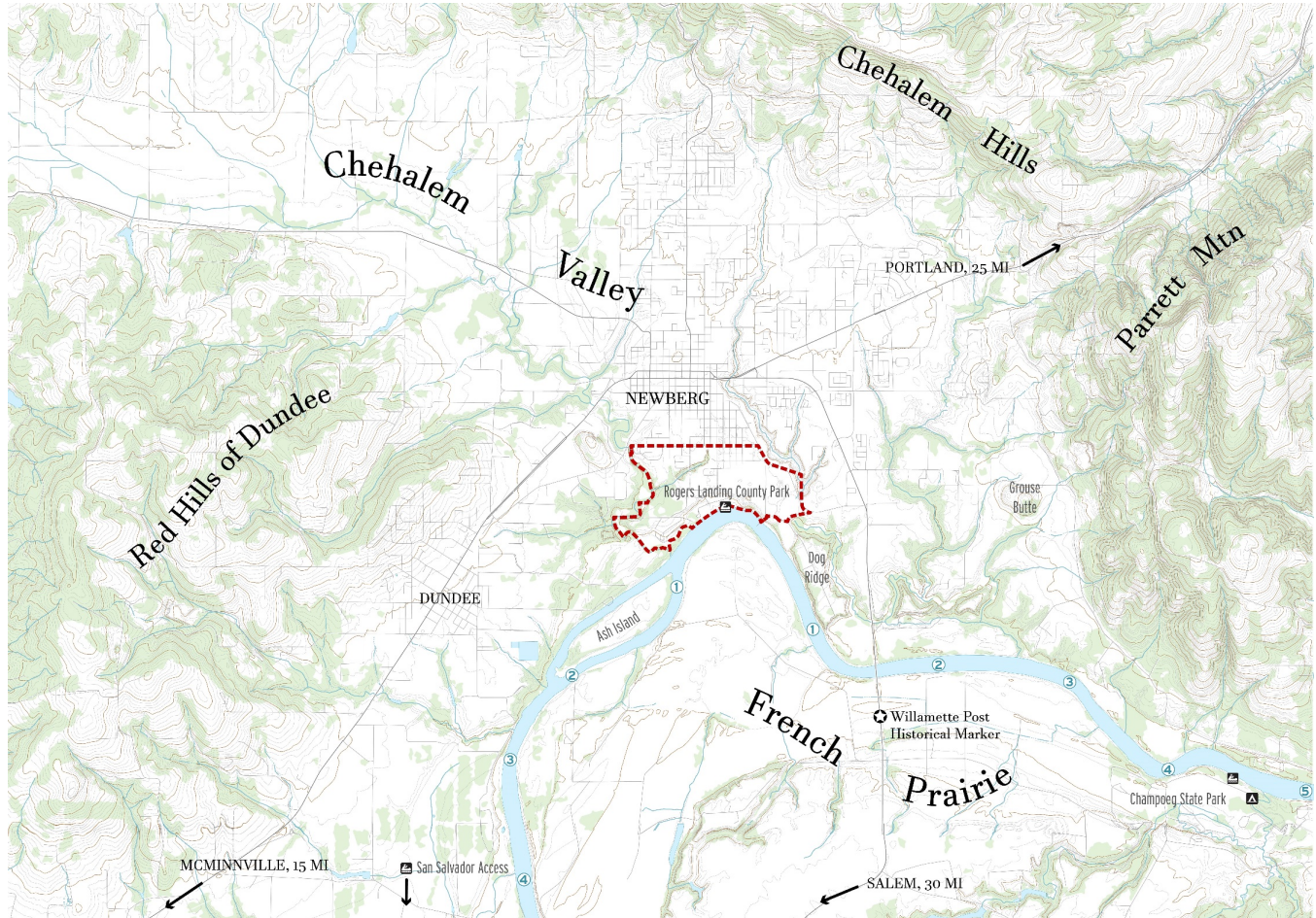


Figure 2. Riverfront Area Map



**Newberg Riverfront Master Plan Update**

**Project Study Area**

-  Project Study Area
-  Urban Growth Boundary (UGB)
-  City Limits

Revised 10/22/2018  
 Disclaimer:  
 This map is intended for informational purposes only.  
 Metadata available upon request.

**Common Elements to All Alternatives**

Descriptions in the following sections focus on the differences between alternatives A, B, and C, but they all contain the following common elements.

**Foundational Elements**

The following items make up the foundational, directive components of all plan alternatives. Figure 3 shows the essence of these elements in what is sometimes called a “noble” or “parti” diagram.

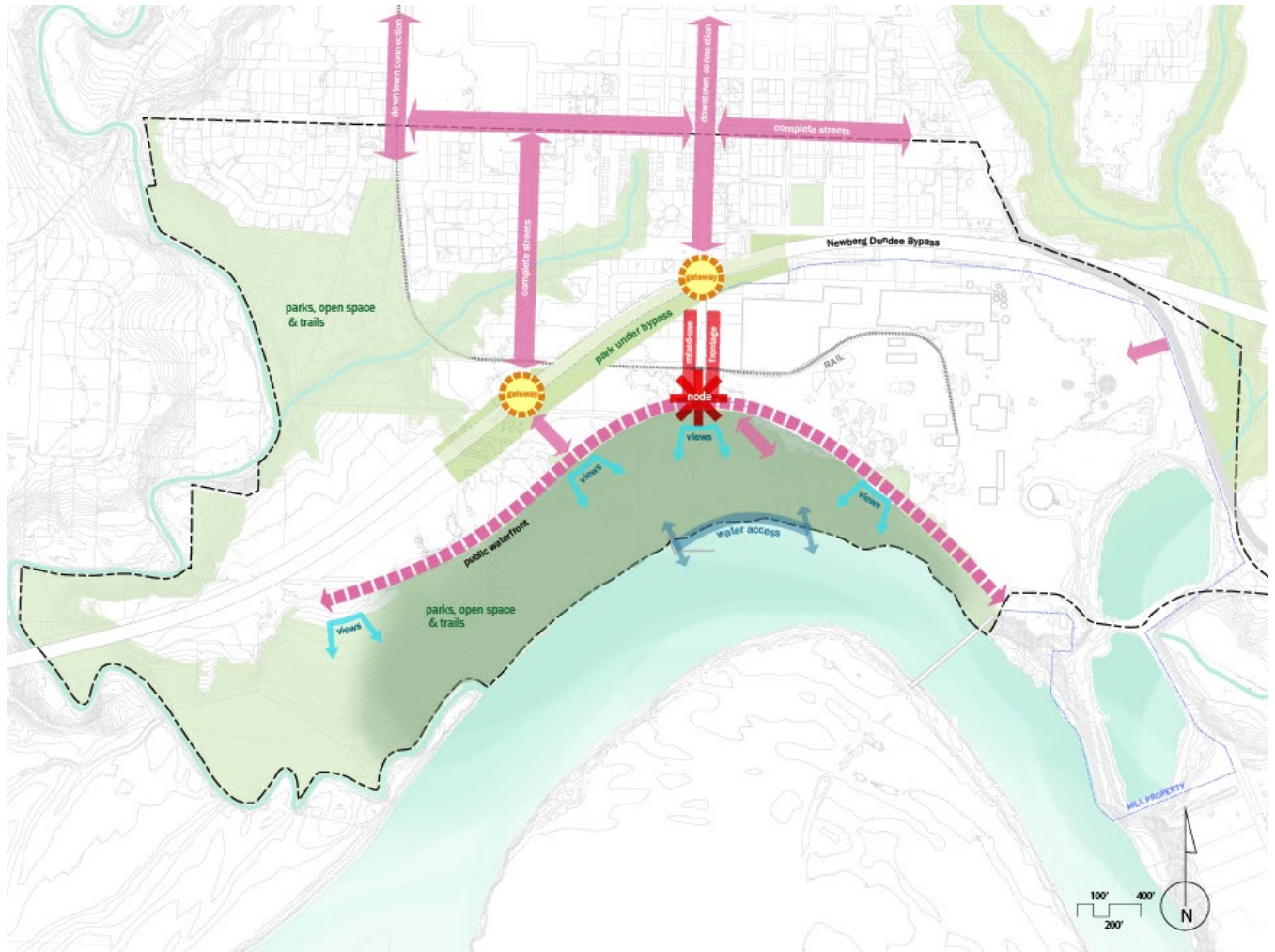
**Connections to the river.** The basis for each of these alternatives is a strengthened connection between the City of Newberg and the Willamette River, both by providing greater access for Newberg residents to the river, as well as bringing water-related activity and users into the City itself.

**Gateways.** S College Street and S River Street are important connections between the City of Newberg and the Riverfront Area. In all alternatives, gateway features are proposed where these streets cross under the Newberg –Dundee Bypass, to signal a transition and to welcome visitors and residents to the area.



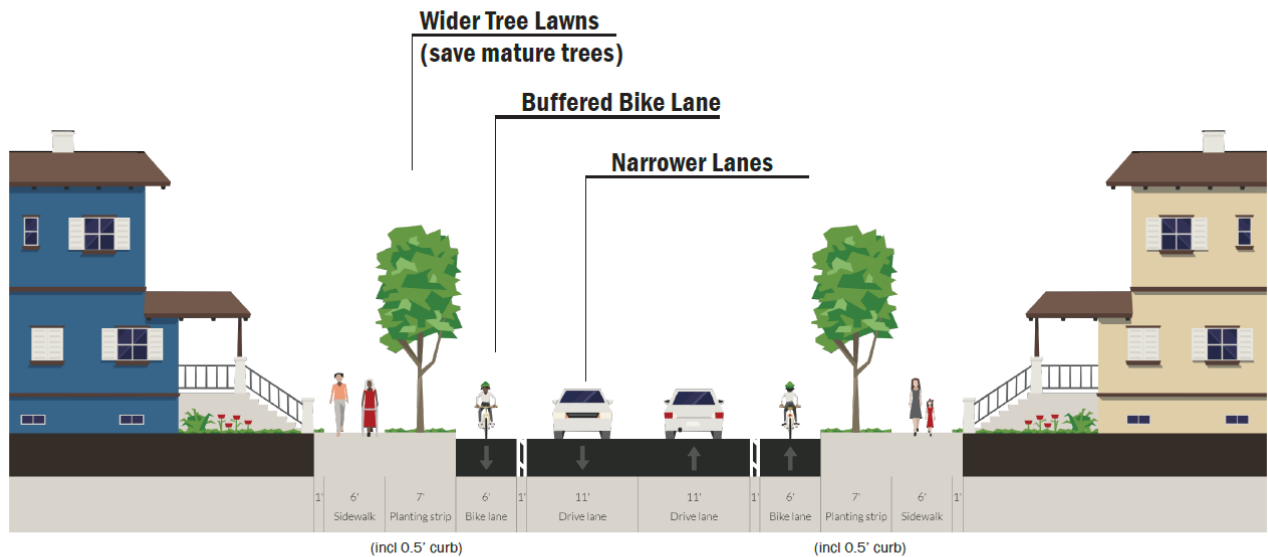
**Streetscape Improvements in South Newberg.** As documented in the Existing and Planned Conditions presentation, the neighborhoods of South Newberg have many areas with sub-standard roadways, a lack of ADA curb ramps, and poor bicycle infrastructure. Though the specifics have yet to be determined, it is the intent of this master plan that development in the Riverfront Area help improve infrastructure of existing neighborhoods. For more details, see Technical Memorandum 5 – Incremental Implementation Strategy.

Figure 3. Foundational Elements of the Riverfront Master Plan



**S River Street.** As a primary connection between the Riverfront Area and Downtown Newberg, S River Street plays an important role in all alternatives. A set of concepts for S River Street are included as Appendix A of this report. One diagram is included in Figure 4.

Figure 4. Concept for River Street, North of Newberg-Dundee Bypass



**RIVER STREET NORTH OF BYPASS PROPOSED SECTION (looking north): 64' ROW**

### Local and Regional Trails

New trails have been the most desired feature of the Riverfront Plan in public outreach to date. A network of trails throughout the Riverfront Area, connecting to parks in Newberg and to other destinations in the City and region, are proposed. These trails are a combination of those adopted in the Chehalem Park & Recreation District’s long-range plans and new ideas that have been identified in the Riverfront planning process. These trails are shown on Figure 5, and general cross sections of the different types of trails are shown in Figure 6.

“Water Trails,” or marked routes on navigable waterways for recreational use, are also a great opportunity for the Newberg Riverfront. Single- or multi-day trips along the Willamette River are a popular activity, and may become more popular if the locks at Willamette Falls re-open. Figure 7 shows the distance from the Riverfront to other sites and amenities along the Willamette River.

Figure 5. Riverfront Area Trails Diagram

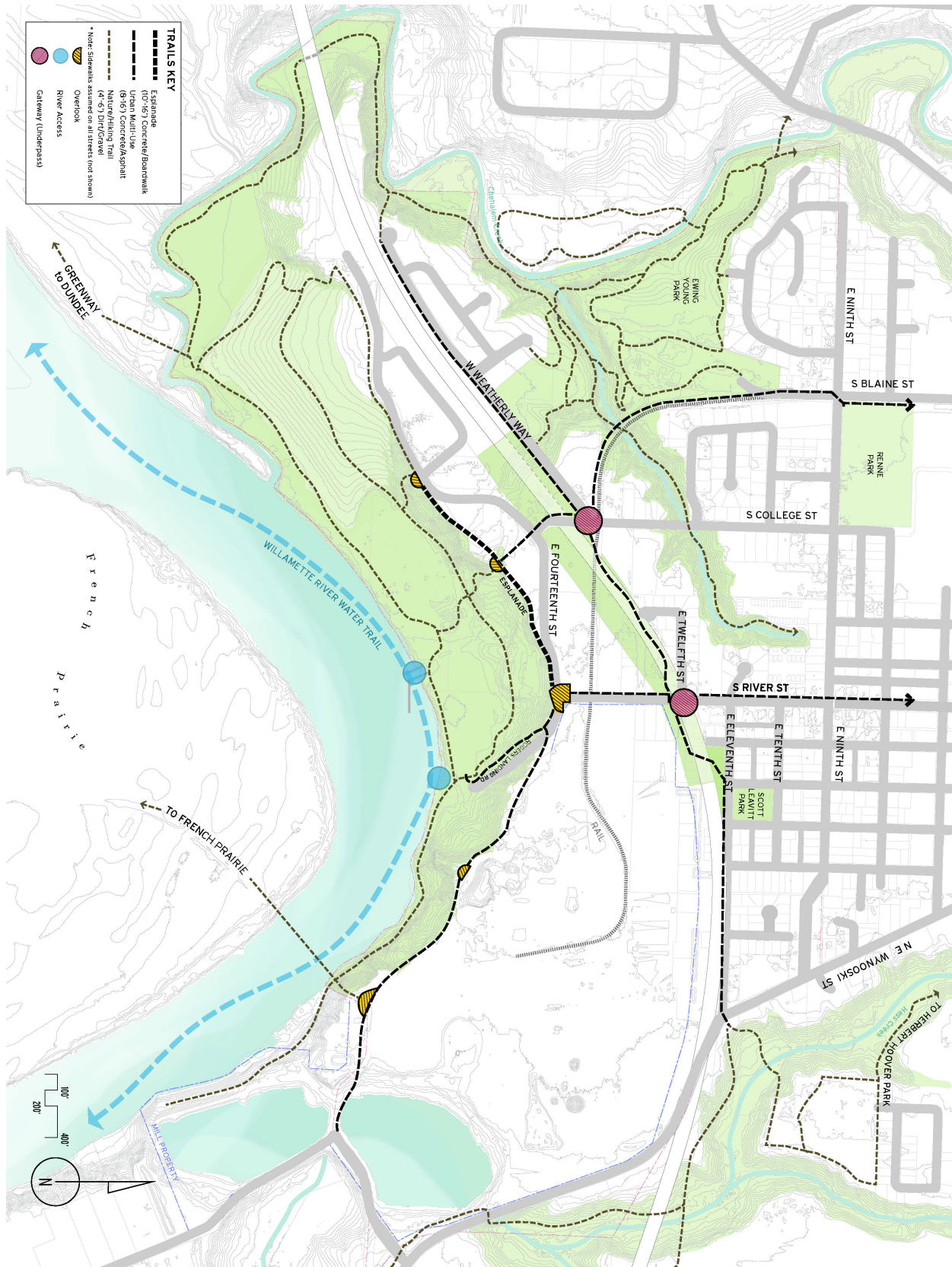


Figure 6. General Trail Cross-Sections

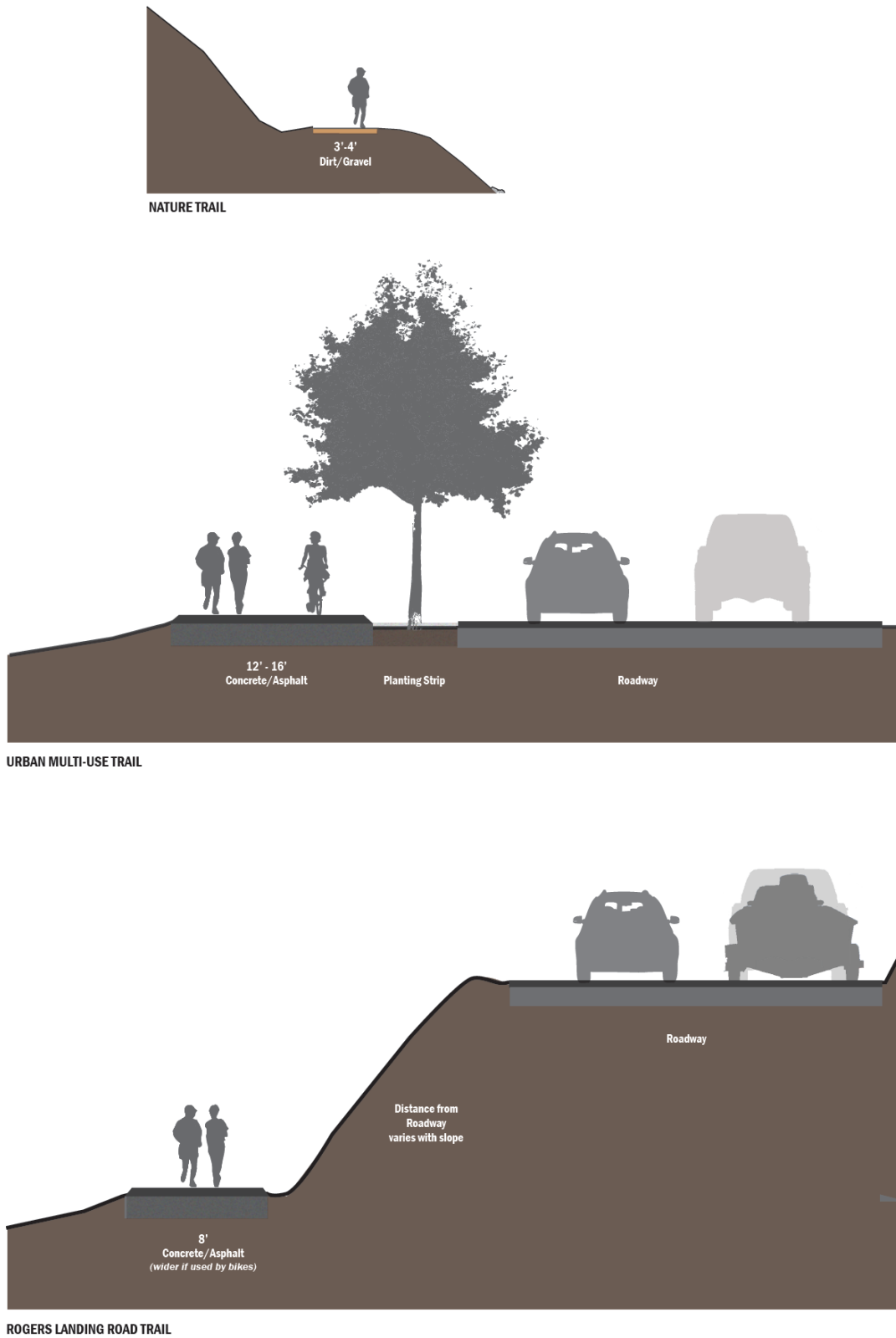
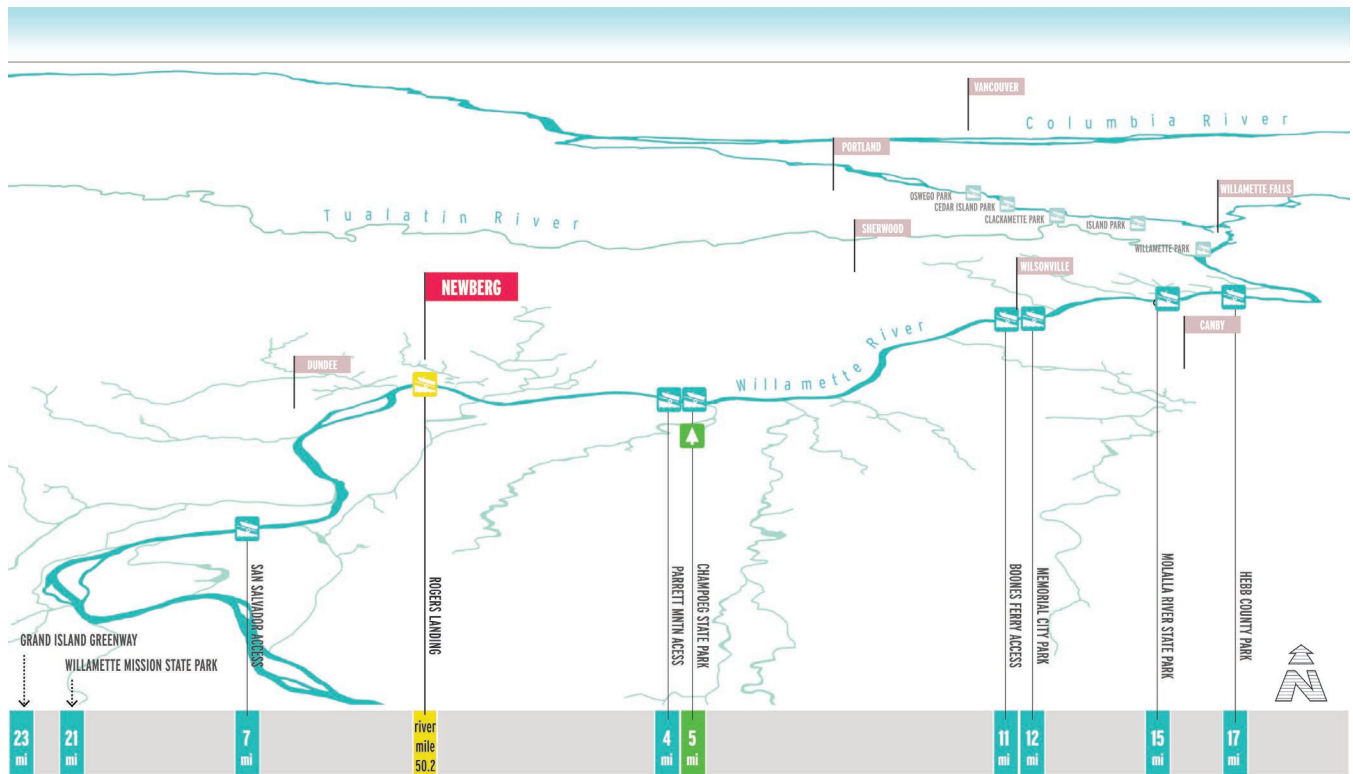




Figure 7. Distance to other sites along the Willamette River

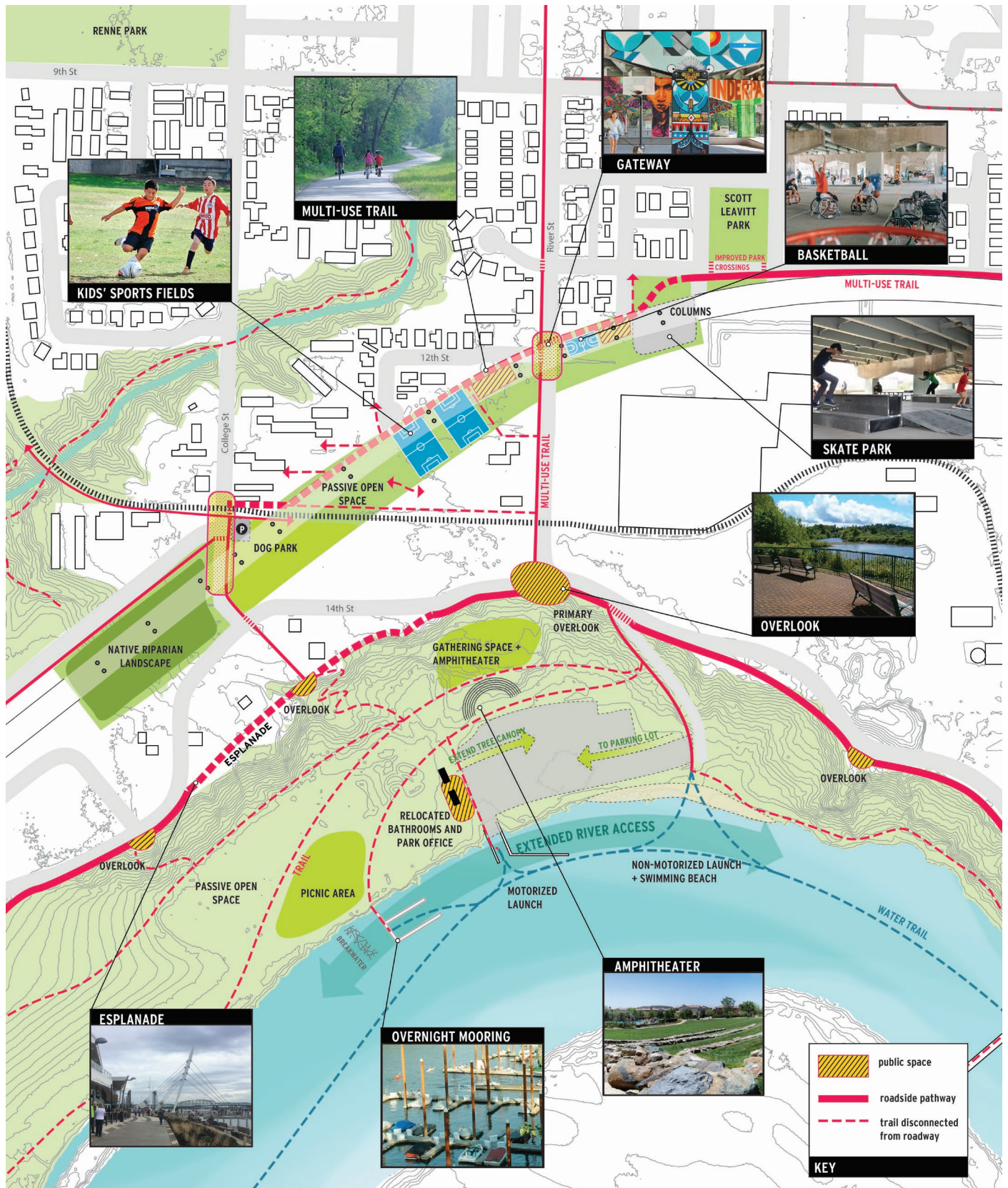


### Signature Parks

**Riverfront Park.** Roger’s Landing, and the open spaces adjacent to it, have the potential to be a signature greenspace along the Willamette River and asset to adjacent development. All alternatives show improvements to the riverfront in the vicinity of Rogers Landing. The specific design of the park will be a joint effort between the City, property owners at the riverfront, the Chehalum Park & Recreation District, and the broader community – guided by the Riverfront Master Plan. Specific park improvements associated with each alternative are described in later sections.

**Underpass Park.** The area generally between S River Street and S College Street beneath the Newberg-Dundee Bypass is an opportunity for a vibrant, active attraction that provides a transition between existing neighborhoods and the Riverfront. A bypass park is identified in all alternatives to make use of this unique space. Figure 8 depicts concepts for this park.

Figure 8. Concepts for Underpass Park and Gateways





## Land Use Designations

In the descriptions of these three alternatives, both existing land use designations and ideas for new designations are used. They are described briefly here, and more detailed options for how new designations are implemented are discussed in the Code and Design options portion of this memorandum.

### *Existing Designations*

- Residential Medium Density (R-2). Most residential land within the study area today has a designation of R-2, intended to “provide a wide range of dwelling types and styles at an average overall density of nine units per gross buildable acre in the district.” (15.302.032.B).
- Residential High-Density (R-3). Portions of the study area with frontage on E Ninth Street have a designation of R-3, which is intended to “provide multifamily dwellings of different types and styles at an average overall density of 16.5 units per gross buildable acre in the district.” (15.302.032.C)
- Industrial. Land shown as “Industrial” is generally consistent with the City’s M-2 and M-3 district, which are “intended to create, preserve and enhance areas containing a wide range of manufacturing and related establishments and is typically appropriate to areas providing a wide variety of sites with good rail or highway access.” (15.302.032.K)

### *New Ideas*

- Mixed Commercial. All alternatives include a “Mixed Commercial” designation, which is intended to provide opportunity for commercial uses as well as limited light industrial and housing.
- Mixed Employment. Alternatives B and C show a “Mixed Employment” designation, which is intended to provide a mix of light industrial and commercial uses without housing.
- Affordable Housing. Alternative C shows an explicit affordable housing component, which has several options for implementation discussed in that section.

### *Industrial and Other Employment Uses.*

All alternatives have some industrial and employment use on the WestRock Mill site, though they differ in the amount and arrangement of these uses. The City is evaluating its land needs citywide as part of its Urban Growth Boundary process. Consistent with discussions and findings in that process, the WestRock site is addressed as an important supply of employment land in the alternatives.

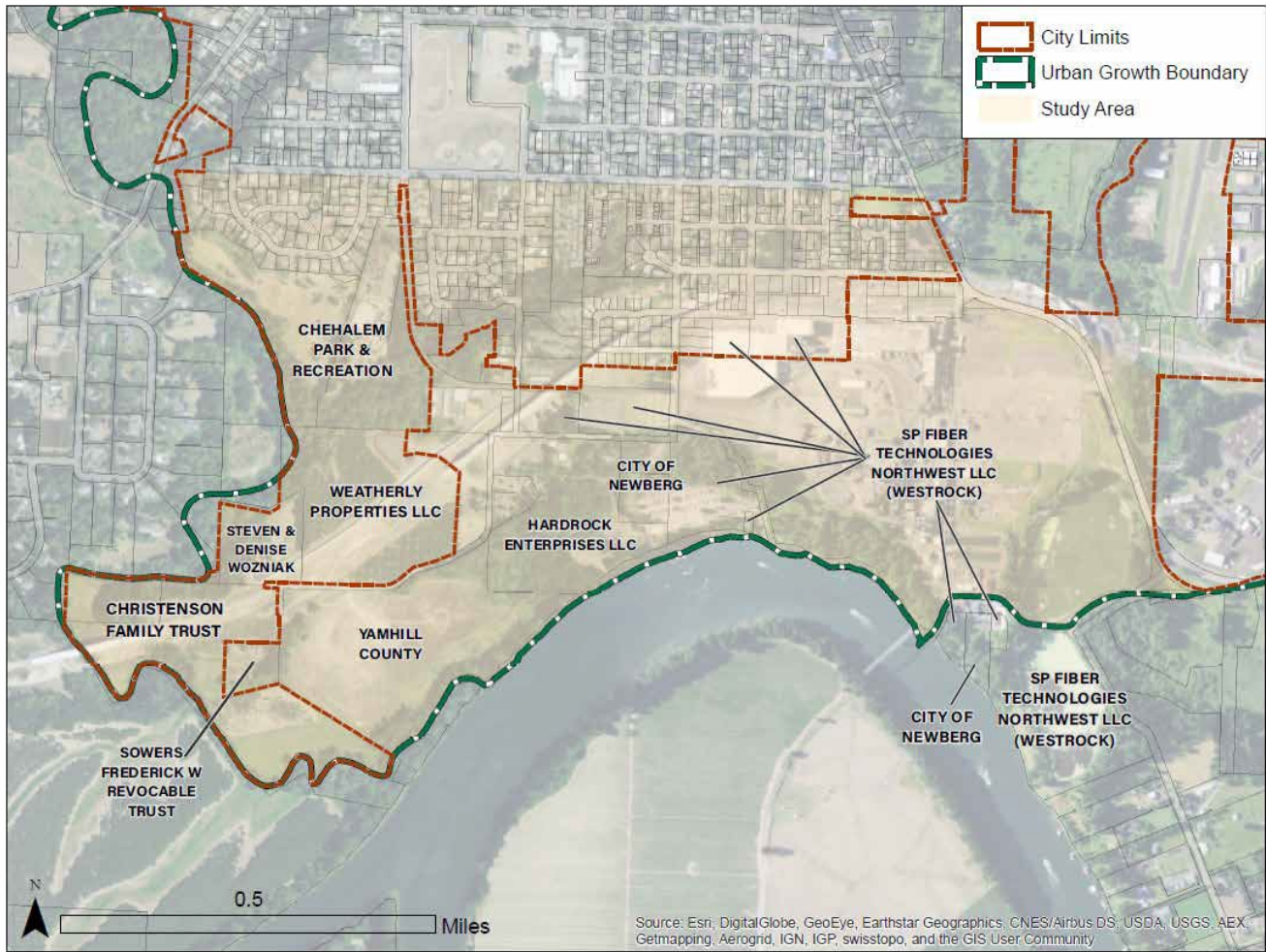
### *Residential Capacity*

Tables describing the estimated residential capacity of all three alternatives are included as Appendix B.

### *Property Ownership*

Figure 9 depicts major property ownerships in the Riverfront Area, which will be useful as a reference for the three alternatives presented in the next section.

Figure 9. Property Ownership in the Riverfront Area

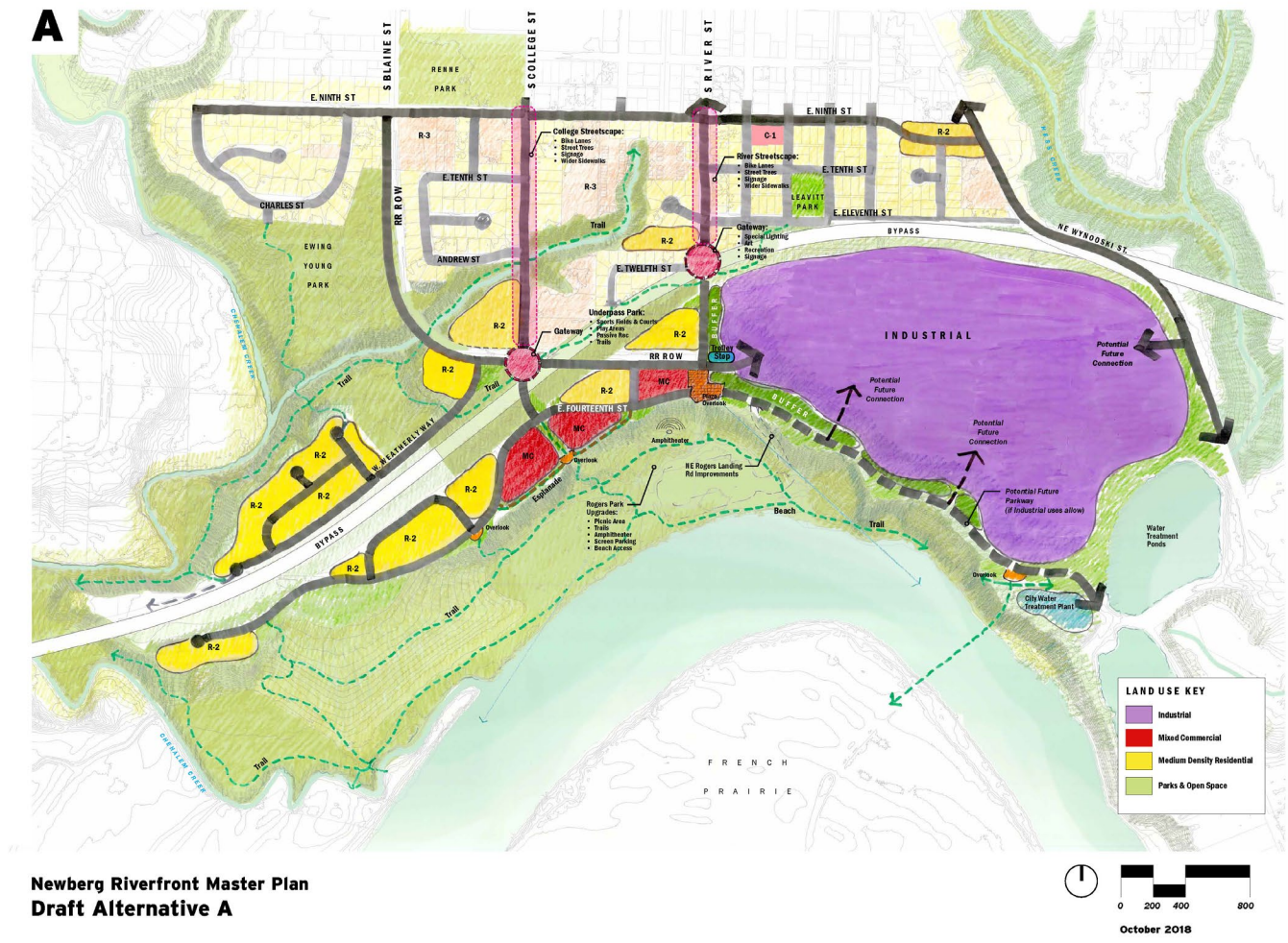


## Alternative A

### Introduction

Alternative A describes the Riverfront Area in a way that is largely consistent with the 2002 Riverfront Master Plan, with new ideas added. This option keeps the entire WestRock site east of S River Street in its current industrial designation. A new mixed use node is created at the northwestern corner of S River Street and E Fourteenth Street, with scenic views and greatly improved access to the Riverfront Area itself. The Baker Rock property (shown as “Hardrock Enterprises” on Figure 9) and the parcel at the intersection of South River Street and East 14<sup>th</sup> Street, which currently have a comprehensive plan designation of Commercial/Riverfront, are shown as “Mixed Commercial” to create the potential for a mix of uses on the property. The other residentially-designated properties north and south of the Newberg – Dundee Bypass would retain the current residential zoning.

Figure 10. Alternative A Combined Framework



### Parks & Open Space Framework

Alternative A contains the following distinguishing parks and open space features:



### **Riverfront Park**

- An amphitheater is located at Rogers Landing, near the terminus of S River Street. As a use that draws many people to one location, an amphitheater would help create a node of activity and may support commercial businesses in the vicinity.
- Trails and passive open space are located on the western portion of the Riverfront Park, including on the landfill site. Limited parking availability and a lack of roadway connectivity are challenges to a more active use in the western portion of the park.

### **Underpass Park**

A park along the elevated portion of the Newberg-Dundee Bypass is recommended, as described earlier in the “Common Elements” portion of this memorandum.

### **Riverfront Parkway**

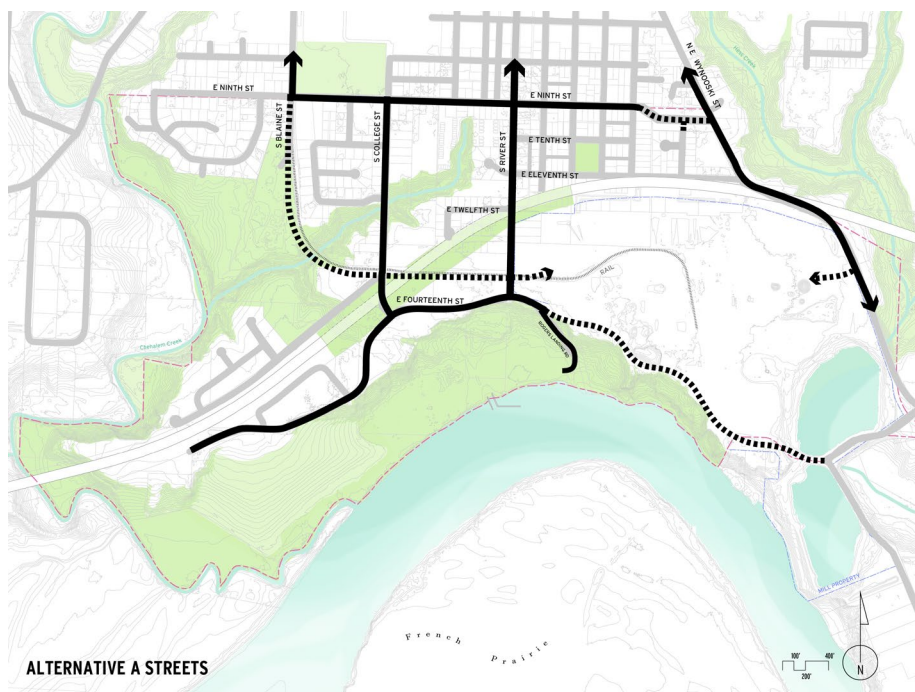
This parkway is anticipated as a combination of on-street sidewalk and off-street path, interspersed with several overlook locations. Through the Baker Rock property in Alternative A, this parkway is a pedestrian esplanade south of E Fourteenth Street.

## **Transportation Framework**

The transportation framework for Alternative A is shown in Figure 11 below. Notable features include:

- Primary North-South Connections of S Blaine, S College, S River, and S Wyooski. S College and S River are priorities for streetscape improvements, as they join gateway features beneath the bypass.
- Extension of S Blaine alongside the existing rail right-of-way and connecting through the WestRock Mill site between S River and NE Wyooski.
- Extension of Et Fourteenth Street along the southern portion of the WestRock Mill site, connecting to NE Dog Ridge Road.

Figure 11. Alternative A Transportation Framework



### Implementation Concepts and Additional Information

Major implementation concepts for all alternatives are discussed in Technical Memorandum 5 – Incremental Implementation Strategy. Notable implementation concepts and other information specific to Alternative A include:

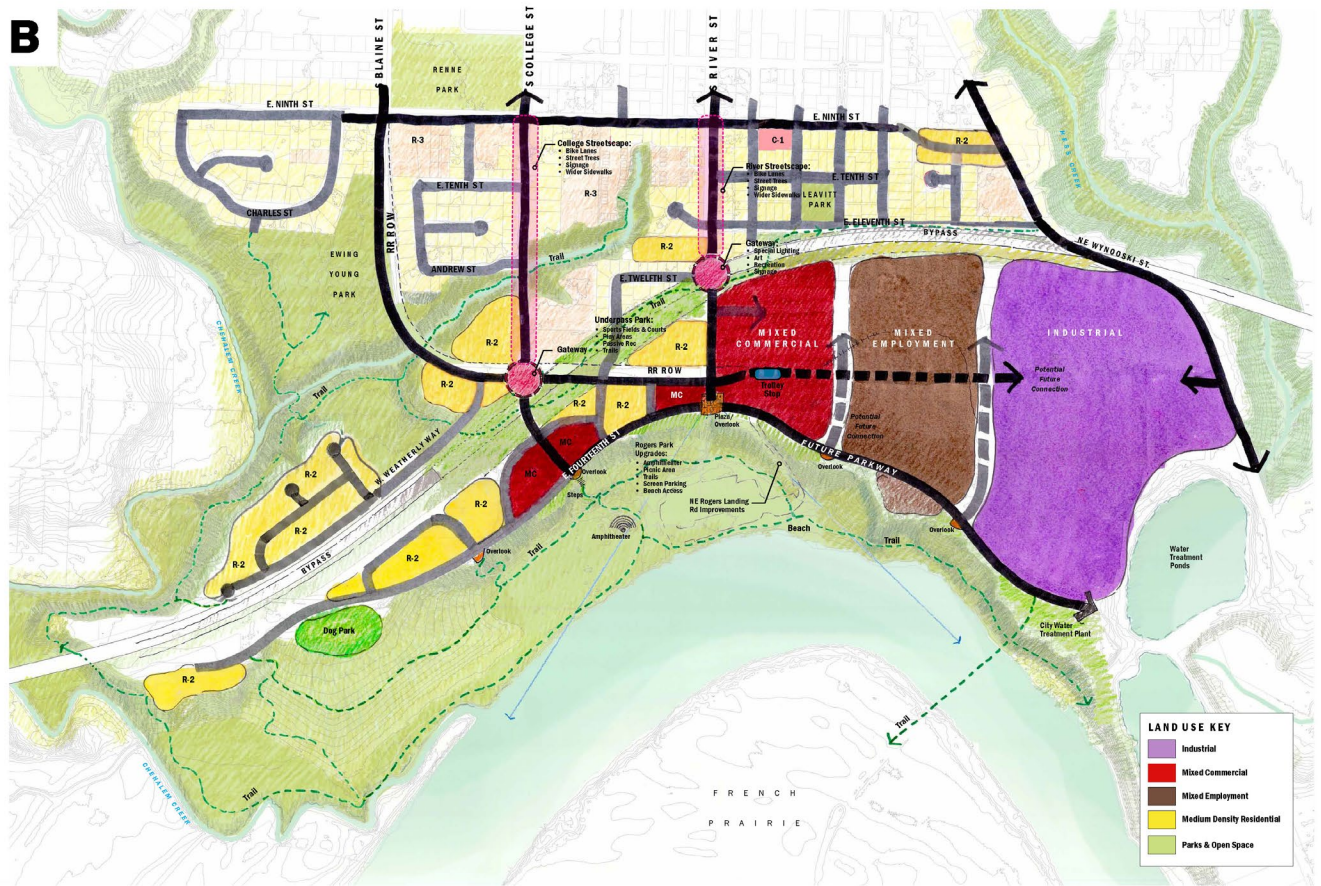
- **Retained industrial use of the full WestRock Site.** No changes to land use designations are required to keep the WestRock Site.
- **Mixed Commercial uses.** The comprehensive plan and zoning code will need to address the mix of uses and design of the “Mixed Commercial” areas shown in this alternative.

## Alternative B

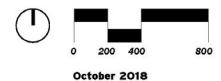
### Introduction

Alternative B envisions major changes for the WestRock site, to integrate it into the mixed use vision for the Riverfront. East of S River Street, a “transect” of uses is provided: Mixed Commercial, then Mixed Employment, then Industrial. New transportation connections are provided across the WestRock site to provide access and improve connectivity. The additional Mixed Commercial development may support a larger node of activity at the S River Street/E Fourteenth Street intersection, allowing for greater levels of development and amenities at the riverfront.

Figure 12. Alternative B Combined Layout



Newberg Riverfront Master Plan  
Draft Alternative B



### Parks & Open Space Framework

Alternative B contains the following parks and open space features

#### *Riverfront Park*

An amphitheater is located at on the Baker Rock property west of the Rogers Landing parking lot. Trails and passive open space are located on the western portion of the Riverfront Park, including on the landfill site. A dog park is located on the northern (flatter) portion of the landfill site.



### *Underpass Park*

A park along the elevated portion of the Newberg-Dundee Bypass is recommended, as described earlier in the “Common Elements” portion of this memorandum.

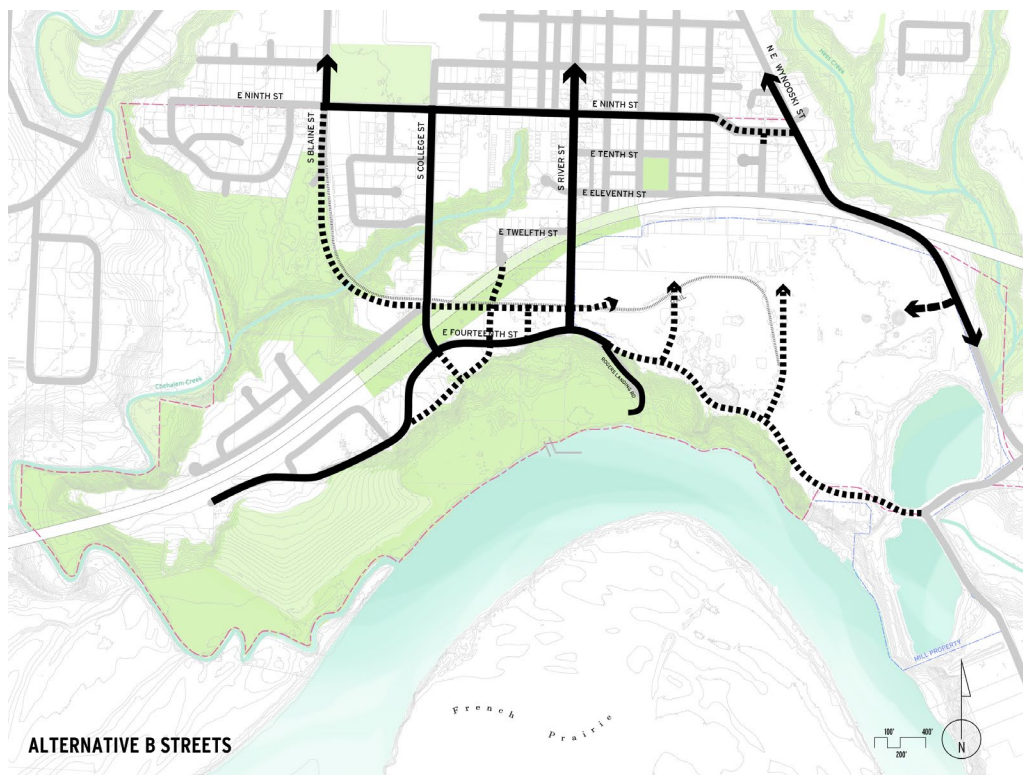
### *Riverfront Parkway*

This parkway is anticipated as a combination of on-street sidewalk and off-street path, interspersed with several overlook locations. Through the Baker Rock property in Alternative B, this esplanade is provided as part of an extension of E Waterfront Street.

### Transportation Framework

- Primary North-South Connections of S Blaine, S College, S River, and S Wynooski. S College and S River are priorities for streetscape improvements, as they join gateway features beneath the bypass.
- Extension of S Blaine alongside the existing rail right-of-way and connecting through the WestRock Mill site between S River and NE Wynooski.
- New north-south connections provided through the WestRock Mill site to serve a greater diversity of users.
- Extension of E Fourteenth Street along the southern portion of the WestRock Mill site, connecting to NE Dog Ridge Road.
- Extension of E Twelfth Street south underneath the bypass, connecting to E Fourteenth Street and E Waterfront Street.
- Extension of S Waterfront Street along the ridge through the Baker Rock property.

Figure 13. Alternative B Transportation Framework



### Implementation Concepts and Additional Information

Major implementation concepts for all alternatives are discussed in Technical Memorandum 5 – Incremental Implementation Strategy. Notable implementation concepts and other information specific to Alternative B include:

- **Mixed Commercial and Mixed Employment Uses on WestRock Site.** Changes to comprehensive plan and zoning designations are required to create areas of mixed commercial and mixed employment uses. Transition of industrial land to other uses will require study – and likely mitigation – of environmental contamination on the site.
- **Active uses (dog park) on Landfill site.** The ultimate use of the landfill site in the western portion of the Riverfront Area will require coordination between Yamhill County and the Chehalem Parks & Recreation District. There are a variety of issues regarding the ultimate closure and monitoring of the landfill that must be addressed through the Department of Environmental Quality (DEQ).

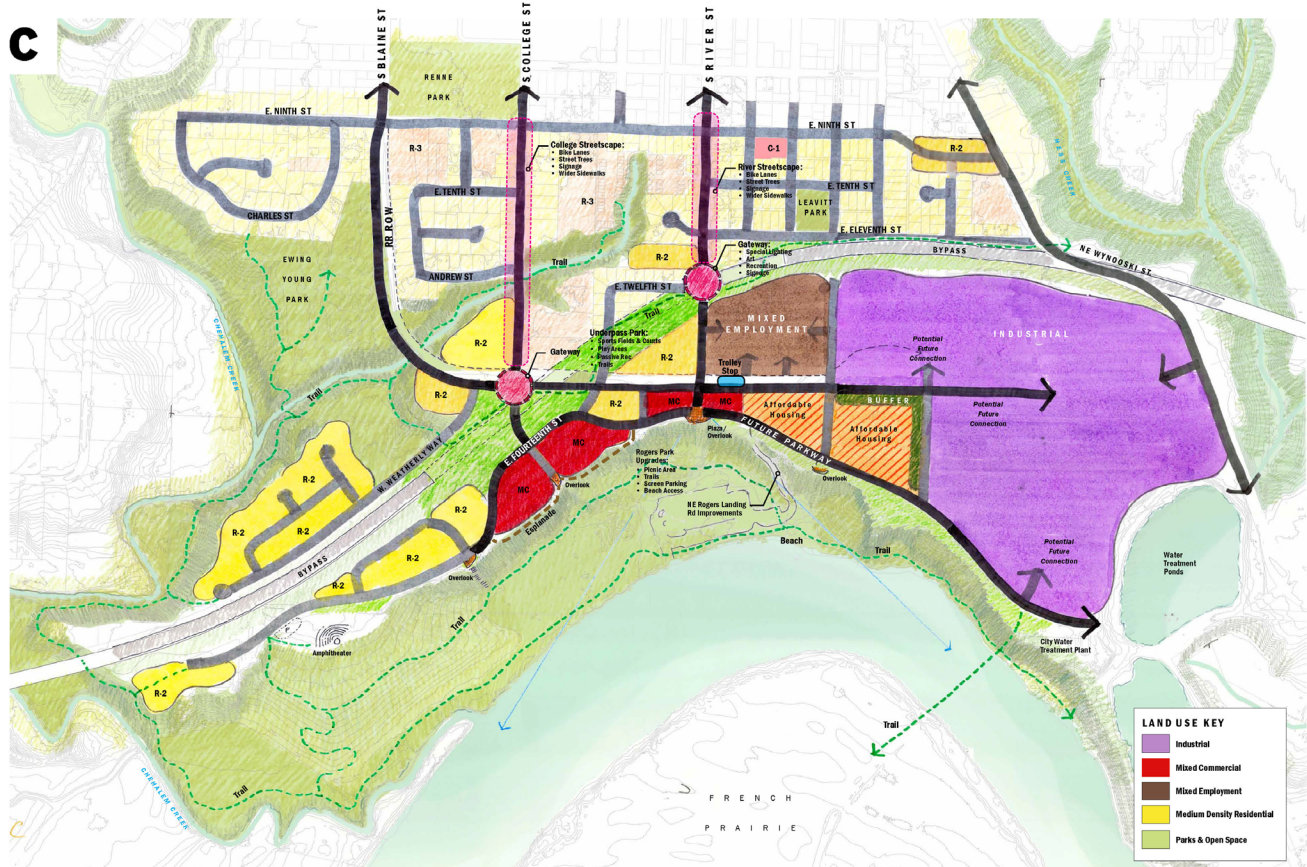


## Alternative C

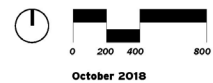
### Introduction

Alternative C repurposes a portion of the WestRock site for Mixed Commercial development, which could include a combination of housing and employment uses, and a portion for an explicitly affordable housing development. The details of the ownership structure, price range, and other specifics of this affordable housing development have yet to be determined, but the overall concept is a Construction Excise Tax (CET) funded partnership between the City and developers of affordable housing.

Figure 14. Alternative C Combined Layout



Newberg Riverfront Master Plan  
Draft Alternative C



### Parks & Open Space Framework

Alternative C contains the following parks and open space features.

#### Riverfront Park

Improvements to Rogers Landing include a picnic area, new trails, a screened parking lot, and improved beach access. Trails and passive open space are located on the western portion of the Riverfront Park, including on the landfill site. An amphitheater is located on the northern (flatter) portion of the landfill site.

### *Underpass Park*

A park along the elevated portion of the Newberg-Dundee Bypass is recommended, as described earlier in the “Common Elements” portion of this memorandum.

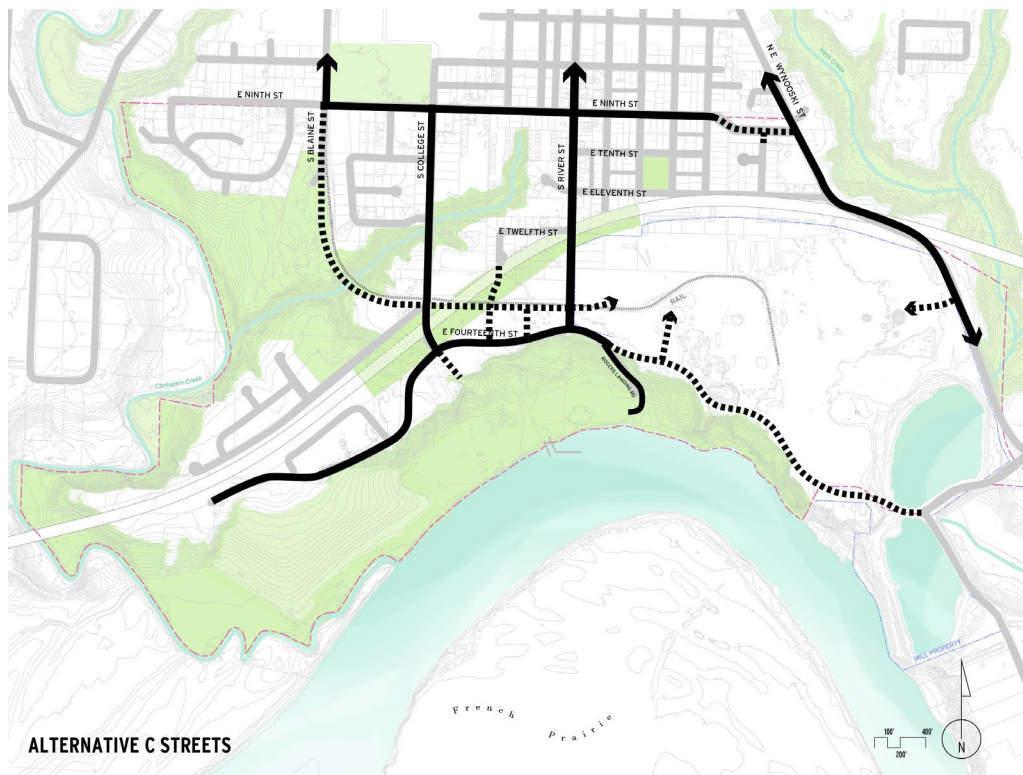
### *Riverfront Parkway*

This parkway is anticipated as a combination of on-street sidewalk and off-street path, interspersed with several overlook locations. Through the Baker Rock property in Alternative C, this is provided as part a pedestrian esplanade (similar to Alternative A).

### Transportation Framework

- Primary North-South Connections of S Blaine, S College, S River, and S Wyooski. S College and S River are priorities for streetscape improvements, as they join gateway features beneath the bypass.
- Extension of S Blaine alongside the existing rail right-of-way and connecting through the WestRock Mill site between S River and NE Wyooski.
- New north-south connections provided through the WestRock Mill site to serve a greater diversity of users.
- Extension of E Fourteenth Street along the southern portion of the WestRock Mill site, connecting to NE Dog Ridge Road.
- Extension of E Twelfth Street south underneath the bypass, connecting to E Fourteenth Street and E Waterfront Street.

Figure 15. Transportation Framework for Alternative C



### Implementation Concepts and Additional Information

Major implementation concepts for all alternatives are discussed in Technical Memorandum 5 – Incremental Implementation Strategy. Notable implementation concepts and other information specific to Alternative C include:

- **Residential, Mixed Commercial, and Mixed Employment Uses on WestRock Site.** Changes to comprehensive plan and zoning designations are required to create areas of mixed commercial and mixed employment uses. Transition of industrial land to other uses will require study – and likely mitigation – of environmental contamination on the site.
- **Affordable Housing on Westrock Site.** The market and regulatory mechanics needed to implement this concept are discussed at greater length in the Code and Design Concepts portion of this memorandum.
- **Active uses (amphitheater) on Landfill site.** The ultimate use of the landfill site in the western portion of the Riverfront Area will require coordination between Yamhill County and the Chehalem Park & Recreation District. There are a variety of issues regarding the ultimate closure and monitoring of the landfill that must be addressed through the Department of Environmental Quality (DEQ).

## CODE AND DESIGN CONCEPTS

As used in this memorandum, “code and design concepts” are brief statements of what the Newberg Development Code should address to effectively implement the Newberg Riverfront Master Plan. These concepts are at a high level and will be elaborated upon in a later phase of the process.

### Pedestrian-Friendly Development

Several design features contribute to a pleasant pedestrian environment envisioned by this plan.

- Orienting buildings toward streets and sidewalks and locating parking lots to the sides/rear of structures
- Variable and interesting building facades and glazing requirements
- Orienting main building entrances toward pedestrian facilities, rather than toward parking lots
- High level of connectivity and permeability of developments for pedestrians

The current riverfront overlay includes design standards that address several of these design principles, and will be reviewed in depth during later code work.

### Buffers between non-compatible uses

The 2002 Riverfront Master Plan explicitly called for a buffer along S River Street, due to the presumption of continued paper mill operation on the WestRock site (Newberg Development Code (NDC) 15.352.030.F). The code does not describe who is responsible for the design and construction of this buffer.

In the three plan alternatives, buffers are shown in a variety of ways: as physical barriers surrounding an active industrial site, or as a “Mixed Employment” transition zone applied between incompatible uses. The City has options for how it can regulate buffers: (1) the code can reference specific mapped buffers and describe the type and size of the required buffers; (2) the code can describe more generally the situations where buffers are required, and what standards must be met; and, (3) a two track or hybrid system where both approaches are used.

### Uses that are supportive of the plan

The uses envisioned in the three plan alternatives generally include a mix of single family homes, townhomes/plexes, multifamily homes, commercial uses, industrial uses, and parks/open space. Uses that are allowed on a given property are dictated by the zoning district, which lays out allowed, prohibited, and conditionally allowed activities. The land use districts described in alternatives A, B, and C correspond to zoning districts in most cases, with the notable exceptions of “Mixed Employment” and “Mixed Commercial” described in the Common Elements portion of this memorandum.

### Plan Flexibility

Flexibility for a variety of uses – both on the WestRock Site and elsewhere – as well as uncertain timeframes for the area necessitate flexibility in the final Riverfront Master Plan. This can be achieved in part through discretionary review of design criteria embedded in the Riverfront Overlay.

### Public Edges and Visual Access to the River

A key component of all three alternatives is a public edge at the bluff overlooking the Willamette River, allowing for public visual access to this resource rather than limiting it to back yards and loading zones. This can be accomplished in the development code by protecting view corridors and ensuring the development of a public road or esplanade along the bluff.

#### *View Corridors*

View corridors to the river are an important piece of the public realm in all plan alternatives. View corridors are protected in the current Riverfront District (NDC 15.352.030.D) by identifying key views in the Master Plan and referring to those figures in the development code. The code makes provisions that additional important views may be identified and protected through conditions of approval through the land use approval process. This general approach seems suitable for the current planning effort, and will likely be incorporated into the future code work.

#### *Esplanade Development*

The current Riverfront District overlay requires development to orient toward and interact with the esplanade, such as by providing an entrance facing the esplanade and encouraging outdoor seating. These requirements and similar measures will likely be included in future code work.

### Connections to the Rest of the City

The standard width and design of Newberg’s roadways is established by the City’s Transportation System Plan. In all alternatives, S College Street and S River Street are identified as special gateways to the Riverfront Area. They are “Major Collectors” per the TSP, with dimensions shown in Figure 16 below. However, the City may desire the development of wider sidewalks or other features to implement the vision of the Riverfront Master Plan. This could be accomplished by adding a new cross-section to the TSP (very directive) or merely a statement of intent within the plan (less directive).



Figure 16. Typical Major Collector Diagram from Newberg TSP



### Connections from the River

Ways for water users to access amenities within the City of Newberg is a key concept in all alternatives. This design concept will be achieved through the specific design of Rogers Landing and other waterfront park land, and by improved pedestrian connections to S River Street. In the development code, properties can be required to facilitate this connection through items listed under “Pedestrian-Friendly Development” above.

### Housing Affordability

Alternative C identifies roughly 11 acres of housing on the former WestRock Mill site, which is identified as “Affordable”. There are several options for how to implement this concept.

- **Flexible Development Track.** Newberg currently has a process intended to allow greater flexibility for developers who voluntarily provide affordable housing as a component of a project. However, this process has not yet been used, suggesting the need for additional measures to ensure housing affordability in this area.
- **Inclusionary Zoning Ordinance.** The City could require any development above a certain size, or meeting other characteristics, to provide a certain number of affordable housing units. Oregon SB1533 allows cities to require that up to 20% of units within a multifamily structure are sold or rented as affordable to households with incomes at 80% of the area’s median income, for multifamily structures of 20 units or more. In order not to disincentivize development in the Riverfront area, it would be best to adopt such a measure at a city-wide level.
- **Public-Private Partnerships.** City staff has mentioned the potential for a Construction Excise Tax (CET) that could be used to generate revenue for affordable housing projects, allowing the City to enter into a public-private partnership on the WestRock Mill Site.

Our recommendation is that, if an affordable housing component on this site is desired, the Committee articulate its intent as clearly as possible and the project team can provide tailored code recommendations at that time.

### Riverfront Overlay

The 2002 Riverfront Master Plan established the City’s Riverfront Overlay. Existing overlay language makes numerous references to the 2002 document and its figures, and contains regulations that implement that document’s vision. Options include:

1. Remove overlay and implement the Riverfront Master Plan through a combination of existing and new zoning designations.
2. Selectively modify existing overlay.
3. Replace existing riverfront overlay with new language.

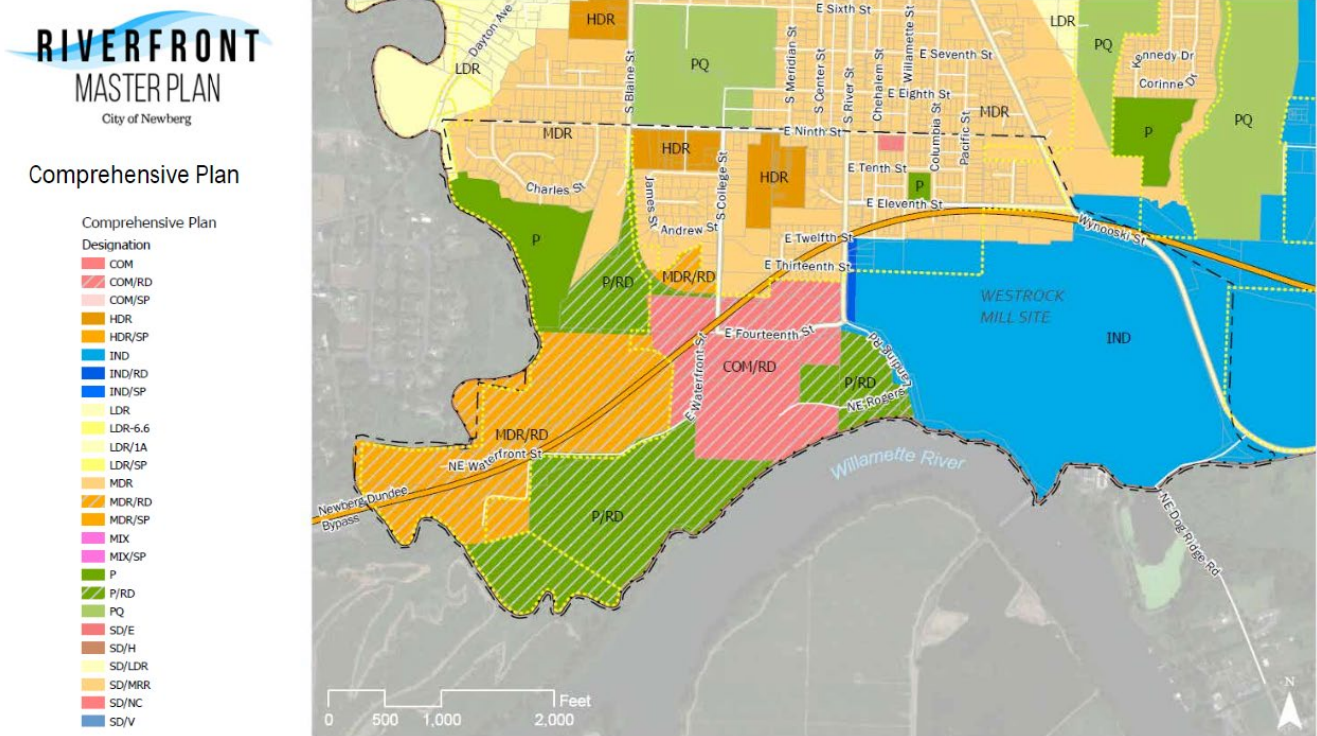
Using an overlay zone is recommended, in part because one already exists for the area. Overlays are a useful tool for tying together design requirements, physical connections, and other regulations across multiple zoning designations in a particular area. Whether it will be more practical to selectively modify the current overlay or to replace it in its entirety will depend on the specifics of the final preferred land use and transportation alternative.

### Comprehensive Plan Designations

Existing comprehensive plan designations are shown in Figure 17. These designations implement the 2002 Riverfront Master Plan, which created the RD overlay. Depending upon the details of the RD overlay, discussed below, the primary recommended changes to comprehensive plan designations in the plan area are to the WestRock Site, for alternatives B and C.

- **Mixed Commercial.** Alternatives B and C include a “Mixed Commercial” designation. The Newberg Comprehensive Plan contains a Mixed Use (MIX) designation, which is currently applied to the area south of E Portland Road and north of E First Street. Because of its housing component, the MIX designation may be appropriate for the “Mixed Commercial” intent of the plan alternatives. The property at the corner of E Fourteenth Street and S River Street may also warrant a MIX designation.
- **Mixed Employment.** Alternatives B and C show a “Mixed Employment” designation, which is intended to provide a mix of light industrial and commercial uses without housing. The Comprehensive Plan’s Industrial (IND) designation would be suitable for these areas, if modified by the RD Overlay to allow commercial uses.
- **Affordable Housing.** Alternative C shows an explicit “Affordable Housing” designation. This housing component could be implemented with the MIX designation, or with a High Density Residential (HDR) designation that is modified by the RD overlay to require affordable housing.
- **COM/RD Designation.** The COM/RD designation in the central portion of the riverfront in the vicinity of the Baker Rock property. The southern/lower portion of this area is proposed for park use, and property owners have indicated that they no longer intend to use the lower area for commercial uses. Land near the river may therefore be more consistent with the Parks (P/RD) designation.
- **RD Designation Language and Location.** Finally, the language of the Riverfront District (RD) comprehensive plan designation should be revisited to ensure consistency with this plan. This designation should also be applied east of S River Street and south of the Newberg-Dundee Bypass, if the plan moves forward with an option that introduces non-industrial uses to the WestRock site.

Figure 17. Existing Comprehensive Plan Designations

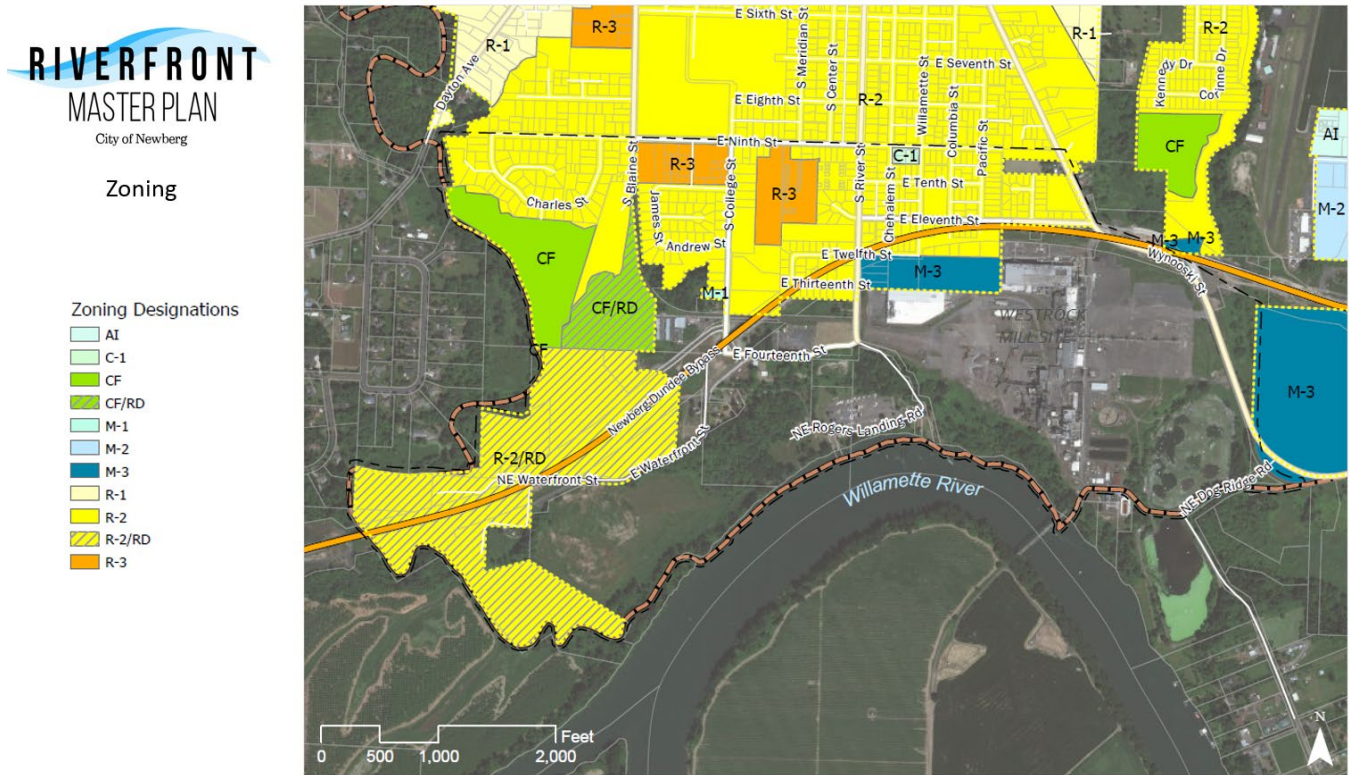


### Zoning Designations

Existing zoning designations are shown in Figure 18. All alternatives shown in this memorandum include at least one land use concept that may be suitable for a new City of Newberg zoning designation. The “Mixed Commercial”, “Mixed Employment”, and “Affordable Housing” concepts do not have analogous zones in the code today. There are two main options for implementing these concepts:

1. Use existing city zones in combination with an overlay zone. The existing Riverfront Overlay zone does not make any changes to the underlying uses allowed within a given zone, but a revised overlay may allow, for example, housing within commercial zones within the overlay.
2. Create new zones. Theoretically and unless otherwise prohibited, landowners elsewhere in the City may apply for a zone change to one of these zones. This approach might be suitable if the City wishes to allow similar mix of uses in other areas of Newberg.

Figure 18. Zoning Designations



### Other Code Issues

The following code ideas need further research and discussion.

- **Airport Overlays.** Ensure compatibility of future development concepts with applicable airport overlay zones, which often restrict certain uses or building heights.
- **Annexation and Coordination with County.** Much of this area is currently outside of the Newberg City Limits. In order to access City services, property will need to annex to the City of Newberg. The details of this process and how it may impact development of this area is addressed in Technical Memorandum 5 – Incremental Implementation Strategy.
- **Implementation of the Transportation and Trail Framework Plans.** Newberg’s Transportation System Plan (TSP) should be updated to implement the transportation-related recommendations, including the Transportation Framework Plan. The Trail Framework Plan should also be included in, or referenced from the TSP. The Yamhill County TSP and Chehalem Park & Recreation Master Plan should also be reviewed for any amendments that are needed, so that all implementing documents are consistent with one another.

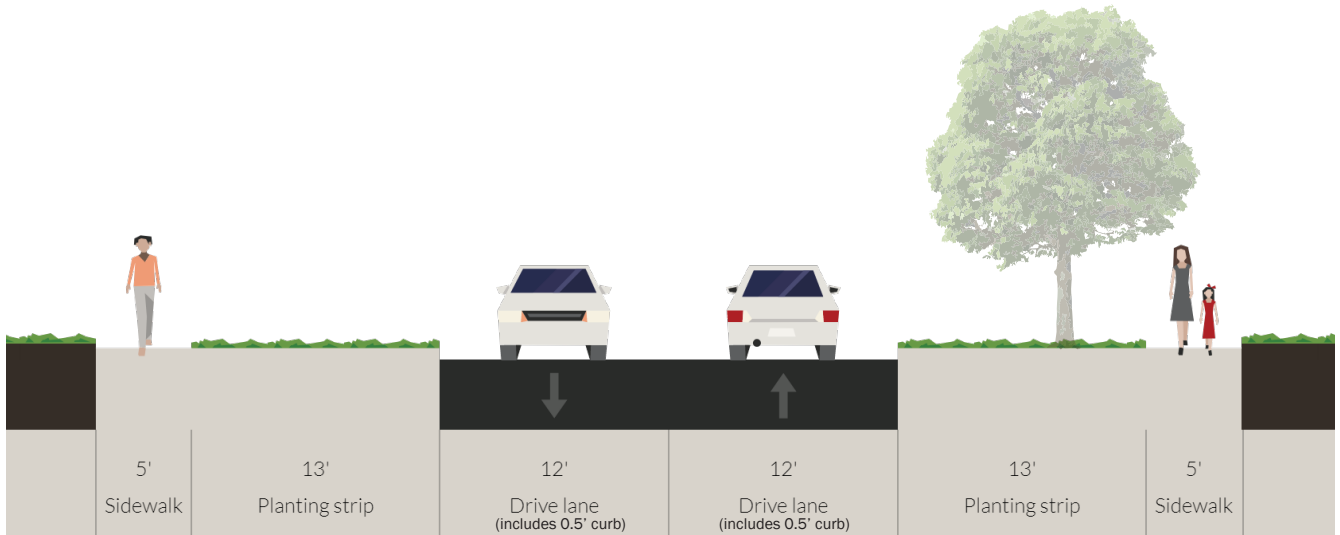




**RIVER STREET NORTH OF E. NINTH STREET (looking north): 60' ROW**



**RIVER STREET BETWEEN BYPASS and E. NINTH STREET (looking north): 60' ROW**



**RIVER STREET EXISTING SECTION (looking north): 60' ROW**

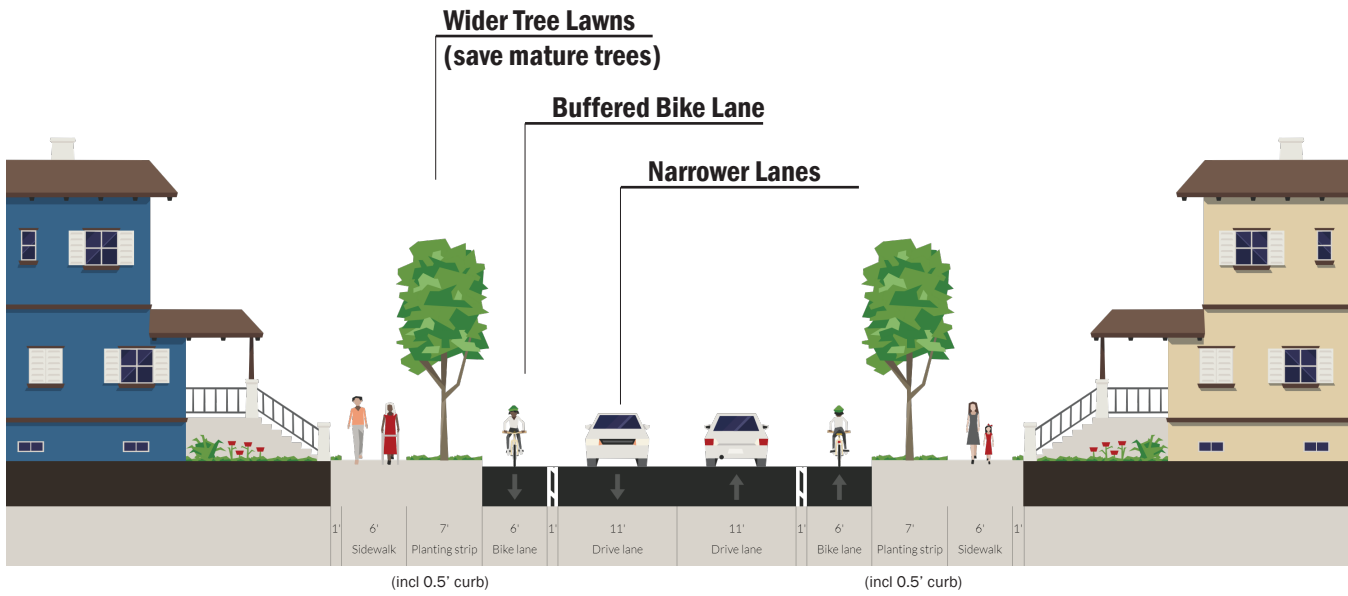
# NEWBERG RIVERFRONT MP RIVER STREET SECTIONS

October 30, 2018



Figure 17: Typical Major Collector

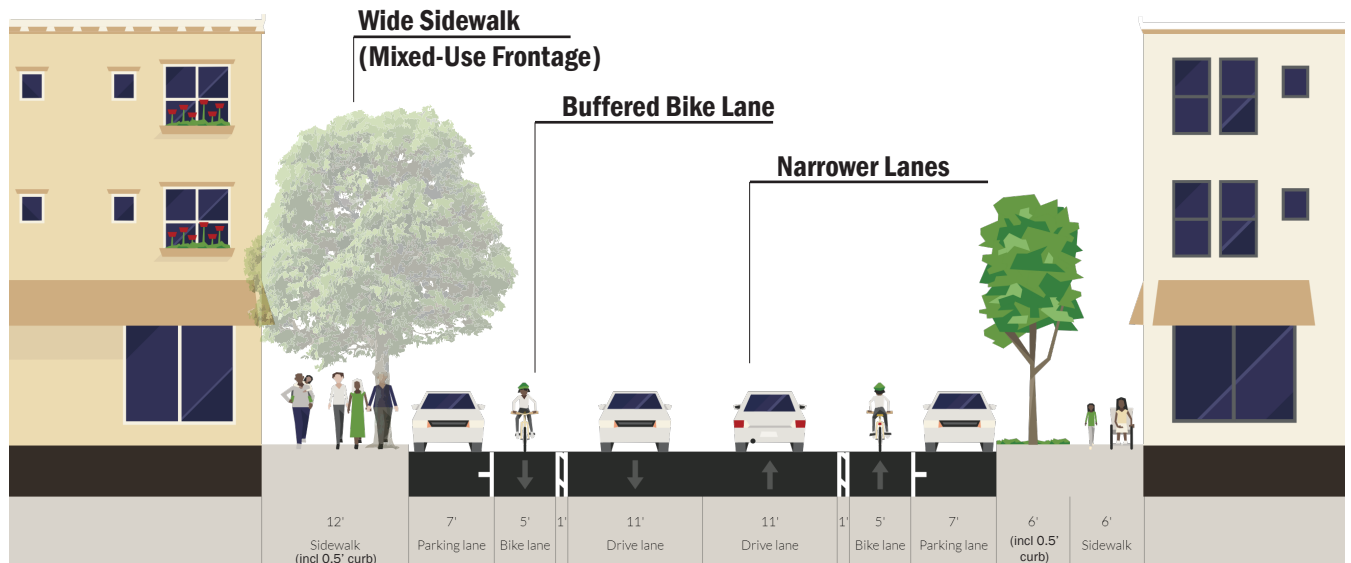
TSP TYPICAL CROSS SECTION FOR S. RIVER STREET/MAJOR COLLECTOR: 57' ROW



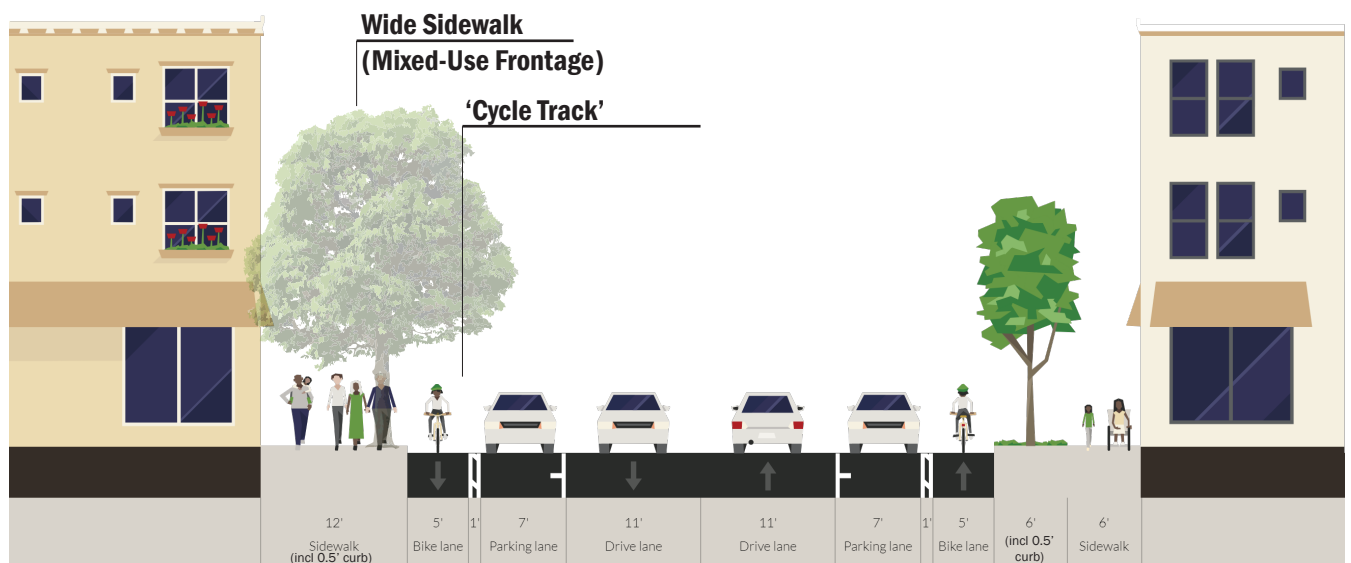
RIVER STREET NORTH OF BYPASS PROPOSED SECTION (looking north): 64' ROW



RIVER STREET SOUTH OF BYPASS (looking north): ROW tbd



SOUTH RIVER STREET SOUTH OF BYPASS PROPOSED SECTION (looking north): 72' ROW, standard bike lane



SOUTH RIVER STREET SOUTH OF BYPASS PROPOSED SECTION (looking north): 72' ROW, cycle track bike lane option

# NEWBERG RIVERFRONT MP SOUTH RIVER STREET SECTIONS

## Appendix B: Estimates of Residential Capacity within Land Use Alternatives

### Alternative A

| Land Use                    | Acres      | Existing Residential Units | New Residential Units | Total Residential Units |
|-----------------------------|------------|----------------------------|-----------------------|-------------------------|
| Medium Density Residential* | 91         | 459                        | 256                   | 715                     |
| High Density Residential*   | 13.8       | 221                        | 45                    | 266                     |
| Mixed Commercial**          | 8.2        | N/A                        | 45                    | 45                      |
| Mixed Employment            | 0          | N/A                        | N/A                   | N/A                     |
| Industrial                  | 116        | N/A                        | N/A                   | N/A                     |
| Parks & Open Spaces         | 164.5      | N/A                        | N/A                   | N/A                     |
| <b>TOTAL</b>                | <b>396</b> | <b>680</b>                 | <b>346</b>            | <b>1,026</b>            |

### Alternative B

| Land Use                    | Acres      | Existing Residential Units | New Residential Units | Total Residential Units |
|-----------------------------|------------|----------------------------|-----------------------|-------------------------|
| Medium Density Residential* | 91         | 459                        | 256                   | 715                     |
| High Density Residential*   | 13.8       | 221                        | 45                    | 266                     |
| Mixed Commercial**          | 21.8       | N/A                        | 120                   | 120                     |
| Mixed Employment            | 26         | N/A                        | N/A                   | N/A                     |
| Industrial                  | 75.9       | N/A                        | N/A                   | N/A                     |
| Parks & Open Spaces         | 164.5      | N/A                        | N/A                   | N/A                     |
| <b>TOTAL</b>                | <b>396</b> | <b>680</b>                 | <b>421</b>            | <b>1,101</b>            |

### Alternative C

| Land Use                    | Acres      | Existing Residential Units | New Residential Units | Total Residential Units |
|-----------------------------|------------|----------------------------|-----------------------|-------------------------|
| Medium Density Residential* | 91         | 459                        | 256                   | 715                     |
| High Density Residential*   | 24.6       | 221                        | 225                   | 446                     |
| Mixed Commercial**          | 9.1        | N/A                        | 58                    | 58                      |
| Mixed Employment            | 9.9        | N/A                        | N/A                   | N/A                     |
| Industrial                  | 94.3       | N/A                        | N/A                   | N/A                     |
| Parks & Open Spaces         | 164.5      | N/A                        | N/A                   | N/A                     |
| <b>TOTAL</b>                | <b>396</b> | <b>680</b>                 | <b>539</b>            | <b>1,219</b>            |

\*New residential units calculated based on the following current zoning regulations:

- MDR: R-2, averaging 9 units/gross acre
- HDR: R-3, averaging 16.5 units/gross acre

\*\*New residential Units for Mixed Commercial calculated as 1/3 of total acres based on HDR density of 16.5 units/gross acre





## DRAFT MEMORANDUM

**DATE:** October 29, 2018

**TO:** Andrew Parish, AICP  
Angelo Planning

**FROM:** Jane Vail, P.E.  
Wallis Engineering

**RE:** Infrastructure Needs for Newberg Riverfront Master Plan Update  
Job No. 1441A

**EXHIBITS:** *Exhibit A – Existing Water System Map*  
*Exhibit B – Existing Wastewater System Map*  
*Exhibit C – Existing Storm Drainage Map*  
*Exhibit D – Recommended Water System Improvements*  
*Exhibit E – Wastewater System Sub-Basins*  
*Exhibit F – Recommended Wastewater System Improvements*

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### BACKGROUND

The City of Newberg is in the process of completing their Riverfront Master Plan Update, which will culminate in determination of a preferred land use alternative. This memorandum identifies the utility infrastructure necessary to support the preferred alternative.

At the time this draft memorandum was written, the preferred alternative had not yet been selected. However, from the perspective of utility infrastructure recommendations, the differences between the three alternatives are negligible. For the purposes of this draft version of the memorandum, Draft Concept B was assumed to be the preferred alternative. Upon selection of the preferred alternative, utility infrastructure recommendations will be adjusted and refined as necessary, and this memorandum will be finalized.

This memorandum describes the existing utility infrastructure and previously-planned improvements to this infrastructure within the planning area. It also provides recommendations for improvements to the water, wastewater, and stormwater infrastructure as the area develops.

The current planning effort will update the 2002 Newberg Riverfront Master Plan. That previous plan made specific recommendations as to infrastructure improvements based on anticipated phasing and land use. At the time of the 2002 Riverfront Master Plan, the

former mill site (WestRock) was not included in the riverfront planning area, and the Newberg-Dundee Bypass was in the conceptual design phase - and at a different alignment than constructed. In other words, the 2002 Master Plan's recommended street and utility improvements were based on different conditions than the current existing conditions. However, from the perspective of total water demand and wastewater flow, there are few differences between the land uses shown in the 2002 Master Plan and Yamhill County zoning efforts and the preferred land use alternatives identified in the current planning effort. The overall water demand and projected wastewater flow values from past land use planning efforts are reflected in the City's 2017 Water Master Plan and 2018 Wastewater Master Plan. The recommendations made in these two utility master plans are still relevant to the current planning effort.

In the course of preparing this memorandum, the following planning documents were reviewed:

- 2002 Newberg Riverfront Master Plan
- 2002 City of Newberg Water Treatment Facilities Plan
- 2007 City of Newberg Wastewater Treatment Plant Facilities Plan Update
- 2007 City of Newberg Sewerage Master Plan Update
- 2014 City of Newberg Stormwater Master Plan Update
- 2015 Newberg Wastewater I&I Study
- 2016 City of Newberg Comprehensive Plan Text (Ordinance 1967)
- 2017 City of Newberg Water Master Plan
- 2018 City of Newberg Wastewater Master Plan
- 1996 Yamhill County Comprehensive Land Use Plan

## EXISTING AND PLANNED UTILITY INFRASTRUCTURE

Existing utilities within the project area include wastewater, storm sewer, potable water, and private utilities (electricity, natural gas, and telecommunications). Much of the project area is relatively underdeveloped, so utilities are limited in extent and size.

### Water System

The existing water system is owned and operated by the City of Newberg. The study area is located within Zone 1, which is served by three reservoirs: the North Valley Reservoir Nos. 1 and 2 located on the north side of the City, and the Corral Creek Reservoir, located east of the City. These reservoirs are fed by transmission mains from the water treatment plant, which is located on the southeast corner of the study area. A well field south of the study area supplies a portion of the City's water, which is conveyed to their water treatment plant. A water transmission main conveys treated drinking water from the treatment plant north through the former mill property to the rest of the City.

The area north of the Bypass is served by an existing water distribution network, with distribution mains 2 to 8 inches in diameter. Several properties just south of the Bypass, including the former mill site, are also served by water main extensions from the distribution system north of the Bypass.

Non-potable water system elements were not reviewed as part of this memorandum effort. The former mill property has water rights to water from the Willamette River, and non-potable water was used in the past for mill operations.

A map of the existing potable water system within the project limits is included as *Exhibit A* on the following page.

No planned improvements to the water system within the planning area are described in the City's 2017 Water Master Plan. The 2002 Newberg Riverfront Master Plan proposed water distribution mains along the roads proposed and recommended for improvement by that planning effort.

### **Wastewater System**

Existing wastewater infrastructure within the project limits is largely limited to the area north of the Bypass. The City of Newberg's wastewater treatment plant is located just east of the project study area. A trunk sewer conveying sewage to the treatment plant passes through the former mill property at the northeast corner of the study area.

The portion of the study area north of the Bypass is currently served by two lift stations (the Charles Lift Station and the Andrew Lift Station) and a network of gravity sewer mains and trunk lines, which ultimately convey wastewater west to the City's wastewater treatment plant. A small lift station also serves Rogers Landing, conveying wastewater to the gravity sewer system to the north. The former mill site is served by a single gravity sewer connection at the northwest corner of the site.

A map of the existing wastewater system within the project limits is included as *Exhibit B*.

The City's 2018 Wastewater Master Plan recommends improvements to the existing wastewater system within the planning area. The Wastewater Master Plan proposed abandoning the Charles Lift Station and Andrew Lift Station in the northeast portion of the study area, and replacing them with a single lift station (the Riverfront Lift Station) and a series of gravity mains. The Riverfront Lift Station would also serve a portion of the southeast portion of the study area with several gravity sewer extensions to the south and the east. The Wastewater Master Plan also recommended upsizing several gravity mains within the study area to convey future flows. No sewer improvements are described for the eastern portion of the study area. The 2002 Riverfront Master Plan proposed some gravity mains along the roads proposed and recommended for improvement by that planning effort.

### **Stormwater System**

The study area is drained by a system of natural drainages, open channels, and storm drain lines. Currently, the study area drains in three directions: west to Chehalem Creek, south to the Willamette River, and east to Hess Creek.

The southern portion of the site lies within the 100-year flood plain of the Willamette River, and Chehalem Creek.

Underground stormwater lines are few in number, and largely confined to the northern portion of the study area. A stormwater main bisects the study area, conveying stormwater from the drainage lines in the northern portion of the study area south to outfall at the Willamette River. This line was previously the sewer outfall from the former wastewater treatment plant.

A map of the existing drainage and stormwater system within the project limits is included as *Exhibit C*.



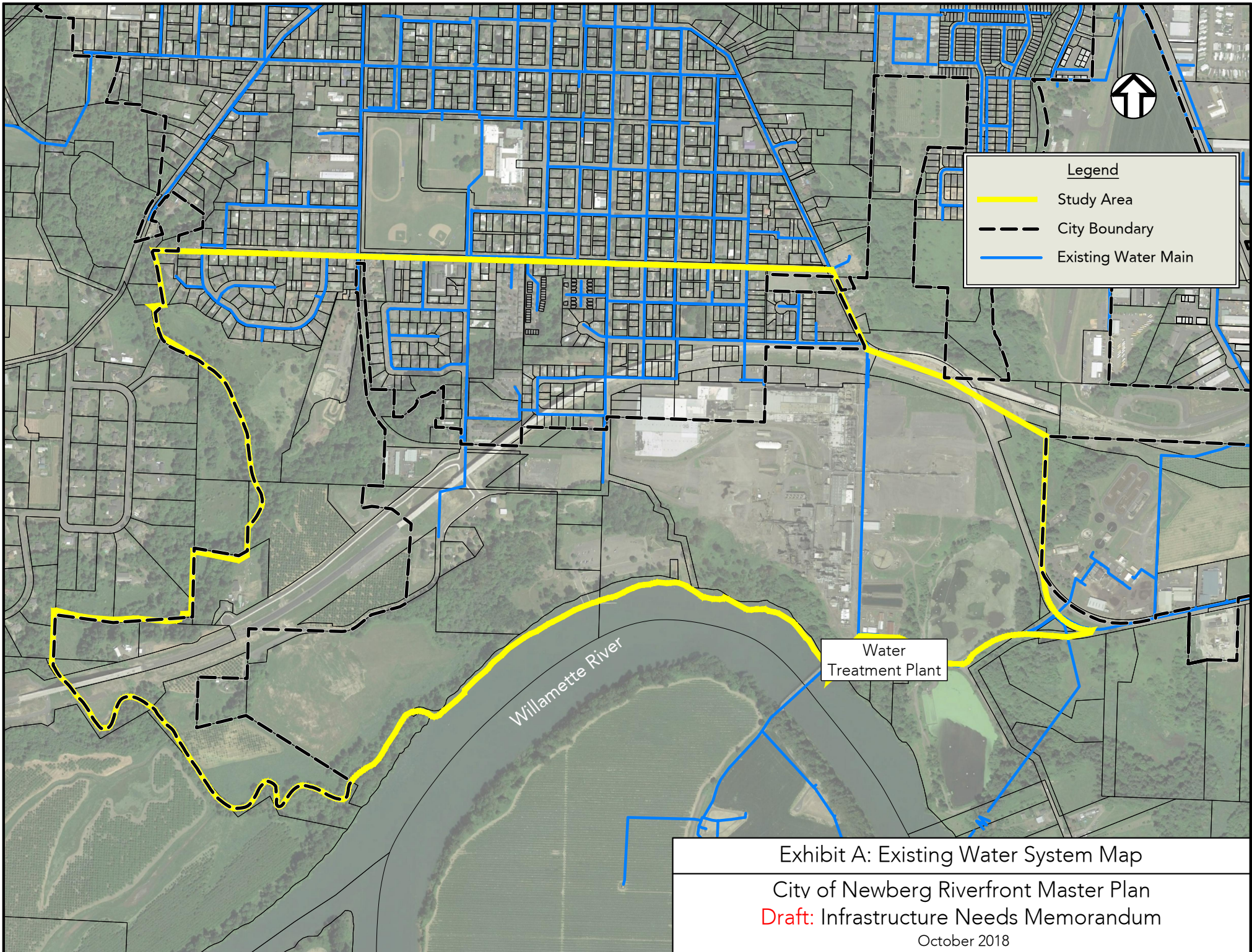
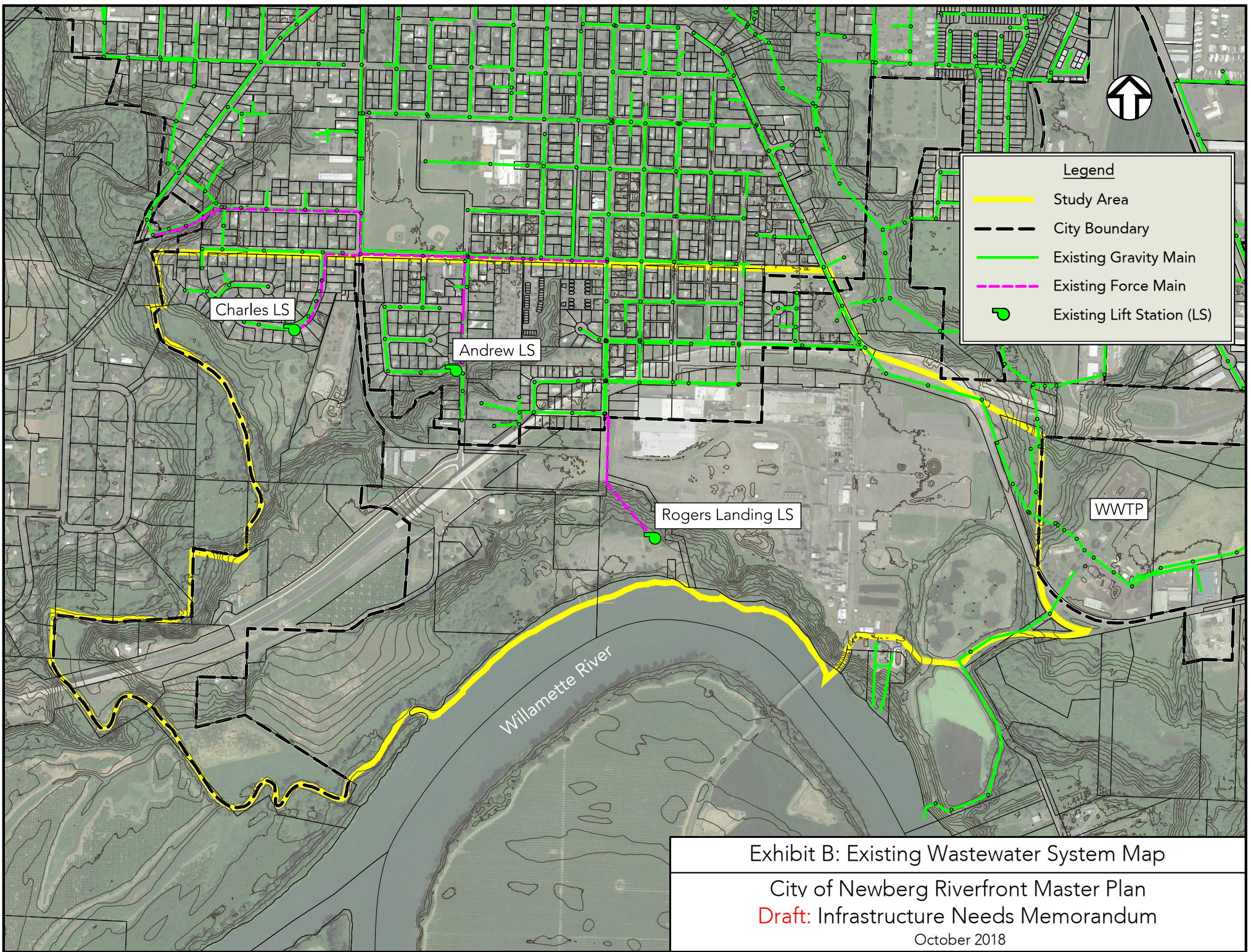


Exhibit A: Existing Water System Map  
City of Newberg Riverfront Master Plan  
**Draft:** Infrastructure Needs Memorandum  
October 2018





**Legend**

- Study Area
- City Boundary
- Existing Gravity Main
- Existing Force Main
- Existing Lift Station (LS)

Exhibit B: Existing Wastewater System Map  
City of Newberg Riverfront Master Plan  
**Draft:** Infrastructure Needs Memorandum  
October 2018



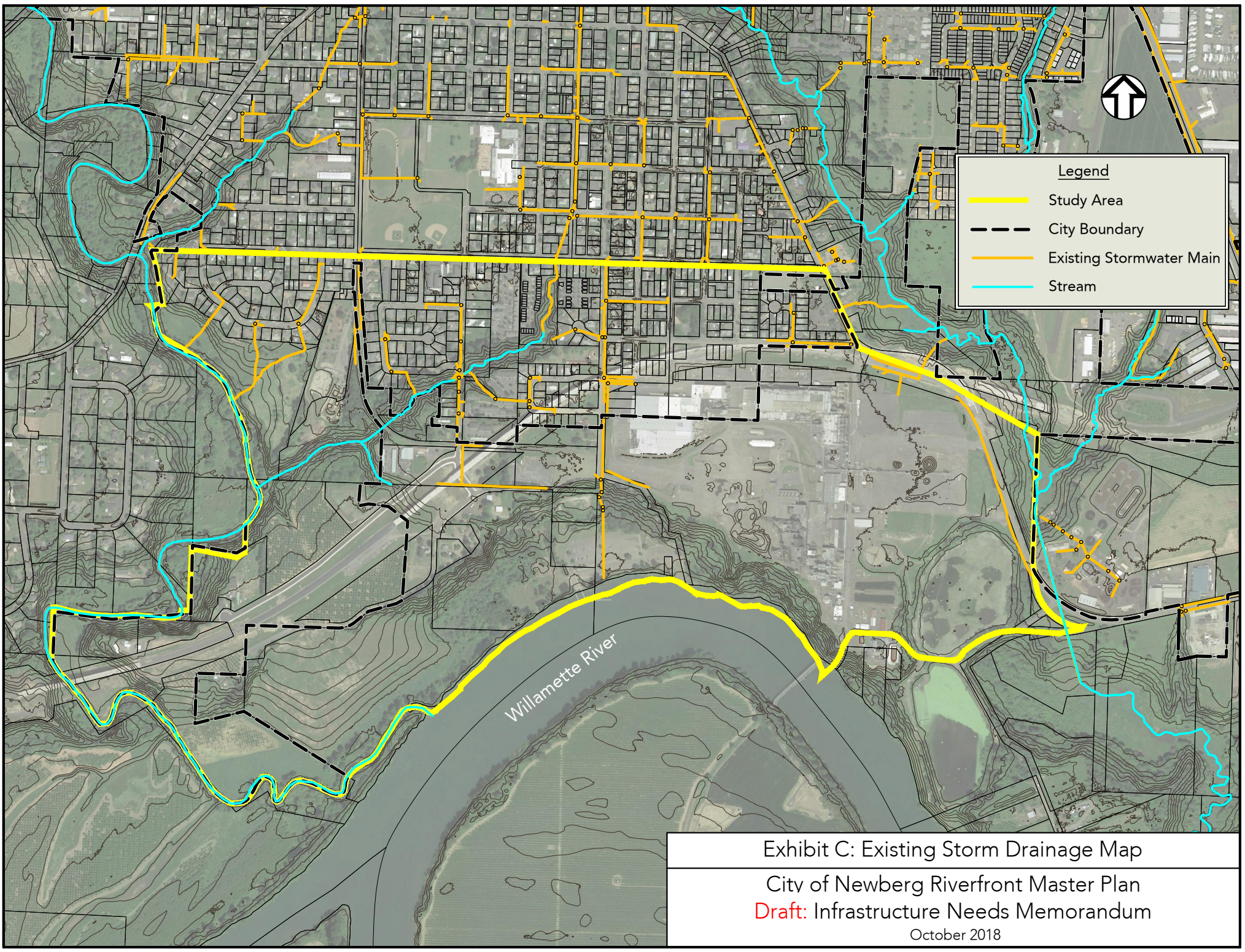


Exhibit C: Existing Storm Drainage Map  
City of Newberg Riverfront Master Plan  
**Draft:** Infrastructure Needs Memorandum  
October 2018



No improvements to the stormwater system within the planning area are currently included in the 2014 City of Newberg Stormwater Master Plan Update. The 2002 Riverfront Master Plan proposed stormwater lines along some of the roads proposed and recommended for improvement by that planning effort. It also proposed disposal of stormwater runoff into to the existing stormwater main outfalling to the Willamette River. The capacity of that existing stormwater main to accept additional flow was not discussed.

### **Franchise Utilities**

There are some privately-owned franchise utilities within the planning area. These companies provide electricity, gas, cable, and telephone services.

## **RECOMMENDED UTILITY INFRASTRUCTURE IMPROVEMENTS**

Improvements to the existing water, sewer, and stormwater infrastructure will be necessary in order to support the preferred land use alternative. Recommended improvements are described in the following paragraphs, divided according to the type of infrastructure. These recommendations are based on the City's standards, the City's GIS system, existing utility infrastructure plans, and engineering judgement. No water or wastewater modeling was completed as part of this planning effort. It is important to note that recommendations are limited by the general nature of land use planning, and that further utility master planning will be necessary to confirm and elaborate on the recommendations made in this memorandum.

### **Water System**

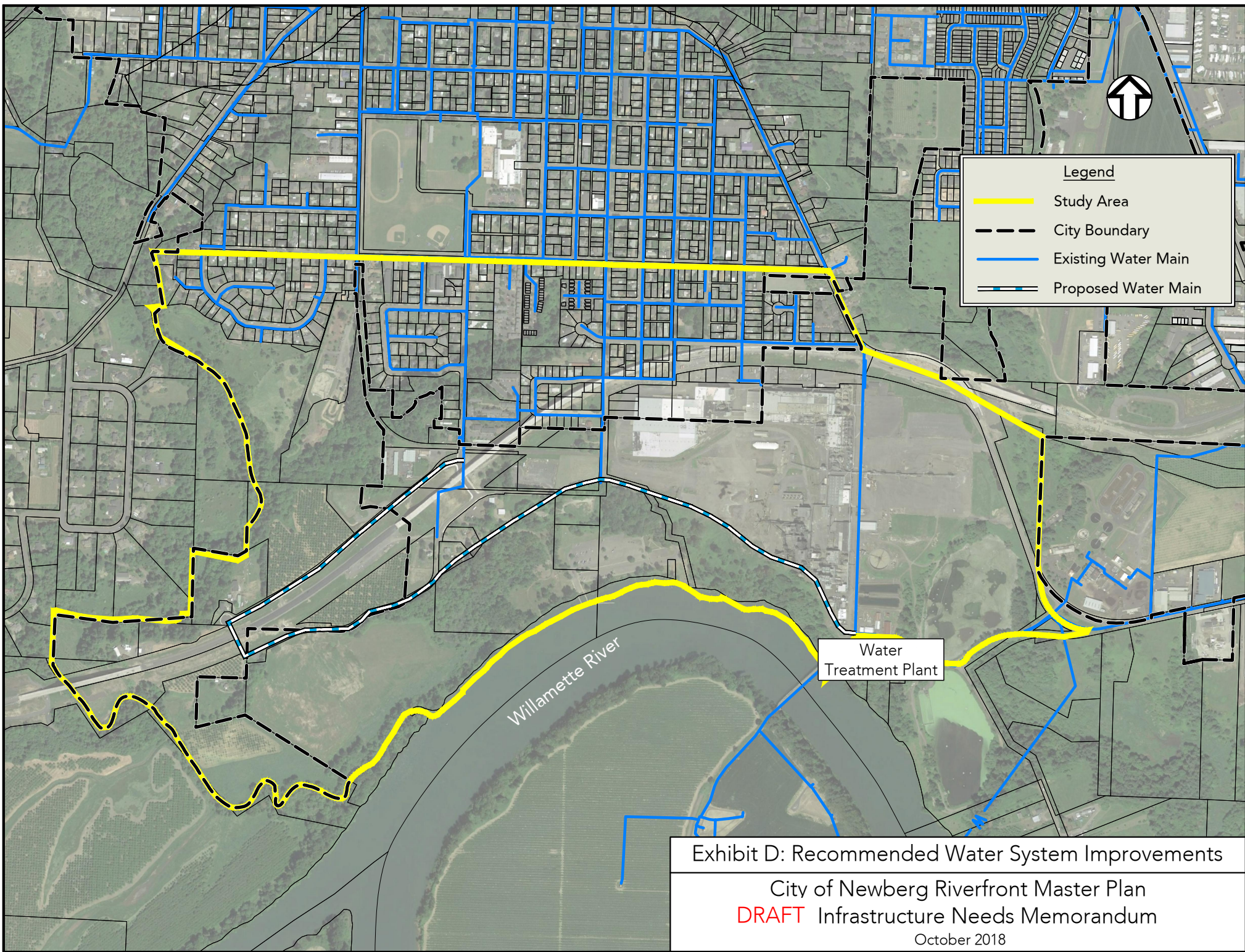
The area south of the Newberg-Dundee Bypass and a small area on the west side of the study area just north of the Bypass currently have no water distribution system. As this area develops, it will require an entirely new water distribution network. New water mains should be constructed within the footprint of proposed roadways. To serve new development south of the Bypass, a water distribution main can be extended west from the transmission main near the water treatment plant. This new water distribution main should extend to the western portion of the study area, and should connect to the existing water system to the north where possible to provide a fully looped system. To serve the north side of the Bypass, a water main could be extended from S College Street southwest along S Weatherly Way. This water main should also be connected to the water main serving the area south of the Bypass to provide a fully looped system.

The majority of the study area north of the Bypass is currently served by an existing water distribution network. The size of existing distribution mains are relatively small within this area, and will likely not provide sufficient fire flow for future connections as the area south of the Bypass develops. Some improvements will be necessary to the distribution system north of the Bypass in order to make distribution network connections to serve the planning area.

The minimum size of water distribution mains will be 8-inches, per City standards. Final sizing will require a more in depth analysis to ensure that minimum fire flow is maintained throughout the water system in accordance with City standards.

Recommended improvements to the existing potable water system are illustrated in *Exhibit D* on the following page.





**Legend**

- Study Area
- City Boundary
- Existing Water Main
- Proposed Water Main

Water Treatment Plant

Exhibit D: Recommended Water System Improvements  
City of Newberg Riverfront Master Plan  
**DRAFT** Infrastructure Needs Memorandum  
October 2018



It should be noted that the developer of the former mill site has the capability of using the existing non-potable water system infrastructure, and water rights.

### Wastewater System

The planning area currently lacks a complete wastewater system, and will require extensive sewer infrastructure improvements to serve new development. In order to determine these system improvements, the study area was broken into six sub-basins according to the existing collection system and topography. These sub-basins are shown in *Exhibit E*. The wastewater infrastructure necessary to serve these sub-basins is discussed below, and illustrated on *Exhibit F*.

**Sub-Basin A.** This sub-basin consists of the northern portion of the study area that is served by an existing network of gravity wastewater lines. Because this area is highly developed, and the proposed master plan does not significantly change land use, no new wastewater infrastructure is required beyond that recommended by the 2018 Wastewater Master Plan.

**Sub-Basin B.** This sub-basin consists of the western portion of the study area – currently served by the Charles Lift Station and Andrew Lift Station – and the additional area to be served by the proposed Riverfront Lift Station and associated collection system described in the Wastewater Master Plan. No major changes are recommended to this proposed infrastructure, although minor adjustments to sewer alignments will be necessary to match proposed roads.

**Sub-Basin C.** This sub-basin consists of a mostly undeveloped land and a small portion of the mill site in the vicinity of S River Street. Based upon the depth of the existing sewer in S. River Street (per City GIS), this area can be served by a gravity sewer extension.

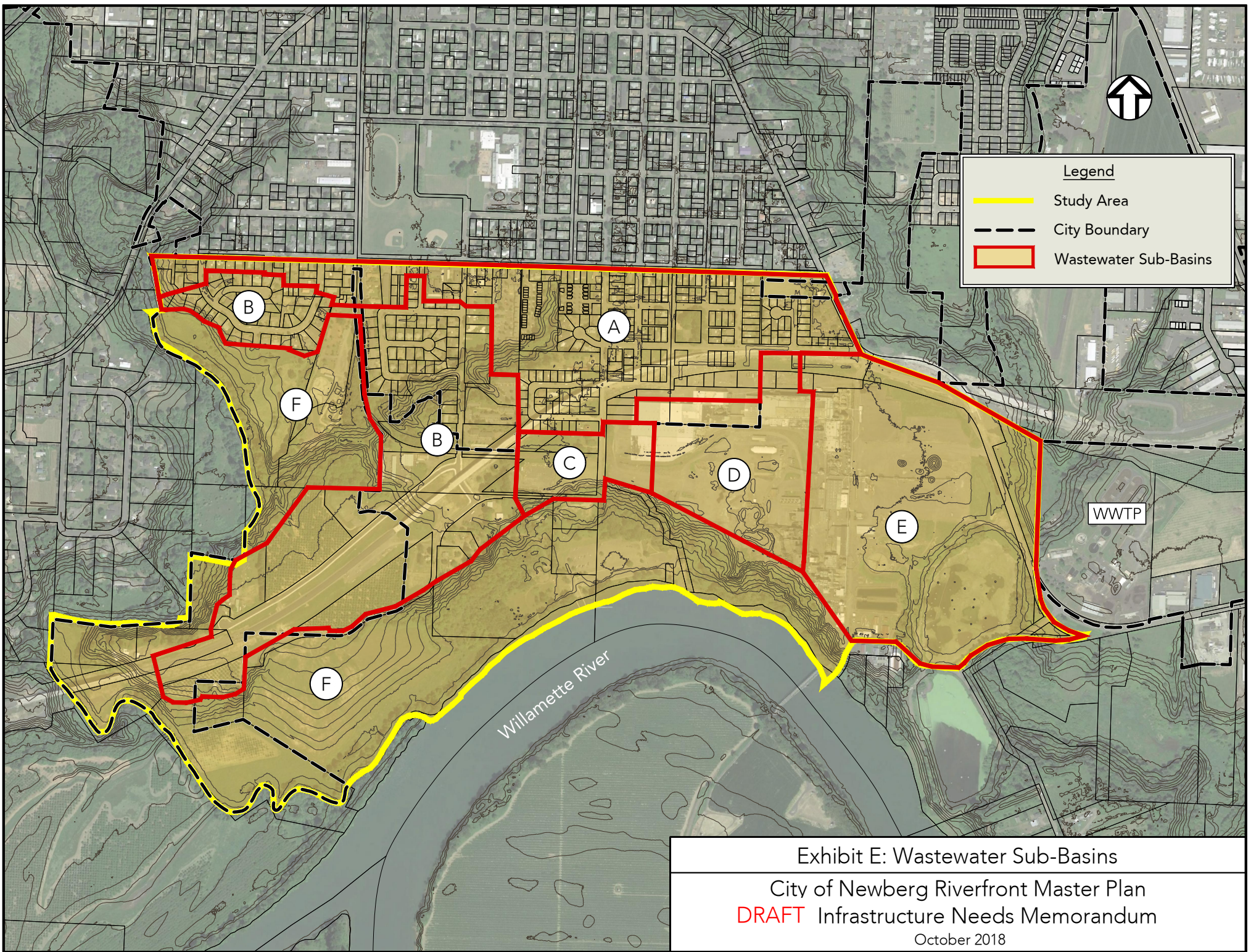
**Sub-Basin D.** This sub-basin consists of a large portion of the former mill site. The northern portion of the sub-basin can be served by the existing gravity main just south of the Bypass, which currently serves the mill site. Based on the depth of this sewer (per City GIS), the remaining area can be served by extending gravity lines to the south.

**Sub-Basin E.** This area consists of the eastern portion of the former mill site. This sub-basin can be served by gravity lines flowing east into the existing trunk line on NE Wyooski Road, which currently conveys wastewater to the wastewater treatment plant.

**Sub-Basin F.** This sub-basin consists of the parks and open space within the study area, largely located within the flood plain and stream corridors. Rogers Landing is currently the only portion of this sub-basin with sewer service. Rogers Landing is served by a lift station, pumping wastewater to the collection system north of the Newberg-Dundee Bypass. Because most of this sub-basin lies within the flood plain, it is unlikely to see significant development. It has been suggested that the Rogers Landing area could be the future site of an amphitheatre, as well as potential additional park improvements. Depending on the projected wastewater flows and the capacity of the existing lift station, improvements may be necessary to the lift station and potentially the force main. If new facilities are constructed outside of the Rogers Landing area, they will require new lift stations to convey flow to the collection system, because this sub-basin lies at a lower elevation than the rest of the City.

Final alignment and sizing of new sewer system infrastructure will be determined during final design of street infrastructure and development. Alignment and sizing will depend on the specific developments that are constructed, locations of roads, and exact depths of existing gravity lines.





**Legend**

- Study Area
- City Boundary
- Wastewater Sub-Basins

Exhibit E: Wastewater Sub-Basins  
City of Newberg Riverfront Master Plan  
**DRAFT** Infrastructure Needs Memorandum  
October 2018



F:\141\141A Newberg Riverfront Plan\500 DWG\505 Exhibits\Sewer Map - Proposed.dwg, 10/29/2018 8:35:35 AM, Jane Vall

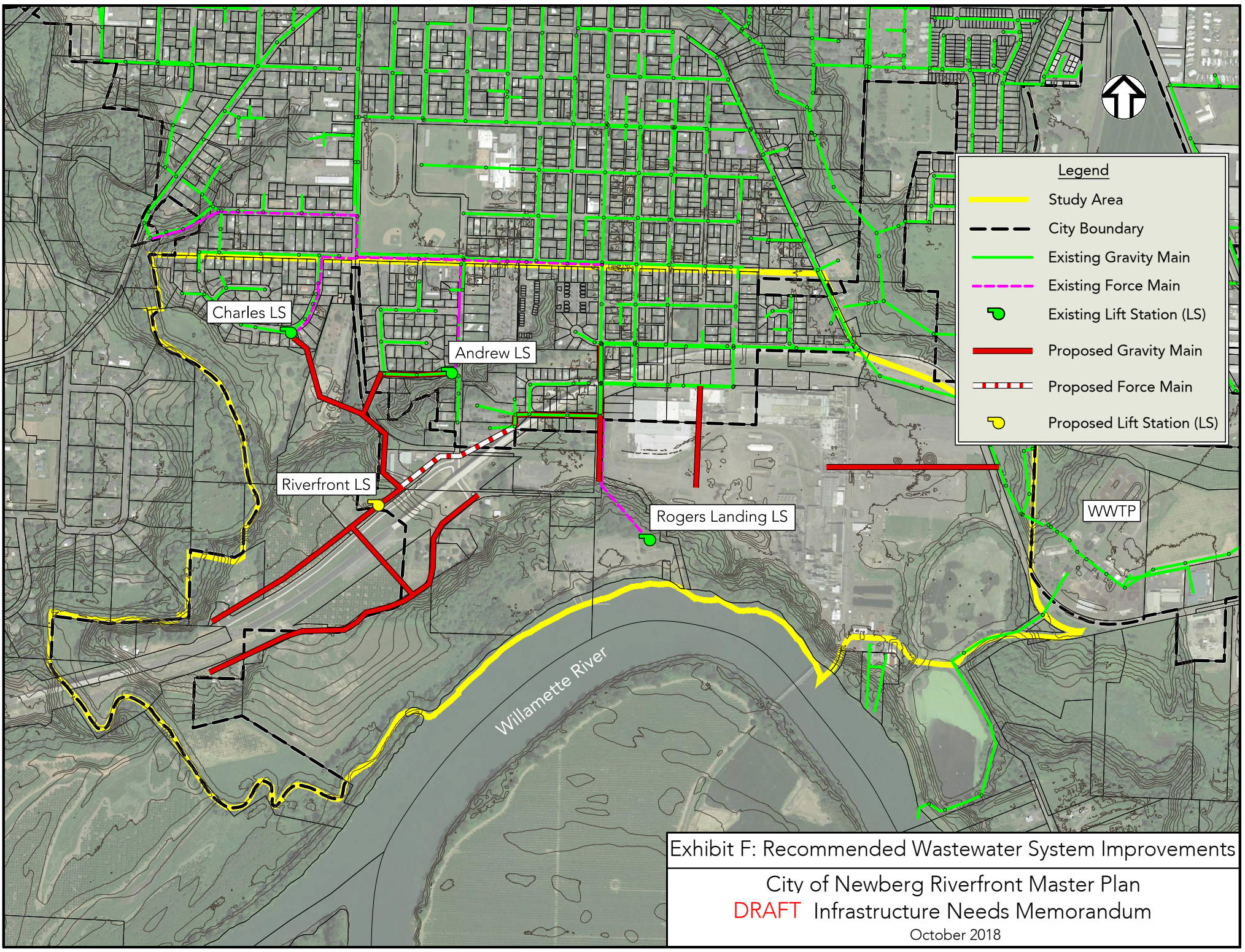


Exhibit F: Recommended Wastewater System Improvements  
 City of Newberg Riverfront Master Plan  
**DRAFT** Infrastructure Needs Memorandum  
 October 2018



## Stormwater System

The existing stormwater system within the planning area consists of stormwater drainage collection and conveyance facilities north of the Bypass. All development will need to comply with the City's stormwater management requirements, as articulated in their Design Standards. In accordance with these requirements, any development within the planning area will need to collect, treat, detain, convey, and dispose of the stormwater runoff generated by the development. This applies to public improvements that generate impervious surfaces – such as streets, sidewalks, and paths. It also applies to private developments, which construct roofs, streets, sidewalks, and parking lots.

Collection and conveyance of stormwater runoff will likely consist of a combination of underground structure and pipes, and low-impact development conveyance improvements, such as swales and flow-through planters. Treatment of stormwater runoff will likely consist of either mechanical or low-impact development treatment facilities. Detention of stormwater can take place using underground storage, ponds, and other methods. There is considerable flexibility as to the specific design of stormwater collection, conveyance, treatment, and detention facilities. A variety of factors will influence specific design solutions, such as site geography, available land surface, soil conditions, City preference, developer preference, construction cost, long-term maintenance costs, and aesthetics.

Treated stormwater runoff is typically disposed of using infiltration into native soils or by conveyance into an adjacent stormwater facility or natural body of water. All methods of disposal have specific requirements and limitations. Disposal of stormwater runoff will depend on site-specific soil characteristics, the location of the site with respect to adjacent stormwater infrastructure, and the capacity of adjacent infrastructure.

Infiltration of treated stormwater runoff is often preferred over other methods because of its simplicity and relatively lower cost. However, native soils must be capable of infiltrating stormwater at or above a minimum rate for infiltration of runoff to be a viable disposal method. That capability can only be determined by onsite tests, and native soils can vary greatly in characteristics throughout an area. According to the soils map included in the City's 2014 Stormwater Master Plan Update, native soils within the planning area are generally classified as having lower infiltration capability. This map is based on general information; the actual infiltration rates at specific locations within the planning area will vary. As each property develops, the developer will determine soil conditions and the viability of infiltration as a method of stormwater disposal. It should be noted that the Oregon Department of Environmental Quality requires registration of underground infiltration facilities such as drywells per their Underground Injection Control Program. It should also be noted that infiltration also requires consideration of existing groundwater levels and consideration of the environmental sensitivity of an area; infiltration of stormwater runoff into a floodplain or wetland is not typically acceptable.

If stormwater runoff cannot be disposed of by infiltration, it will need to be conveyed to another location, such as an adjacent stormwater pipe, pond, or infiltration facility. If an adjacent stormwater facility is available, the developer will need to demonstrate that it has capacity for disposing stormwater from the proposed development. If this adjacent stormwater facility is owned by other individuals or entities, rights to access, use, and maintenance will need to be negotiated between all parties.

Treated stormwater runoff can also be disposed of in an adjacent body of water. There are multiple stream corridors within the study area, including the Willamette River. It is important to note that disposal of stormwater runoff to these corridors may trigger additional permitting and engineering requirements according to the governing regulatory authorities. Disposal of stormwater runoff in these bodies of water should consider the hydraulic and erosion control implications of additional runoff, with the goal of protecting these existing stream corridors. They should also consider the characteristics of the treated runoff. The City's TDML Implementation Plan is the primary regulatory driver for stormwater management activities, and has specific parameters of concern for stormwater runoff, including bacteria, mercury, and water temperature. However, other regulatory authorities will have jurisdiction for disposal of treated stormwater runoff within stream corridors in the planning area. The developer will likely need to consult with an environmental permitting specialist in order to determine the specific regulatory requirements for their stormwater management improvements.

The construction of a regional stormwater facility for treatment, detention, and/or disposal may address many of the difficulties individual developers face with stormwater management. There are, however, very limited options for locating such a facility. Public ownership of land is limited within the project area to landfill property owned by Yamhill County to areas within the floodplain (such as Rogers Landing, leased by Yamhill County from the City and two private owners).

One area that might be considered for possible use as a regional stormwater facility are the existing lagoons at the southeast corner of the planning area, within the former mill site property. It could be feasible to repurpose these existing lagoons as stormwater detention ponds for treated stormwater runoff from the surrounding areas, with modifications to the existing outfall to allow controlled disposal of runoff to the Willamette River. These two lagoons currently hold water, and outfall to the Willamette River. In the past, the lagoons were used for disposal of paper mill process water; the degree of biological and/or chemical contamination, the dimensions, and the condition of the lagoons are relatively unknown. Any use of these ponds for stormwater management will likely necessitate investigation of the condition of the lagoon basin floor for contaminants which might adversely affect the Willamette River. Depending on the degree of contamination and the requirements of regulatory authorities, cleanup might also be required. In addition, some agreement would need to be made for stormwater conveyance to the pond, pond use, access, and maintenance between the property owner, the City, and properties contributing stormwater.

### **Franchise Utilities**

As part of this master planning effort, City staff spoke directly with franchise utilities within the planning area to elicit comments and concerns regarding the proposed plan. At the time of this draft memorandum, not all private utilities had responded. Comcast had no concerns of note. NW Natural provides natural gas within the planning area, though their mapped facilities appear to be largely located north of the Bypass. They do have a 12-inch high pressure gas line serving the former mill site which is also the primary feed for the City of Newberg. NW Natural concerned that this existing infrastructure is protected throughout future development.



# Newberg Riverfront Master Plan: Draft Incremental Implementation Strategy

**Date** October 22, 2018  
**To** Newberg Riverfront Master Plan  
Project Management Team  
**From** Brian Vanneman and Sam Brookham,  
Leland Consulting Group



## INTRODUCTION

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### RIVERFRONT MASTER PLAN STUDY DESCRIPTION

The Newberg Riverfront Master Plan will update the 2002 plan and establish a desired mix of residential and employment uses; protect open space areas and other unique features; take advantage of a special location along the Willamette River; and plan for a multi-modal transportation network to provide internal access and connections to the rest of the City of Newberg.

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



The Riverfront study area is shown at left. 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).

### INCREMENTAL IMPLEMENTATION STRATEGY OVERVIEW

The Incremental Implementation Strategy is a renewable/rolling, action plan that: is annually updated; has regularly scheduled monitoring; and, has a supporting budget. It is an assemblage of objectives and a game plan of projects, actions and partnerships for achieving them, prioritized with regard to timing (e.g., near-term: 1-4 years; mid-term: 5-10 years; and long-term: 10 years and beyond).

This strategy allows the City to review the Master Plan implementation on a regularly scheduled basis and make amendments as opportunity or changing community and economic circumstances necessitate. Should there be a desire to change implementation priorities or shift the emphasis of a particular project, this action plan and update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

In addition, the strategy identifies those short-term actions needing to occur in each of the next three years to set the stage for the activities to be programmed for the next year. The Implementation Strategy calls for the

City to develop and maintain a short-term strategic action plan for phasing and carrying out the Plan's improvements and actions.

### **HOW WILL THE PLAN BE CARRIED OUT?**

The Newberg Riverfront Master Plan is action-oriented, focusing upon the projects to be undertaken and the partnerships to be formed to carry out a clearly defined vision, a set of guiding principles, and the conceptual plan for urban form, land use and transportation. The Plan will be implemented in pieces. Some actions will be initiated immediately; others will be initiated in the years to follow.

There are projects, actions and partnerships that are expected to serve as catalysts for investment, development and redevelopment. In some cases, these catalyst activities require a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals. Accordingly, the strategy identifies preliminary "setup" tasks or staffing resources/actions needed to enable projects to move forward (e.g., land assembly, property owner coordination, etc.). The Plan also contains amendments to the City's Comprehensive Plan and Development Code to carry out Plan intent and to achieve the uses, character and densities envisioned.

It is anticipated that the City will begin discussions with potential development interests regarding carrying out the Plan. Over time, certain major improvements will be made by the City of Newberg through a variety of funding sources, potentially including urban renewal (currently under study by the City). Other improvements will be the responsibility of proposers of specific development activities. One or more of the catalyst projects may come about as a result of a "public-private partnership", a contractual arrangement tailor-made for each situation by which the public sector authority assigns certain functions or responsibilities to a private developer.

The important point is that the Riverfront Master Plan is both a community partnership and a long-term plan for the revitalization and growth of the area over the course of the next 20-30 years, in alignment with a vision for the future of the area established by the community.

### **ACTION PLAN CONCEPT**

For a plan to be the "chart for change" it is intended to be, it must be accompanied by an implementation program – a strategy indicating the appropriate tools, actions and timelines for carrying out the plan. The Implementation Action Plan to carry out the Newberg Riverfront Plan focuses on the following:

- Changes to the City's comprehensive plan, development code and implementing ordinances;
- Future transportation system improvements;
- Development and community projects important for creating a climate of investment within the area;
- Actions to be taken and partnerships to be formed;
- Sources of funding for improvements within the area; and a
- Time frame for initiating key actions and projects

### **HOW THE STRATEGY WORKS**

The Plan's vision and desired outcomes should be examined on a regularly scheduled basis to ascertain the current status of progress in achieving them and actions for moving ahead in each of the next three years. The activities for Year 1 should be tied to the City's annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming

two years. Once Year 1 is nearly complete, the status of activities would be reviewed, and the activities for Year 2 would be adjusted as necessary, as it will become the new Year 1. Year 3 would be adjusted as appropriate in readiness for its becoming the new Year 2, and activities for a new Year 3 would be identified.

The City should identify the coordinating body responsible for the monitoring, development and update of the Incremental Implementation Strategy, and for the coordination of the various City departmental activities to fund and/or carry out the strategy. City staff or the identified coordinating body would provide the City Council with a regularly scheduled status report on implementation activities. This regular monitoring, reporting and updating help to keep the Riverfront Master Plan flexible and current, keeps all City departments and project partners focused on the carrying out of this important public policy objective, and keeps the implementation of the Riverfront Master Plan on the “front burner.”

A brief overview of the projects and actions is provided below, accompanied by a summary matrix indicating the suggested timing/programming for initiating them over the short-term (1-3 years), near-term (4-6 years), and long-term (7 years and beyond).

## **INCREMENTAL IMPLEMENTATION STRATEGY**

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Implementation strategies are broken down into three broad categories:

1. **Regulatory Actions.** These include changes to the existing development code and supporting documents. Regulatory actions also include new programs or regulations necessary to implement the Riverfront Plan. Regulatory actions are covered briefly here and will be covered in separate memos that focus on regulatory changes.
2. **Funding and Organizational Strategies.** These include projects to support existing businesses and bolster economic activity within the Riverfront.
3. **Infrastructure Investments.** These include streetscape and other multimodal improvements (bicycle, pedestrian and transit), and stormwater, wastewater, and other infrastructure projects. Several of these projects are interconnected and, where appropriate, identified in the same time frame for completion. Where feasible, **Quick Win** projects are identified where improvements can be completed with relatively little cost.



## SUMMARY MATRIX OF IMPROVEMENTS AND ACTIONS

### Key

|   |  |
|---|--|
| ✓ | Study; Design and Engineering          |
| ✓ | Implement Program or Build Improvement |
|   | Continue; ongoing action               |

| Improvements and Actions                              | Near Term    |     |     |     | Mid-Term | Long Term |             |
|---|--------------|-----|-----|-----|----------|-----------|-------------|
|   | Target Year: | 1   | 2   | 3   | 4        | 5 - 10    | 10+         |
|   |              | '19 | '20 | '21 | '22      | '23 - '28 | '29 onwards |
| <b>1. Regulatory and Administrative Actions</b>       |              |     |     |     |          |           |             |
| a Comp. Plan Amendments                               | ✓            |     |     |     |          |           |             |
| b Zoning Code Changes                                 | ✓            |     |     |     |          |           |             |
| <b>2. Funding, Studies and Organizational Actions</b> |              |     |     |     |          |           |             |
| A. Organizational                                     |              |     |     |     |          |           |             |
| a Conduct an Urban Renewal Feasibility Study          | ✓            |     |     |     |          |           |             |
| b Urban Renewal District and Board Creation           | ✓            |     |     |     |          |           |             |
| c Urban Renewal Plan and Report                       | ✓            |     |     |     |          |           |             |
| d Urban Renewal District Formation                    | ✓            |     |     |     |          |           |             |
| e Riverfront Implementation Working Group             | ✓            | ✓   |     |     |          |           |             |
| B. WestRock Site                                      |              |     |     |     |          |           |             |
| f Pursue (EPA) Brownfields Grants                     | ✓            | ✓   |     |     |          |           |             |
| f Maintain relationship with Westrock Site owners     |              |     |     |     |          |           |             |
| g Transition Westrock Ponds                           |              |     |     |     | ✓        | ✓         |             |
| C. Evaluate and Consider Implementing Other Tools     |              |     |     |     |          |           |             |
| h Multifamily Housing Tax Incentive Program           |              | ✓   | ✓   |     |          |           |             |
| i Opportunity Zone/Fund                               | ✓            | ✓   |     |     |          |           |             |
| j Construction Excise Tax Study                       | ✓            | ✓   |     |     |          |           |             |
| k New Market Tax Credits                              |              |     | ✓   | ✓   |          |           |             |
| l EB-5 Program  |              |     | ✓   | ✓   |          |           |             |
| m Other District Infrastructure Funding Tools         |              |     | ✓   | ✓   |          |           |             |

## SUMMARY MATRIX OF IMPROVEMENTS AND ACTIONS, CONTINUED

### Key

|   |  |
|---|--|
| ✓ | Study; Design and Engineering          |
| ✓ | Implement Program or Build Improvement |
|   | Continue; ongoing action               |

| Improvements and Actions                                     | Near Term    |     |     |     | Mid-Term | Long Term |             |
|--|--------------|-----|-----|-----|----------|-----------|-------------|
|  | Target Year: | 1   | 2   | 3   | 4        | 5 - 10    | 10+         |
|  |              | '19 | '20 | '21 | '22      | '23 - '28 | '29 onwards |
| <b>3. Infrastructure Improvements, Projects, and Actions</b> |              |     |     |     |          |           |             |
| A. Quick Wins  |              |     |     |     |          |           |             |
| a Selected Rogers Landing Improvements                       | ✓            | ✓   | ✓   |     |          |           |             |
| b Underpass Park   | ✓            | ✓   | ✓   |     |          |           |             |
| B. Transportation  |              |     |     |     |          |           |             |
| a Esplanade and Overlooks                                    | ✓            | ✓   |     | ✓   |          |           |             |
| b S River Street Improvements                                | ✓            | ✓   |     | ✓   |          |           |             |
| c E Ninth Street Improvements                                | ✓            | ✓   |     | ✓   |          |           |             |
| d S College Street Improvements                              |              | ✓   | ✓   |     | ✓        |           |             |
| e S Blaine Street Extension, Phase 1                         |              |     | ✓   | ✓   | ✓        |           |             |
| f S Blaine Street Extension, Phase 2                         |              |     |     | ✓   | ✓        | ✓         |             |
| g Overlook Drive (E Fourteenth Street Extension)             |              |     |     | ✓   | ✓        | ✓         |             |
| h Trolley  |              |     |     | ✓   | ✓        | ✓         |             |
| C. Parks and Open Space                                      |              |     |     |     |          |           |             |
| a Esplanade and Overlooks                                    | ✓            | ✓   |     | ✓   |          |           |             |
| b Gateways   | ✓            | ✓   |     | ✓   |          |           |             |
| c Rogers Landing Improvements                                |              | ✓   | ✓   |     | ✓        |           |             |
| d Pedestrian and Bicycle Access to Waterline Bridge          |              |     | ✓   | ✓   |          | ✓         |             |
| E. Stormwater, Wastewater, and Other                         |              |     |     |     |          |           |             |
| a TBD by Task 4.4  |              |     |     |     |          |           |             |

## REGULATORY ACTIONS

While the emphasis of this Implementation Strategy is on Infrastructure actions, we begin with Regulatory Actions, since these are an essential *first step* towards realizing the Riverfront vision. If regulations are not changed, it is likely that certain elements of the Riverfront vision could not be built, such as the River Street Mixed Commercial Node. Changing City regulations are also squarely within the City's authority, whereas other actions described later may require the City to work with other public agencies or private entities to effect change.

### **AMEND THE COMPREHENSIVE PLAN TO REFLECT THE INTENT OF THE RIVERFRONT PLAN**

The precise nature of the changes to the City's Comprehensive Plan will depend on the Final Preferred Concept that is selected. We assume that the Comprehensive Plan will need to be amended to reflect the new vision, including new land use designations, gateways, and locations of special importance.

### **AMEND THE ZONING MAP AND DEVELOPMENT CODE TO REFLECT THE INTENT OF THE RIVERFRONT PLAN**

The precise nature of the changes to the City's Zoning Map and Development Code will depend on the Final Preferred Concept that is selected. We assume that the Zoning Map Comprehensive Plan will need to be amended to reflect the new vision, including new land use designations and changes to the development code governing the types, location, massing, setbacks, landscaping, and other elements of development.

## FUNDING, STUDIES, AND ORGANIZATIONAL ACTIONS

The actions below enable all of the big ideas to be realized, transcending any one individual concept. These actions provide the funding mechanisms and organizational structure for carrying out all of the other projects and actions in the Plan. These actions include:

### **CONDUCT AN URBAN RENEWAL FEASIBILITY STUDY AND PLAN THAT INCLUDES THE RIVERFRONT**

Urban Renewal is typically the most powerful tool available for Cities seeking to renew or redevelop a specific area or district. Urban Renewal enables Cities and other government agencies to plan, fund, and implement significant public infrastructure improvements, and thereby catalyze private development. Urban Renewal enables local jurisdictions to capture property tax "increment," (generated by property value appreciation and new development) and reinvest those funds within a defined area. Urban Renewal therefore appears to be a good fit for the Riverfront, which could see significant additional private development. The City may want to study an Urban Renewal Area that includes parts of both the Riverfront and Downtown—two focus areas for economic development.

### **CONSIDER APPOINTING A RIVERFRONT IMPLEMENTATION WORKING GROUP OR COMMITTEE**

Plans that enjoy the support of a dedicated group or committee are more likely to be implemented over time. Following the completion of downtown plans, merchants' associations or Business Improvement District (BID) boards are often an important constituent group that works to see that the recommendations in a plan are implemented.

At the Riverfront, the Board of a new Urban Renewal Agency/Area could be the primary group responsible for guiding implementation. However, a URA could cover a geographical area that extends beyond the Riverfront. It also would not be set up for a number of years, if at all.



The City Council or Planning Commission could also take the lead. However, these groups also have a wide portfolio of responsibilities and cannot focus solely on the Riverfront.

Therefore, a Riverfront Stakeholder Working Group, which includes members from the Master Plan Citizen Advisory Committee, could continue on following completion of the Plan, with the goal of monitoring implementation. Implementation oversight could transfer to an Urban Renewal Board, if established.

## **WESTROCK SITE**

Given the size and importance of the WestRock site, we anticipate several associated projects and studies to take place in the coming years (depending upon the preferred land use alternative selected through the planning process). These studies will lay the foundation to transition some of the land to vibrant residential or commercial uses and/or public open space.

- ***Pursue Brownfields Grants from the EPA and/or other agencies.*** EPA's Brownfields Program provides grants and technical assistance to communities, states, tribes and others to assess, safely clean up and sustainably reuse contaminated properties. Industrial and intensive commercial uses throughout the Riverfront area have an unknown level of contamination which would need to be cleaned up before there is any other land use on site. Preliminary discussions with DEQ and Business Oregon should be a precursor to any other actions.
- ***Maintain a strong working relationship with the WestRock Site owners and pursue partnership opportunities.***
- ***S Blaine Extension through WestRock.*** As the extension is more likely to be founded in economic development goals, it is likely to be funded by either a developer or by the urban renewal agency through tax-increment financing.
- ***Transitioning the WestRock Ponds.*** As industrial uses shrink in the Riverfront, the need for the wastewater treatment ponds will be greatly reduced. Transitioning these ponds to tax-generating uses and/or open space should be a long-term goal.

## **EVALUATE AND CONSIDER IMPLEMENTING OTHER FUNDING TOOLS**

The State of Oregon enables the use of a variety of tools to help facilitate development as envisioned within this Plan and they should be considered for application within the Newberg Riverfront.

- ***Multifamily Housing Tax Incentive Program (MHTIP).*** This program would offer a financial incentive to stimulate targeted construction of multifamily housing in the Newberg Riverfront by offering temporary property tax exemptions to developers of multifamily housing. The tax exemption is typically 20 percent per floor of residential use (up to 80 percent) for up to 10 years for eligible projects. Often, eligibility includes projects that offer one or more "public benefit," such as ground floor retail, ground floor open space, or affordable housing. By reducing property taxes, the program improves cash flows to the building owner, thereby making projects more feasible. Successful programs in Oregon include Salem's Multi Unit Housing Tax Incentive Program (MUHTIP) and Portland's Multiple-Unit Limited Tax Exemption (MULTE) Program. The program has been implemented in numerous Oregon downtowns to encourage multi-family and mixed-use development.
- ***Opportunity Zones and Opportunity Funds.*** Opportunity Zones were created by the 2017 Tax Cuts and Jobs Act and were designed to spur investment in distressed communities throughout the country through tax benefits where investors may defer tax on capital gain up to December 31, 2026 by making an appropriate

investment through a qualified opportunity fund (QOF) in accordance with certain requirements. This will increase returns and make investing in opportunity zones more appealing.

Some real estate developers and investors are closely tracking Opportunity Zones and seeking to invest within them. The Newberg Riverfront is located in an Opportunity Zone. Investments are starting now, so Newberg should plan strategically on ways they can prepare for investment. The City could encourage opportunity fund investments in the Riverfront by working collaboratively with public and local organizations to develop a pitch to prospective developers. The City can also start a city-operated Opportunity Fund and establish a nonprofit entity to manage the fund.

- **Construction Excise Tax for Affordable Housing.** In 2016, the Oregon State Legislature passed [SB 1533](#), which enabled local jurisdictions to implement a construction excise tax for affordable housing and allowed inclusionary zoning. This excise tax could be a key resource to assist the efforts of the Newberg Affordable Housing Commission.

While such an excise tax would be applied City-wide, some of the funds generated could be applied to the Riverfront, since affordable housing has emerged as one element of the Riverfront vision.

A construction excise tax allows a local jurisdiction to levy a tax of up to 1 percent of the permit value on residential construction. They may also levy a tax on the permit value of commercial and industrial development, and there is no cap to the rate for the commercial and industrial tax. The revenue from a residential construction excise tax must go to incentives for developers to create affordable housing (50 percent), affordable housing programs (35 percent), and to Oregon Housing and Community Services to be used for programs providing down payment assistance (15 percent).<sup>1</sup> The project team understands that Newberg may be undertaking a study into a city-wide construction excise tax and no further actions are recommended until the findings of the study are finalized.

- **New Market Tax Credits.** The New Markets Tax Credit program is a state program aimed at helping finance investments and create jobs in low-income communities. The program delivers below-market-rate investment options to Oregon businesses and helps attract additional Federal New Markets Tax Credit investments in Oregon. As one of the communities eligible for new market tax credits, Newberg could potentially develop the community development corporation needed to secure new market tax credits and use the resources as incentives to induce employment opportunities.
- **EB-5 Program.** The Federal government created and administers the EB-5 Program to stimulate the U.S. economy through job creation and capital investment by foreign investors. Under this program, entrepreneurs who reside outside of the United States (and their families) are eligible to apply for permanent residence status if they:

- Make the necessary investment in a commercial enterprise in the United States. This investment must be at least \$500,000, and often must be \$1 million or more.
- Plan to create or preserve 10 permanent full-time jobs for qualified U.S. workers.

This program is known as EB-5 for the name of the visa that participants receive. In order for cities or counties to attract investment from an EB-5–eligible investor, they must have a designated “regional center,” a designation awarded by the U.S. Citizenship and Immigration Services via a competitive process.

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<sup>1</sup> From the Oregon Housing Alliance

The government takes into account the proponent’s economic development plan, job creation, and investment benefits when considering center designations. For more information, see <https://www.uscis.gov/eb-5>.

- **Other District-Infrastructure Funding Tools.** In addition to tax increment financing/urban renewal, other approaches to district funding are possible. These typically apply a tax or fee on developers operating within a defined area, and use the funds generated to pay for necessary infrastructure. These district funding mechanisms include Local Improvement Districts (LID), area-specific Systems Development Charges, and Reimbursement Fees. Such approaches may be appropriate for infrastructure on the Riverfront.

## INFRASTRUCTURE IMPROVEMENTS, PROJECTS, AND ACTIONS

Previous sections summarized the actions, projects and partnerships recommended for carrying out the future vision for the Newberg Riverfront over time. The following sections provide additional detail about the specific infrastructure projects. The implementation of these projects first requires identifying the actions and preliminary subtasks that need to be taken, as well as the timeframe within which they should be initiated (and by whom).

### QUICK WINS

Identifying and planning for some highly-visible, high-impact activities and projects will help to promote and generate ongoing support for the Newberg Riverfront Plan. These “quick wins” help to keep the team and community engaged and energized, particularly through less visible activities like data collection and analysis. The Underpass Park and some of the improvements at Rogers Landing are two quick wins identified for the Newberg Riverfront. Improvements to Rogers Landing and development of the Underpass Park will likely have initial phases that are “quick wins”, followed by other phased improvements.

- **Rogers Landing.** While the Rogers Landing area of the Riverfront includes many components, quick wins may include the following:
  - Construction of pedestrian accessways.
  - Construction of trails through the Baker Rock property and onto the area currently occupied by the landfill.
  - A park planning process in collaboration with the Chehalem Parks and Recreation District (CPRD) to engage the community in park design.
  - Modest investment in park facilities, such as playgrounds, picnic areas, and a small amphitheater.
- **Underpass Park.** The Underpass Park will provide active, recreational and open space beneath the recently constructed Newberg-Dundee Bypass. Coordination with ODOT – who will need to approve the project – and the Chehalem Park & Recreation District (CPRD) are critical first steps. Subsequent steps include community engagement, design and cost estimates, and construction.

### TRANSPORTATION

Transportation projects include streetscape improvements, new roads and extensions to existing roads, and the trolley.



- **Esplanade and Overlooks.** The esplanade (walkways) and overlooks shown in current Riverfront Concept Plan maps are likely to be a joint responsibility of Chehalem Park & Recreation District (CPRD), Newberg County, the City, and property owners. While adjacent to or within the Waterfront Street right of way, the Esplanade will effectively be a transportation project. When traveling through a designated Park or CPRD property, it will be a Parks and Open Space project, and is therefore mentioned again in the section below. While the project should be seamless and continuous, this does mean that there will likely be different implementing agencies (and potentially, funding sources) for different segments.
- **Streetscape Improvements.** A significant goal of the project is increased connectivity throughout the Riverfront area. Major streetscape projects will require design improvements and cost estimates, incorporating projects into the City's Capital Improvement Plan (CIP) and/or other funding plan, and construction are the three main actions needed for streetscape improvements. Specific projects include:
  - S River Street Improvements
  - E Ninth Street Improvements
  - S College Street Improvements
  - S Blaine Street Extension Phase 1: Extension along the railway tracks to S River Street
  - S Blaine Street Extension Phase 2: East-west connection to NE Wynooski Street (also mentioned above in WestRock section)
  - Overlook Drive (E Fourteenth Street Extension)
  - Trolley (linked to Downtown Plan and Tourism Strategy)

Over the long-term, local roads in the Riverfront area will also need to be brought up to code, which may include sidewalks and ADA ramps, among other components.

## **PARKS, TRAILS & OPEN SPACE**

Parks and open space projects include gateways, parks, and trails and walkways (including pedestrian bridges).

- **Gateways.** Gateways inform visitors of their arrival to the Riverfront and in conjunction with a clear system of directional wayfinding signage can make the Riverfront a more legible, identifiable and easily accessible destination. Both the River Street Gateway and the College Street Gateway should be specifically identified in a *Streetscape, Wayfinding, and Gateway Plan*, which will identify types and locations for streetscape features, wayfinding markers, gateways, and other components of the pedestrian realm. The plan will inform, guide, and be coordinated with other big ideas.
- **Trails.** The Plan proposes several new or improved trails throughout the Riverfront, including those in Ewing Young Park, along Chehalem Creek, and along the riverfront. Establishing trails will require coordination with Chehalem Park & Recreation District (CPRD) and the County, discussions with property owners, utilities and other stakeholders. If successful, these discussions would be followed by the preparation of a trail plan and design, and subsequent acquisition of easements, real property, or use agreements to enable improvement, operation and maintenance of the trail. Construction would follow as funding and approvals permit.
- **Rogers Landing Improvements.** While there are a few low-cost improvements that may be considered "quick wins," most of the project components associated with Rogers Landing will be longer-term

improvements. These will likely include the study, design and engineering, and construction of the following:

- Pedestrian access to Rogers Landing
  - Amphitheater
  - Landfill park area (Study landfill and determine if it can be used as a park)
  - Dog Park
  - Beach/swimming access
  - Waterfront improvements including potential boat rentals and overnight barge moorage.
- *Add Pedestrian and Bicycle Access to Waterline Bridge.*

### **SEWER, WATER, & STORMWATER**

- Sewer, Water, and Stormwater infrastructure needs will be identified in Task 4.4: Infrastructure Needs Draft Memorandum. These infrastructure projects will be added to the final Implementation Plan.

## **CONCLUSION**

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In conclusion, the Riverfront Master Plan, and the Incremental Implementation Strategy, represent a draft framework and guide for the revitalization of the Newberg Riverfront area into a thriving, mixed-use neighborhood that is close-in and complementary to downtown Newberg. As this Plan expresses the community's vision and an expression of their desired outcomes for this area, the Plan must be a dynamic and responsive policy framework and action plan – one that changes as needed to keep pace with changing community values and external factors, and as opportunities arise. The Newberg Riverfront Plan is intended to evolve accordingly, serving as the framework for further refinement according to changing circumstances and the wishes of the community.