

Citizens Advisory Committee Meeting #4

February 12, 2019, 6pm-8pm

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

1. Welcome and Introductions (10 min)

- a. Welcome and Introductions
- b. Meeting Minutes Review – Cheryl Caines

2. Plan Alternatives (45 min)

This is an action item for the Committee. Please review the memo about Plan Alternatives D & E. Following discussion, City Staff will ask the group for a consensus recommendation of a preferred alternative. Infrastructure analysis and development of draft implementation measures will be completed for this plan alternative.

- a. Presentation of Plan Alternatives D & E
- b. Discussion and determination of preferred alternative

3. Implementation Measures (45 min)

This is a preliminary discussion on potential Development Code and Comprehensive Plan Amendments. The amount and timing of changes needed will depend upon the preferred alternative chosen by the advisory committee in Agenda Item #2. Please review Draft Technical Memos #6 and #7 to understand potential changes and be ready to provide direction on issues noted in the memo.

- a. Comprehensive Plan Amendments
- b. Zoning Map and Development Code Amendments

4. Public Comment (15 minutes)

5. Next Steps (5 minutes)

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 or contact Cheryl Caines, City of Newberg, at cheryl.caines@newbergoregon.gov or (503) 554-7744

Citizens Advisory Committee Meeting #1

May 23, 2018, 6pm-8pm

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

Attendees:

CAC Members – Brian Love, Geary Linhart, Francisco Stoller, Lesley Woodruff, Todd Baker, Ron Wolfe, Chris Strub, Derek Brown, Denise Bacon, and Mike Ragsdale

Mayor Bob Andrews

City Staff - Doug Rux, Cheryl Caines, Brett Musick, and Rosa Olivares

Consultants – Joe Dills, Andrew Parish, Kyra Haggart (APG) and Morgan Maiolie (Walker Macy)

Guests – Joe Hannan, Shelly Hannan, Sue Ryan

1. Welcome and Introductions

Brian Love, CAC Chair opened the meeting and turned it over to Joe Dills. Members were asked to introduce themselves and speak to their hopes for the project. Responses included:

- Create a place for people to experience the river, go to in the winter, a great neighborhood to live in, safe, comfortable, and meets the needs of the citizens.
- Be part of the conversation.
- Riverfront is a special place, the back yard or ballroom to downtown (the living room).
- Stimulate interest and excitement.
- Create an urban renewal district that is connected to downtown.

Joe Dills reviewed the committee role and guidelines. There were no comments or questions.

2. Project Overview

Andrew Parish gave an overview of the project and presented background information on the project area: location, acreage, property ownership, natural features, and development information.

Questions and Comments:

- Will this presentation be available? Yes, it will be on the Riverfront webpage.
- How much of the area is developable? Consultants will be looking at that in the next steps.
- Can zoning be changed? Yes, but do need to consider broader context of city land needs.
- Have property owners been contacted? Yes, some have a seat on the CAC, others through stakeholder interviews or personal contact by staff. There will be continued conversations and opportunities to be involved, including public events.
- Half of the project area is outside of the city. What about coordination with Yamhill County? There is also a Technical Advisory Committee (TAC) that meets like the CAC to discuss the plan. This committee includes Yamhill County and other agencies. Annexation to the city will need to occur for development and have city services.

Joe Dills reviewed the project schedule – four CAC meetings and two open house/public events. There were no questions on the schedule.

Kyra Haggart summarized the Public Involvement Plan and key messages, which may change as the project evolves. Elements of the plan include an interested parties list, project website, public events (in-person and on-line), and outreach at community events in order to be more in touch with citizens. Rosa Olivares spoke to outreach to the Spanish speaking population including community events, translation of project materials, and social media groups.

CAC members were supportive of the plan elements – particularly the ideas about going out into the community to the places where citizens are already gathered and reaching out to the Spanish speaking community. Joe Dills asked if there were any do's or don'ts for outreach in Newberg. It was noted that transparency is important. Go to where the people are. Other ideas for group outreach included Friendsview, Tunes on Tuesday, George Fox, Young Professionals of Yamhill County, and faith-based associations.

3. Envisioning a Great Riverfront

Cheryl Caines and Doug Rux summarized other activities that had taken place since the adoption of the 2002 Riverfront Master Plan and current projects that will impact this planning process. These include updates to Newberg infrastructure master plans (Transportation System Plan, Water Master Plan, Wastewater Master Plan, and Stormwater Master Plan), adoption of plans for downtown, tourism strategy, and economic development. In addition, the mill has closed and the bypass was constructed. Affordable housing is an issue and an on-going community conversation. The City is beginning a project to expand the Urban Growth Boundary based on land supply and housing/job needs. The decisions made in the Riverfront could impact that project and vice versa. There is also a goal to complete a feasibility study for urban renewal in the area.

Morgan Maiolie presented design components of other successful riverfront projects using pictures for inspiration. Examples included other towns in Oregon and across the U.S. These sparked the following comments:

- Repurposing of existing buildings is important, example Bend and Wenatchee.
- Walkability – amazing how many people are using the Bypass path. Wide sidewalks.
- An amphitheater would be great.
- Recreation – paddle launch.
- The size of the property lends itself to a mix of uses (commercial, industrial and residential).
- Parking may be an issue.

Joe Dills asked a question of the members in order to help craft a vision statement for the plan. *Imagine you had to leave Newberg tomorrow to go live on a beautiful South Sea island. You return to Newberg in twenty years and the Newberg Riverfront Plan has been successfully implemented. You are very pleased and impressed – you really like what you see. What do you see?*

Responses:

- Multi-purpose, year round indoor space.
- A variety of activities – public boat slips/rental, families out walking.
- Significant trail system and vegetation along trails.
- Trails to Ewing Young Park.

- Reclaim the landfill site.
- Family oriented recreational activities and family friendly.
- Concern with bypass splitting the area – integrate it.
- Mixed use – need for manufacturing, integrate residences. A balance of industry, housing, and quiet spaces.
- Not a bedroom community – preserve jobs, people can live and work in Newberg.
- Connectivity with downtown – likes the trolley idea that has been discussed to connect the two areas.
- A carousel.
- Incorporate the railroad spur, this is part of the city’s history.
- Incorporate historical and natural resources of the area.
- A fun place to hang out but don’t need to spend a lot of money.
- A place for Newberg residents and not just tourists.
- Cottages and dense housing but not Portland. A balance of housing types and affordable housing.
- Activate the areas under the bypass.
- Spaces for art.
- Eye toward universal designs and accessibility.
- Archery and bike paths.
- Places for food and drink, apartments, incubator businesses.
- Coordinate with Dundee on their Riverside planning so there is not duplication.
- A place where people recognize Newberg for its riverfront.
- Bike friendly and trails can be used as transportation.

4. Public Comment

Sue Ryan is concerned about safety for those participating in water activities. She gave examples of issues in other cities such as Cascade Locks where there were drownings. She encouraged that agencies such as Tualatin Valley Fire and Rescue be involved with the planning efforts to avoid the creation of dangerous situations.

Brian Love asked about where we have industrial land. Doug Rux explained the shortage of industrial land within Newberg, which makes it difficult to attract companies looking for large tracts to locate their business.

Joe Dills noted the next meeting will be in mid/late July but a date has not yet been set. Mayor Andrews asked to avoid dates for the Old Fashioned Festival.

The meeting was adjourned at 7:45.

Approved by the Riverfront Master Plan Citizen Advisory Committee this 12th day of February, 2019.

Brian Love, Chair

Cheryl Caines, Senior Planner

Citizens Advisory Committee Meeting #2

July 23, 2018, 6pm-8pm

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

Chair Brian Love called meeting to order at 6:05pm

Attendees:

CAC Members – Brian Love, Geary Linhart, Lesley Woodruff, Todd Baker, Ron Wolfe, Chris Strub, Derek Brown, Denise Bacon, Fred Gregory, Stan Primozych, and Mike Ragsdale
Mayor Bob Andrews
City Staff - Doug Rux, Cheryl Caines, and Brett Musick
Consultants – Joe Dills, Andrew Parish, Kyra Haggart (APG), Morgan Maiolie (Walker Macy), Brian Vanneman (Leland Consulting), and Garth Appanaitis (DKS Associates)

1. Welcome and Introductions

Joe Dills opened the meeting and explained the purpose of the meeting is to go over the Existing and Planned Conditions of the Riverfront (Task 2) and how this fits into the overall schedule.

Kyra gave an overview of the public outreach city staff have done or will be doing (Public Works Day, Tunes on Tuesday, Old Fashioned Festival, Newberg Rotary) and social media (website/Facebook). The public event is coming up on August 23, 2018.

2. Vision and Goals

Andrew Parish presented the draft Riverfront vision statement and plan goals based on the input from the first TAC meeting. He brought up recommended changes by members of the Technical Advisory Committee, including regional connectivity. Joe Dills asked the committee, is it valuable to add in a reference to regional and state partnerships to implement the plan? The consensus was yes. This could lead to opportunities, relationship and synergy and using regional resources.

Mike Ragsdale – Why is industrial history a goal? Other than the mill have you discovered other industrial uses? Doug Rux noted a tie to the grist mill activities on the Ewing Young site and the various users of the mill site. Mayor also pointed to the river being used as a highway in the past for products. Joe Dills verified with the group that this should still be included as a goal.

Joe also confirmed changes to the vision statement and goals – be explicit about regional destinations that are also part of the plan and regional partnerships. There was consensus on these changes.

3. Existing and Planned Conditions

Andrew Parrish presented the existing and planned conditions for the area. He noted constraints, existing and potential development.

Brian Love asked if there are any potential developments not shown on the maps. Doug Rux said there is some small infill development and partitioning. Several inquiries over the last five years?

Lisa Rogers asked if the objective is to look at what we have and determine what we want based on the zoning? Joe Dills said we're using the zoning more as background information. We'll draw concept plans and ask how well existing zoning implements the plan and recommend any needed changes.

Garth Appanaitis went through the transportation presentation outlining the existing system (including condition), planned system, and the deficiencies. These include nonexistent pedestrian facilities and missing ramps. This is mostly due to the standards in place at the time of construction. There are several attractions in the area to walk/bike to (schools and parks) that could support connections. There is some good wayfinding signage. Speeds and shared lanes mean biking opportunities in the area are a bit better than pedestrian. Bypass path has a missing link.

Todd Baker asked if there would be any funding from ODOT to replace sidewalk ramps. Doug Rux said no ODOT money for city facilities. For things like Downtown (Hwy 99), the money came out of litigation and is being used on state facilities.

Joe Dills asked the committee what are the highest priority transportation investments needed?

- Roads and pedestrian walkways (too sporadic)
- Agree, even existing sidewalks and streets are not in good shape
- Can't get to Rogers Landing without hitting potholes and mud, walking is almost impossible
- Hard to pick because based on numbers and attractions, which right now is not there.
- Are there multiple jurisdictions controlling roads in this area? *Wynooski 7th to Hwy 219 is Yamhill County, Bypass is ODOT, Waterfront is Yamhill County, Weatherly is now City, College is City. There is a mix. Mostly south of the Bypass.*
- Is it the city's practice for ownership to transfer as streets are improved? *If it is brought up to city standards, then City would entertain a jurisdictional transfer.*
- Hard to make choices until I know the future uses.

Morgan Maiolie presented how the Riverfront fits into the region and the importance of the Willamette River connectivity to other parts of the valley including Portland Metro region and factors that factor into the urban design concepts for this area. A good starting point is looking at the walking radius from points of interest such as parks, Edwards Elementary, mill site, viewpoints, etc.; this leads to breaking down the Riverfront into smaller areas or neighborhood nodes and providing connectivity between them.

Mike Ragsdale pointed to a stream corridor that runs NE from Chehalem Creek. Doug Rux said it does not have a name and is mostly from stormwater. Mike said he had not noticed it in the past, but this could be an amenity.

Joe Dills asked what ideas come to mind with these visuals:

- What does circulation barrier? *Areas where access under the Bypass is limited.*
- South Side of Bypass has no sound wall. Could it be installed? *Whatever comes out of this plan, that means that ODOT will need to consider if sound walls are needed.*

4. Market Analysis and Development Programs

Brian Vanneman presented the market analysis. His research showed that development in Newberg over the last ten years has been mostly residential (roughly 85%). Retail in the Riverfront would be limited due to lack of access and visibility; destination retail would be more viable. Case studies from other riverfront areas were also presented.

Recommendations for the area include incremental infill development in the existing neighborhoods and potential expansion of the small commercial node on E Ninth Street. There should be anti-displacement measures to keep existing residents in place if new development occurs. A great place for paths, trails, event space, connections to the region. At the River Street terminus, there could be some destination retail. The mill site has potential for adaptive re-use for employment. Housing makes sense and the possibility for a hotel in the long term.

Based on this information, the team has come up with three potential redevelopment programs for the area. In program A, the River Street terminus (RST) is about 5 -10 acres with destination retail and some housing. WestRock mill site remains industrial and employment. Program B shows RST expanding into the warehouse portion of the WestRock site. A larger area could mean a greater variety of uses. In program C, the RST area expands to 60 – 130 acres. That could accommodate larger campus type development.

Joe Dills explained that these concepts are based on market, but policy issues must also be considered in deciding what uses are allowed in the area. The variables that come in for future development have to do with how the land at the end of River Street might be used or how much of the mill site may be available. The consultant team will be looking at all of these layers when coming up with plan alternatives in the next phase.

Joe Dills opened up the programs for discussion:

- We're short on industrial land, and we should work with the Newberg 2030 committee to ensure we're aware of Newberg's land needs.
- I went to the Hood River site you mentioned. It is easy to access even for RVs. Can we picture a 33 – 35 foot motor home going down River Street to this area?
- What is the WestRock site purchase price? *We were not given a price but were given a target of \$1.75 - \$2.00, which is about \$12 million based on acreage.*

- What time of day do we want people there? What would be appropriate here?
- Do you have data on how these other sites developed? Is there a formula? *It depends on the area. In the case of Hood River. They've done several different plans and finally found success by finding the right mix for the area. Joe Dills – they led with public improvements (event site, family park, parking). The rest of the land was master planned in a second era.*
- Is there any progress on the Chehalem Trail? *CPRD has a master plan they are implementing over time. The Bypass trail is one piece of that. Many of the trails in that plan will connect parks in the area. Just need to find the funding. Mike Ragsdale – I'm on the CPRD Board and the plan is aspirational. Pieces of the trail will be done over time. Possibly urban renewal could be used for construction of trails.*
- I'm drawn to alternative C without considering any other factors. The mill site is fabulous property for so many other uses. I know we have a need for industrial, but we also need to consider this is prime property.
- One of the challenges here is the extreme topography. Can't just walk to the River. How do you integrate that so people can enjoy the different areas considering the obstacles and accessibility issues for individuals?
- I see some high level view concepts. I haven't heard us talking about marinas, houseboats, or uses on the river.
- This is an opportunity to take nothing and turn it into an attraction. How far are we looking beyond the UGB and the study area? This could impact the plans we come up with and plan even beyond 20 years.
- If this were a destination, Sportsman Airpark could be a feature. We need to involve and work with them.

5. Public Comment

No public comment.

6. Next Steps

Brian Love said he took the “come back 20 years from now – what do you see” question. I heard back from people and got good and positive feedback. Thank you for all your help

The meeting was adjourned at 7:45.

Approved by the Riverfront Master Plan Citizen Advisory Committee this 12th day of February, 2019.

Brian Love, Chair

Cheryl Caines, Senior Planner

Citizens Advisory Committee Meeting #3

November 6, 2018, 6pm-8pm

Newberg Public Library (503 E Hancock St.)

Chair Brian Love called meeting to order at 6:00 pm

Attendees:

CAC Members – Brian Love, Geary Linhart, Francisco Stoller, Chris Strub, Saj Jivanjee, Fred Gregory, Joe Morelock, and Mayor Bob Andrews (Ex Officio).

City Staff - Doug Rux, Cheryl Caines, Brett Musick, and Rosa Olivares.

Consultants – Joe Dills, Andrew Parish, Kyra Haggart (APG); Ken Pirie (Walker Macy); Brian Vanneman (LCG)

1. Welcome and Introductions

Joe Dills opened the meeting and explained the purpose of the meeting is to go over the Plan Alternatives (Task 4) and how this fits into the overall schedule. He also noted that because there was not a quorum, the previous meeting minutes could not be considered for approval.

Kyra Haggart gave an overview of the public outreach city staff have done or will be doing (upcoming public event in December). Rosa Olivares shared details on the number of people (2000 on social media and 2,800 through public events and presentations). Past and upcoming community presentations include Early Bird Rotary, City Club, and Kiwanis.

2. Introduction to Draft Alternatives

Doug Rux provided a general geographic orientation for the alternatives. Ken Pirie reviewed common elements of the three alternatives, including public riverfront access; parks, trails, and open spaces; gateways; complete streets and downtown connections; and a mixed-use node at River Street and 14th Street. He also reviewed the differences between scenarios, such as specific street alignments and land uses. Joe Dills asked the committee for likes, dislikes, and preferencing of alternatives.

There was general support for the common elements.

Likes:

- Brian Love supports the River Street focal point.
- Francisco Stoller likes the esplanade along the bluff.
- Fred Gregory likes the gateway features and mix of uses.
- Chrus Strub likes the parkway street connecting to Dog Ridge Road.

Trails:

- Francisco Stoller asked about parking. Public parking needs to be provided since there are so many public parks and trails in the area. He supports the nature trails.
- Joe Morelock said shared parking needs to be provided at the top of the bluff.

- Brian Love stated that E Ninth Street is already grid locked because of on-street parking issues.
- Joe Morelock would like to ensure there is connectivity from the mix use areas to the trails and esplanade.
- Chris Strub noted the importance of linking up with Hess Creek trail and other areas.
- General discussion on the parkway street was that it needs to be accessible for vehicles and safe for peds/bikes with low speeds for comfort and safety.

Underpass/Gateways:

- Brian Love asked if there could be a farmer's market or Saturday market type of event under the bypass. He also noted support for an amphitheater.
- Francisco Stoller was concerned if ODOT (Oregon Department of Transportation) would allow the uses. He expressed the need for picnic space.
- There was some general discussion of parking and access issues for the amphitheater. It was noted that the landfill is a bad location for the amphitheater; preference is for it to be closer to the River Street node of commercial. Jim Morelock said people could park at Rogers Landing with a pedestrian connection. Brian Love pointed to the potential trolley to downtown as a transportation option for people.

Roger's Landing Access - there was general support for the street design concepts.

Mixed Use Node – there was general support for mixed uses areas.

Joe Dills asked each member to rank the common elements on a scale of 1 to 5. Rankings were two "4" rankings and four "5" rankings. Brian Love noted he would like to see more clarity on what's envisioned. Fred Gregory said there is a need for clarity on the details on the proposed concepts.

Land Use Alternatives (A, B, and C)

Alternative A

- Chris Strub asked about the rail line impacts of Alternative A? He noted that the City wants to preserve the rail line for industry and a potential trolley.
- Francisco Stoller asked about acreage of the WestRock site (116 acres).
- Joe Morelock supports more of a mix of employment uses.
- There was a question if a mix of employment opportunities lead to higher salaries?
- Brian Love asked if the city can regulate that.
- There is general concern about the feasibility of WestRock development.

Alternative B

- Fred Gregory doesn't like that there is no esplanade in B & C.
- Francisco Stoller is concerned about using the WestRock site for other uses and there not being enough industrial land. He likes the mixed employment but thinks there may be too much mixed commercial in these alternatives, especially B.
- Brian Love expressed support for breaking up the industrial site and having the public edge – strolling along the parkway.
- Jim Morelock said he likes an esplanade rather than a road. He also agrees there is a lot of red and brown (commercial and mixed employment).

Alternative C

- Geary Linhart asked for a recap of Planning Commission comments. Doug Rux provided a summary of outreach on alternatives and the comments that have been received to-date.
- There was a discussion about housing affordability. Saj Jivanjee said that affordable is defined as 1/3 of income. Should not talk about average income. There is a difference between workforce and affordable. Need to talk to industry leaders to make sure they pay enough for community members to be able to afford housing.
- Fred Gregory likes C generally but would prefer to have more mixed income housing rather than affordable housing in one area and market rate in another.
- Chris Strub noted that the amphitheater needs to be moved from the landfill site, closer to the commercial area.

Joe Dills asked CAC members to vote on each alternative. Votes were:

Alternative A – 0
 Alternative B – 0
 Alternative C – 3

There was general support for Scenario C, or a hybrid of B and C.

- Francisco Stoller said to relocate amphitheater so it is centrally located near River Street commercial node.
- Joe Morelock said to have more mixed employment and maybe more affordable housing. Transition between uses more north/south rather than east/west.
- Fred Gregory suggested having more employment north of the proposed affordable housing area.
- Saj Jivanjee said it is not fair to ask for choices because the members don't have econometrics and need to know demographics. He spoke about the City Beautiful movement and noted how these alternatives are segregated. He would like to see a mix of housing, commerce and industry. This plan is about transportation and not community needs. Large industrial users are not the future. The trend is toward micro businesses and incubator industry. There is not an equitable distribution of upfront costs for infrastructure. He said to look at Country Club Plaza in Kansas City as an example. He also noted that if the residual land value of the WestRock properties are not known, then it is tough to proceed.

3. Introduction to Infrastructure and Incremental Implementation Strategy

Andrew Parish provided an overview of code and design concepts for implementation, and briefly summarized recommended improvements to water, wastewater, and stormwater infrastructure in the area.

Brian Vanneman provided an overview of the draft incremental implementation strategy, including recommended regulatory actions, funding and organizational strategies, and infrastructure investments.

4. Public Comment

The following public comments were provided on the plan alternatives.

- Concern about affordable housing and gentrification/displacement of existing neighborhoods.
- Connecting of Hess Creek and Ewing Young park is important; especially the connection across Hess Creek.
- Consideration of parking and event space parking is important.
- One attendee suggested a design similar to Bridgeport Village in Tualatin or Country Club Plaza in Kansas City, with a parking garage.
- Environmental impact costs are unknown.
- Be clear about workforce housing versus affordable housing.
- WestRock structures could be valuable resources for recycling center.

5. Next Steps

The meeting was adjourned at 8:00 pm.

Approved by the Riverfront Master Plan Citizen Advisory Committee this 12th day of February, 2019.

Brian Love, Chair

Cheryl Caines, Senior Planner

2/1/2019

To: Newberg Riverfront Master Plan Citizens Advisory Committee and Technical Advisory Committee
From: Andrew Parish, APG
Re: Alternatives D and E

INTRODUCTION

The purpose of this memorandum is to describe two new land use and transportation alternatives for the Newberg Riverfront Master Plan Update. Prior to the November 6 meetings of the Technical Advisory Committee (TAC) and the Citizens Advisory Committee (CAC), three alternatives were prepared to explore options for the riverfront area. At those meetings, as well as a subsequent open house on December 4, 2018 and additional stakeholder input, the project team received ideas for adjusting these alternatives and preferences for a preferred alternative.

In early 2019, the City of Newberg hosted representatives of WestRock (the owner of the large Riverfront Mill Site within the study area) to discuss their plans for the property. At this meeting, WestRock representatives expressed their desires for the industrial designation on the site to remain unchanged, no new streets to be developed through the industrial site, and to only allow public trail access below the bluff.

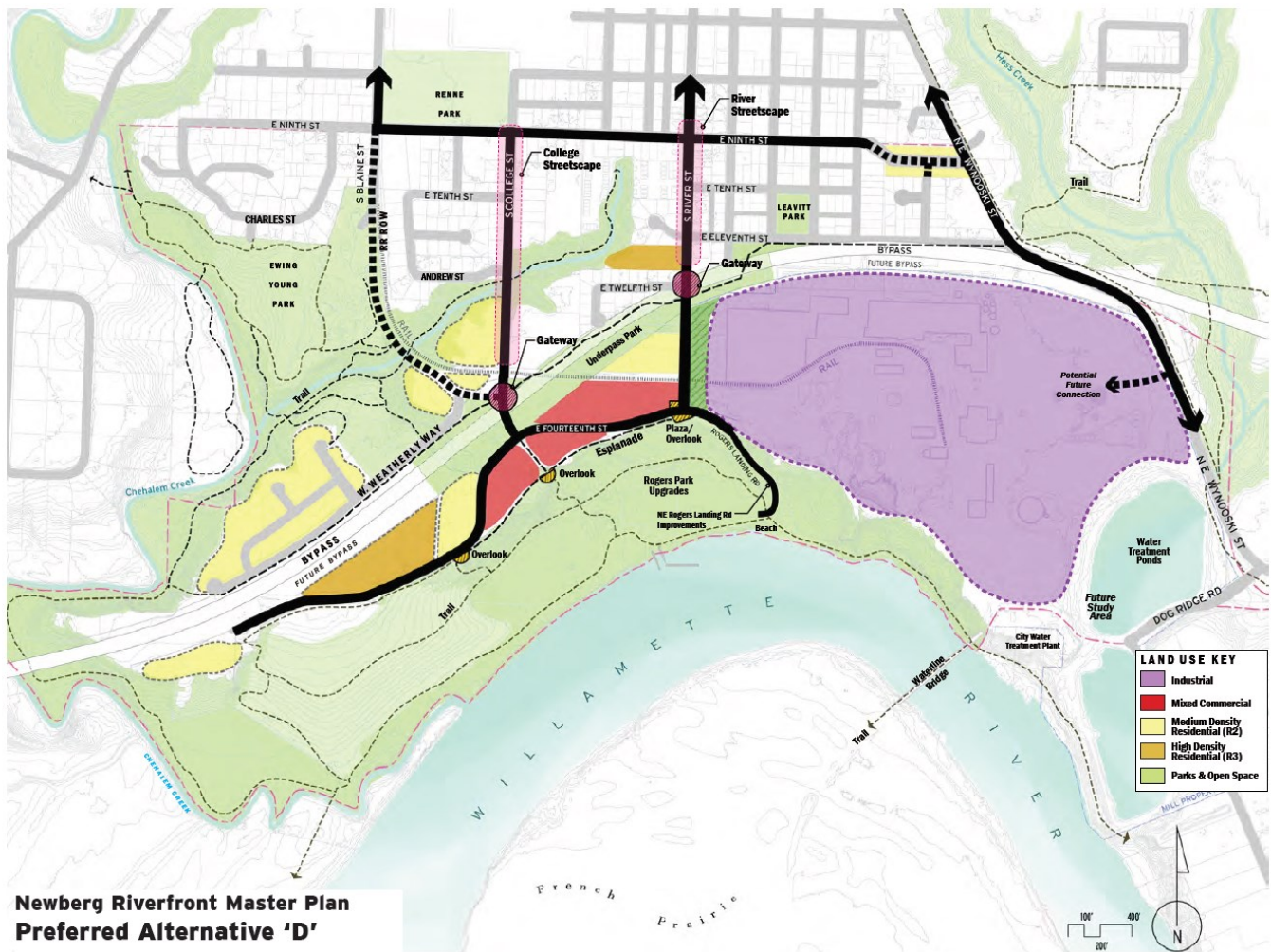
Because of the timing of this input and the importance of WestRock as a property owner and potential future employment in the area, the project team has prepared two updated alternatives to the TAC and CAC for further discussion. These alternatives are described below.

ALTERNATIVE D

This alternative depicts the stated preferences of WestRock. It is similar in many ways to Alternative A described in Technical Memorandum #3 the entirety of the mill site remains in industrial use with little or no public access across the property. An open space buffer on the east side of S. River Street is intended to separate the industrial area from other uses on River Street.

Unrelated to changes at the mill site, residential land south of the bypass in the western portion of the study area is shown as High Density Residential (R3) due to expressed interest of landowners/developers for a zone change on this site.

Finally, the alignment of S. Blaine St. and its intersection with S. College Street have been revised per discussions with ODOT Rail.



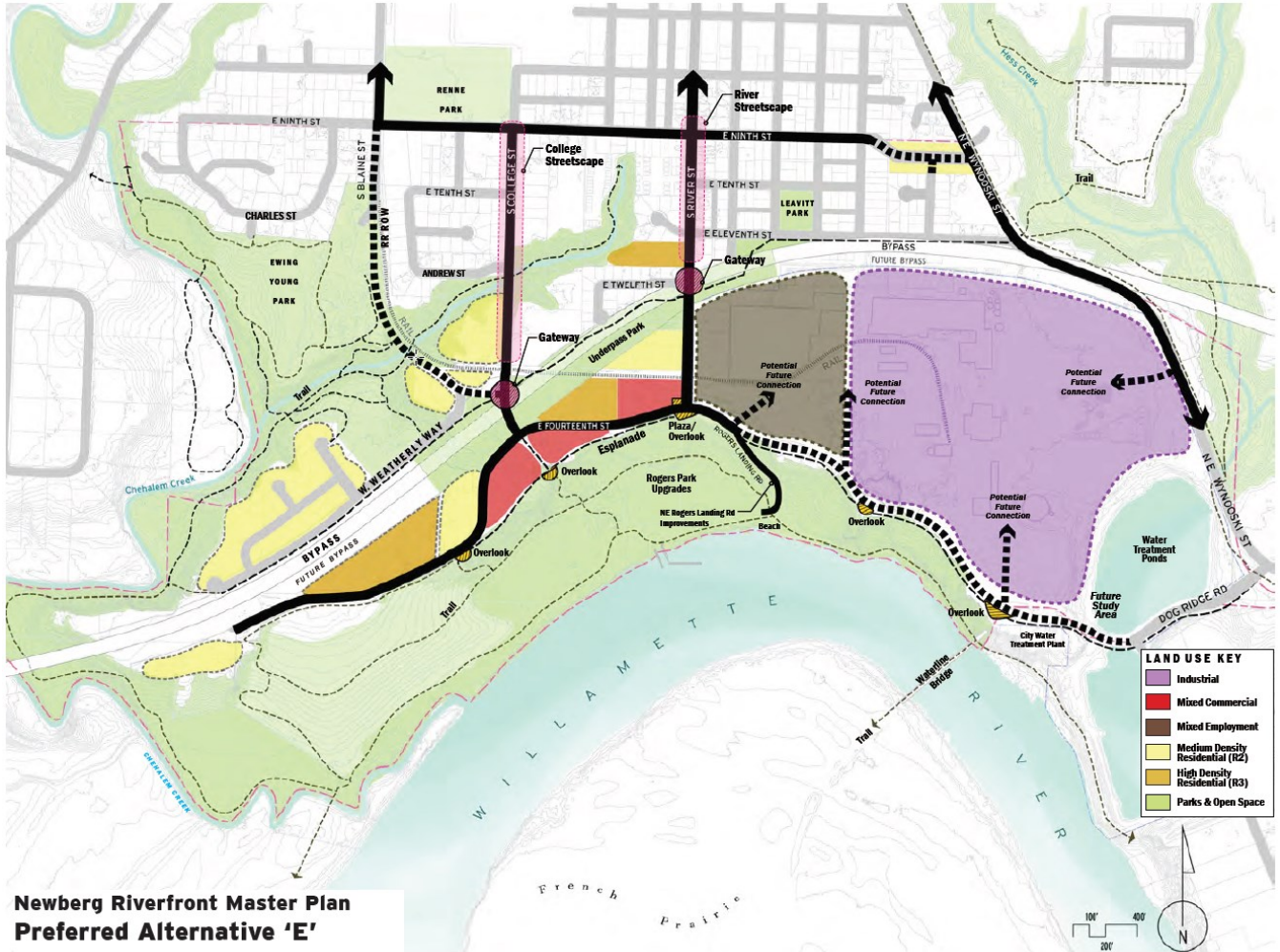
**Newberg Riverfront Master Plan
Preferred Alternative 'D'**
January 2019

ALTERNATIVE E

Alternative E is a hybrid of elements in earlier iterations of the plan alternatives. It retains most of the mill site in industrial use but adds a “Mixed Employment” designation that would allow for some of the property to be used for smaller employers, or a mix of commercial and employment uses. Public roadways and a pedestrian trail along the top of the bluff are shown. Additional High Density Residential (R3) housing is shown along E. Fourteenth Street.

Unrelated to changes at the mill site, residential land south of the bypass in the western portion of the study area is shown as High Density Residential (R3) due to expressed interest of landowners/developers for a zone change on this site.

Finally, the alignment of S. Blaine St. and its intersection with S. College Street have been revised per discussions with ODOT Rail.



**Newberg Riverfront Master Plan
Preferred Alternative 'E'**

January 2019

2/5/2019

To: Newberg Riverfront Master Plan Citizens Advisory Committee and Technical Advisory Committee
From: Andrew Parish and Kyra Haggart, APG
Re: DRAFT Technical Memorandum #6 – Comprehensive Plan Amendments

INTRODUCTION

The purpose of this memorandum is to identify specific amendments to the City of Newberg Comprehensive Plan needed to implement the Riverfront Master Plan Update's Preferred Alternative. As of this writing, there are two alternatives being discussed by the project's advisory committees. They are described in detail in a separate memorandum, and described briefly below.

“Alternative D” represents the latest discussions and written feedback received from the current owners of the Riverfront Mill Site (WestRock). They have expressed the desire to re-open the mill at some point in the future, and wish to retain their current industrial designation.

“Alternative E” is a hybrid of elements in earlier iterations of the plan alternatives. It retains most of the mill site in industrial use, but adds a “Mixed Employment” designation that would allow for some of the property to be used by smaller employers, or a mix of commercial and employment uses.

ROLE OF THE COMPREHENSIVE PLAN

The City of Newberg Comprehensive Plan is a set of policies and map of land use designations that guide growth and development within the Newberg Urban Growth Boundary (UGB). It includes several existing policies related to the Riverfront District, put into place by the 2002 Riverfront Master Plan, many of which need to be revised because they are out of date or inconsistent with the current vision for the area.

Because the City is seeking feedback on two alternative plans for the Riverfront area, this memorandum provides implementation concepts that may be needed in one or both alternatives. Some elements will need to be determined after the preferred alternative is chosen.

Table 1 below provides a list of amendments with descriptions of their purpose and references to specific language that follows the table.

Table 1. Summary List of Recommended Comprehensive Plan Amendments

Reference	Description	Notes
1	Update references to the "Smurfit Newsprint Processing Plan" within II.G.1 (Open Space & Natural Resources Policies)	Recommendation to replace language with "Riverfront Mill Site" or "Riverfront Industrial Area".
2	Updates to II.H.1 (Economy - General Policies) and II.H.4 (Economy - Riverfront District) policy language to reflect the Master Plan Update	Existing language may be adequate, but should be reviewed by CAC.
3	Updates to II.I.2 (Housing - Location) and II.I.3 (Housing - Mix) policies to revise intent of the Riverfront District language.	<p>Existing policy language encourages housing in commercially-designated areas of the riverfront (i.e. the parcel at 14th and River). The preferred alternative may or may not wish to further this policy due to concerns of residential uses near the Riverfront Mill Site.</p> <p>Additionally, current proposals for multifamily housing within the Riverfront District are being reviewed. Language could be updated from "medium density" to "medium- to high-density" housing.</p> <p>Recommended change to broaden language to include both horizontal- and vertical- mixed use housing under both alternatives.</p>
4	Updates to language in II.J.1.2 (Urban Design - Industrial Areas) and II.J.1.6 (Urban Design - Riverfront District), and II.J.2.E to address the Riverfront District and the Bypass.	Numbering of this section is somewhat inconsistent with other chapters.
5	Update K.4 (Transportation policies related to the impact of regional traffic on the local system) to match the current Bypass and related planning efforts.	Recommended removal of items that appear to no longer be relevant.
6	Update K.12 (Minimize negative impact of the bypass) to include language about bike/ped friendly gateways as a means to improve connections to downtown.	Recommended change to remove policies about desired location of the bypass.
7	Revise III.9 Industrial Use Areas (IND) Master Plan to remove reference to the "Smurfit Newsprint" facility.	Existing policy appeared to call for additional heavy industrial uses near the paper mill. Recommended removal

Reference	Description	Notes
8	Revise III.13 Riverfront District (RD) Plan Classification to better match the intent of this master plan update.	
9	Revise Comprehensive Plan Map to change the boundary of the Riverfront District (RD) plan classification	The RD classification could be expanded to include some or all of the Riverfront Industrial Site, depending on the desired Preferred Alternative. Commercial designation on Baker Rock property recommended to change to P/RD south of the bluff. Exact location to be determined.

Recommended changes to the current adopted City of Newberg Comprehensive Plan are shown in underline (new text) and strikethrough (deleted text).

REFERENCE 1

II. GOALS AND POLICIES

G. *OPEN SPACE, SCENIC, NATURAL, HISTORIC AND RECREATIONAL RESOURCES*

1. Open Space & Natural Resources Policies

...

- f. The ~~Smurfit Newsprint processing plant~~ Riverfront Mill Site has a waste treatment lagoon located inside the urban growth boundary and within a designated open space area. The waste treatment system has been in place for 35 years and is not incompatible with the identified fish and wildlife habitat. This system shall be permitted to continue, subject to applicable State and Federal environmental regulations.

REFERENCE 2

II. GOALS AND POLICIES

H. *THE ECONOMY*

POLICIES:

4. Riverfront District Policies

- a. The City will enhance commercial diversity and activity in the Riverfront area by encouraging a business mix that provides goods and services to satisfy neighborhood and visitor needs and that also draws people from the greater region.
- b. The City will encourage development of the Riverfront District as a distinct river oriented center that can help support a variety of local businesses.
- c. The City will encourage the development of commercial, ~~and retail,~~ industrial, and employment uses that have a strong reason for locating near the Riverfront and support the vision of the Riverfront District as a walkable and bikeable mixed-use area. (Ordinance 2002- 2564, April 15, 2002)

REFERENCE 3

II. GOALS AND POLICIES

I. HOUSING

POLICIES:

- ...
- 1. Location Policies
 - ...
 - c. The City will encourage medium- to high-density housing in and adjacent to the commercial core of the Riverfront District and lower intensity residential uses in the western portions of the Riverfront District. (Ordinance 2002-2564, April 15, 2002; Ordinance 2018-2826, May 7, 2018)
 - ...
- 3. Mix Policies
 - ...
 - n. The City will encourage housing development in commercial areas within the Riverfront District as part of vertical- or horizontal-mixed-use developments. on upper floors, above ground floor commercial, office, or retail spaces. (Ordinance 2002-2564, April 15, 2002)
 - ...
 - r. The City shall support the retention of affordable housing through public education, planning, zoning, and community development programs.

REFERENCE 4

II. GOALS AND POLICIES

J. URBAN DESIGN

- 2. Industrial Areas Policies
 - ...
 - c. Where industrial uses abut residential zones or uses, special development standards relating to setbacks, screening, signs, building height and architectural review should be established.
 - ...
- 6. Riverfront District Policies
 - a. The City will encourage a mix of employment, housing, and retail uses serving the neighborhood and the surrounding community to enhance the Riverfront’s identity as a vital and attractive City asset and to ensure an active, pedestrian friendly and thriving Riverfront area.
 - b. Development and land uses will be encouraged that promote the Riverfront area as a convenient and attractive environment for residents of Newberg as well as for visitors from other cities and the region as a whole.
 - c. The development of storefront scale commercial uses will be encouraged in the Riverfront area along 14th, College, and River Streets.
 - d. The City will encourage the use of a common language of design elements for new and/or improved development in the Riverfront District in order to create a sense of identity that is unique to this area of Newberg.
 - e. The City will permit land uses with design features along River Street ~~Between 12th and 14th Streets~~ that are compatible with or provide a buffer to ~~SP Newsprint~~ industrial uses on the Riverfront Mill Site.

- ~~f. The City will encourage new commercial and mixed use development in the Riverfront District to step down in scale in the western and northern portions of the planning area in order to relate to the scale and character of the adjacent established neighborhoods.~~
- g. The City will encourage commercial structures within the Riverfront District that are small in scale and suitable for river-oriented businesses.
- h. On-street parking will be encouraged on streets with commercial or mixed use development to provide a buffer between pedestrians on the sidewalk and auto traffic.
- i. Businesses and other property owners will be encouraged to minimize the number of off-street parking spaces and to share off-street parking facilities.
- j. The City should re-evaluate the inclusion of the old municipal sewage treatment plant (tax lot 3219-2700) within the stream corridor overlay.
(Ordinance 2002-2564, April 15, 2002; Ordinance 2016-2810, December 19, 2016)

Goal 2: To develop and maintain the physical context needed to support the livability and unique character of Newberg.

- ...
- 5. Measures should be taken to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City. (Ordinance 2006-2634, January 3, 2006)

REFERENCE 5

II. GOALS AND POLICIES

K. TRANSPORTATION

Goal 4: Minimize the impact of regional traffic on the local transportation system

POLICIES:

- ...
- ~~e. The City actively supports the development of the Bypass in the southern location corridor described in the Tier 2 Environmental Impact Statement (EIS) process.
(Ordinance 2005-2619, May 16, 2005, Ordinance 2008-2708, December 1, 2008, Ordinance 2011-2734, March 7, 2011, Ordinance 2016-2810, December 19, 2016)~~

REFERENCE 6

II. GOALS AND POLICIES

K. TRANSPORTATION

Goal 12: Minimize the negative impact of a Highway 99 Bypass on the Newberg community.

- ~~A. The bypass should be located within the study area as far from the Willamette River as practical.~~
- B. Pedestrian/bike trails, streets, and rail lines should have access across the bypass route. The bypass should not block access to the Willamette Greenway or the Chehalem Creek corridor and Ewing Young Park. Trails connecting across the bypass should be welcoming and include pedestrian-friendly amenities, such as benches, decorative lighting, decorative walkway paving materials, and special landscaping.
- ~~C. The bypass route should be located as far north as practical within the study area to consolidate the Riverfront District residential and commercial land on the south side of the bypass.~~
- D. Significant landscaping should be located along the bypass, including trees. (Ordinance 2016-2810, December 19, 2016)
- E. Measures should be taken to minimize noise in adjacent residential, tourist commercial and recreational areas. (Ordinance 2016-2810, December 19, 2016)

- F. Impacts to Scott Leavitt Park should be mitigated to significantly enhance the function of the park after construction of the bypass. (Ordinance 2016-2810, December 19, 2016)
- G. Safe, complete, and accessible pedestrian and bicycle connections should be maintained between the riverfront area and downtown. (Ordinance 2016-2810, December 19, 2016)
- H. Pedestrian and bicycle-oriented gateway features to the Riverfront District should be constructed on S. River Street and S. College Street to improve connections to and from surrounding neighborhoods.

REFERENCE 7

III. PLAN CLASSIFICATIONS

9. Industrial Use Areas (IND)

The objective of this designation is to provide land for a variety of light industrial, heavy industrial and industrial park areas.

~~Heavy industrial uses should be located in the area near Smurfit Newsprint, an existing pulp and paper mill. Other designated areas should be developed to light industrial or industrial park type uses.~~

REFERENCE 8

III. PLAN CLASSIFICATIONS

13. Riverfront District (RD)

The riverfront provides a unique setting that, if properly developed, will elevate the quality of life for citizens of Newberg and the region. Development of the riverfront that provides the greatest benefit requires a flexible approach. Development should not be limited to a single type of use; residential and certain commercial activities can be located together without conflicts. Commercial uses must have a demonstrated need to be located near the river. Appropriate zones include Riverfront Commercial District (C-4), High Density Residential (R-3), Medium Density Residential (R-2), and Community Facilities (CF). Proposals for development shall be consistent with the availability of services and should not adversely impact existing or potential development of adjacent lands. Natural habitats and riparian areas should be protected and enhanced as much as is reasonable.

~~Good~~ Multi-modal transportation links, including trails and multi-use pathways, should be developed to connect the riverfront to the local community and the region.

REFERENCE 9

See attached map for proposed amendments. (Maps will be included once amendments are finalized.)

2/5/2019

To: Newberg Riverfront Master Plan Citizens Advisory Committee and Technical Advisory Committee
From: Andrew Parish, APG
Re: DRAFT Technical Memorandum #7 – Zoning Map and Development Code Amendments

INTRODUCTION

The purpose of this memorandum is to identify development code concepts and recommended changes for the implementation of the Riverfront Master Plan Update. As of this writing, there are two alternatives being discussed by the project’s advisory committees. They are described in detail in a separate memorandum, and described briefly below.

“**Alternative D**” represents the latest discussions and written feedback received from the current owners of the Riverfront Mill Site (WestRock). They have expressed the desire to retain their current industrial designation on the mill site, allow trail connections on the site below the bluff, and not extend any streets through the site.

“**Alternative E**” is a hybrid of elements in earlier iterations of the plan alternatives. It retains most of the mill site in industrial use, but adds a “Mixed Employment” designation that would allow for some of the property to be used for smaller employers, or a mix of commercial and employment uses.

The first part of this memorandum discusses options and discusses general issues of implementing the Riverfront Master Plan Update through the City of Newberg’s zoning map and development code (Newberg Municipal Code Title 15). The second part of this memorandum provides more detail about needed amendments to specific sections of the City’s development code and zoning map.

ZONING APPROACH TO IMPLEMENTATION OF THE RIVERFRONT MASTER PLAN

As part of the City of Newberg’s 2002 Riverfront Master Plan, the City created the Riverfront (RD) Subdistrict (15.352) to encourage access to the Willamette River and allow for specific design standards for development in the area. For this Master Plan Update, we recommend amending this overlay as the primary zoning vehicle to implement the plan for the following reasons:

- Updating the existing zoning regime, rather than relying on entirely new code language, will reduce the amount of new and unfamiliar material for the City to administer.
- The RF Subdistrict applies to several properties today – removing this sub-district would change the zoning designation on these properties whereas amendments to the text may be seen as less of a change.

Figure 2. Comprehensive Plan Designations

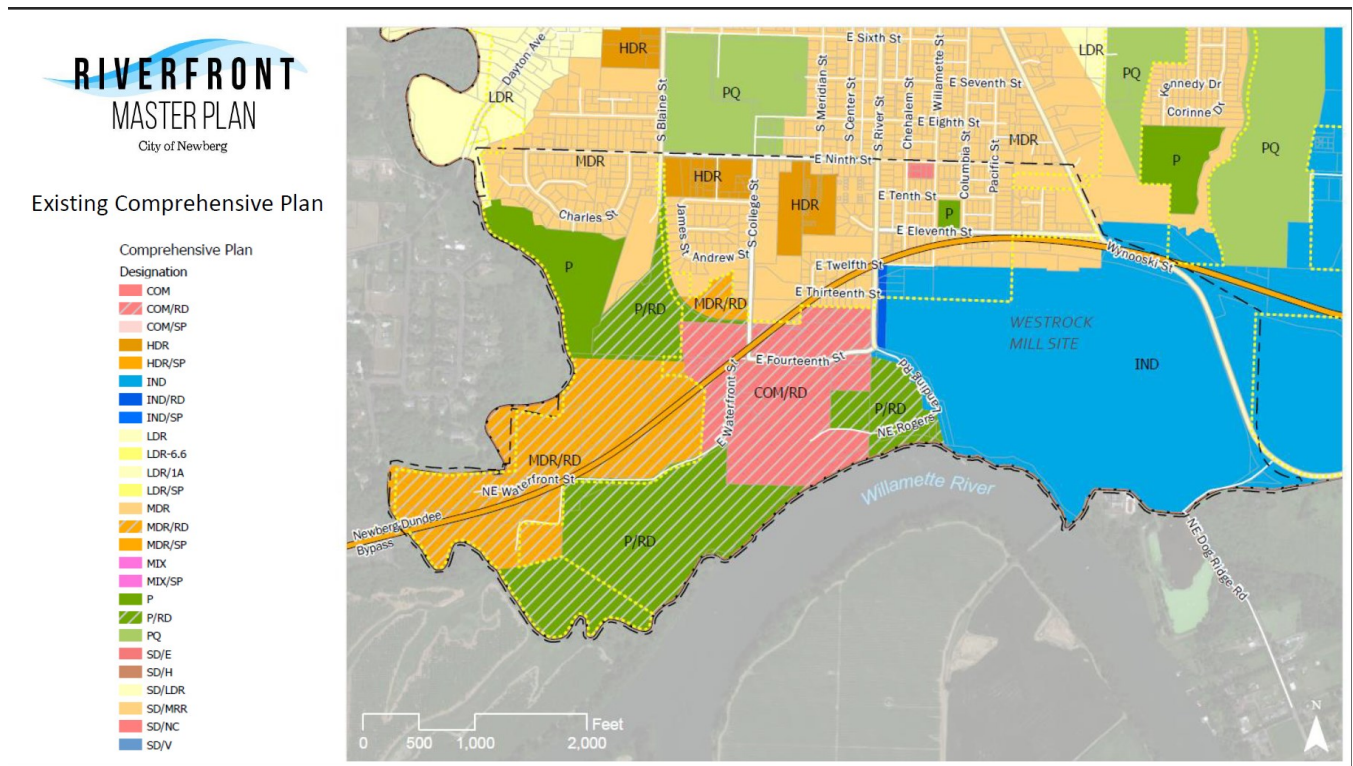


Table 1 below provides a list of amendments with descriptions of their purpose and references to specific language that follows the table.

Table 1. Summary List of Recommended Development Code Amendments

Reference	Amendments	Notes
1	Update purpose statement of Riverfront (RD) Subdistrict (NMC 15.302.040)	Recommended updates to the purpose statement of the overlay district will align with the Riverfront Master Plan Update.
2	Update Riverfront (RD) Subdistrict (Chapter 15.352)	The RD Subdistrict is an important tool to implement the Riverfront Master Plan Update. Several changes are recommended to this overlay and detailed in this reference.
3	Update the Riverfront Commercial (C-4) Zone	The C-4 district implements the COM/RD Comprehensive Plan designation, currently applied to property in the central portion of the plan area. It will be the basis for the “Mixed Commercial” concepts of

Reference	Amendments	Notes
		the Riverfront Master Plan. Several updates are recommended and discussed below.
4	Implement a “Mixed Employment” designation intended to provide for a compatible mix of employment uses for the area.	A “Mixed Employment” area is a component of Alternative E . A new Mixed Employment (ME) zone will be created to implement this designation.

REFERENCE 1

The purpose of the Riverfront (RD) Subdistrict is described in NMC 15.302.040

- F. RD Riverfront Overlay Subdistrict. The riverfront overlay subdistrict may be applied to R-1, R-2, C-4, and CF zoning districts. This subdistrict may be applied to lands within close proximity to the Willamette River. The overlay shall be designated by the suffix RD added to the symbol of the parent district. All uses permitted in the parent zone shall be allowable in the RD overlay zone except as otherwise may be limited in this code. Where provisions of the subdistrict are inconsistent with the parent district, the provisions of the subdistrict shall govern.

Recommendation: Add R-3 (Multifamily) to the list of parent districts which may receive the RD overlay. Property owners are interested in a R3 designation on the riverfront today—this change would ensure they can be subject to RD overlay requirements as well.

REFERENCE 2

Details of the RD subdistrict are contained in NMC 15.352. Recommended changes to this code section are described generally below.

- **15.352.010 Purpose.** Minor re-wording of the purpose statement and updated references to the latest master plan update will be required. Additionally, the purpose statement notes that all uses permitted in the parent zone shall be allowable in the RD overlay zone – this may be changed subject to items discussed in General Provisions below and in Reference 5.
- **15.352.020 Where These Regulations Apply.** No changes to code text, but the boundary of the RD subdistrict may differ from the previous plan (the Riverfront Mill Site was not part of the RD subdistrict).
- **15.352.030 The Riverfront Plan General Provisions.** This code section adopts the Riverfront Master Plan Report by reference and will be updated to reference the Master Plan Update.
 - o Allowed uses are not changed by the RD subdistrict today. This may be modified in order to allow more flexibility and/or prevent unwanted uses within the Riverfront District, depending on the resolution of other issues within this memorandum. In particular, allowing additional uses in the M-1 district through the RD overlay is one option for creating a “Mixed Employment” area, described in Reference 5.
 - o Circulation and transportation standards from the 2001 Riverfront Master Plan are adopted by reference. This will be updated to reference the current Master Plan Update.

- View Corridors. The code references specific parcels from the 2001 Riverfront Master Plan and describes several required view corridors and viewing areas/esplanades. This section will need to be revised but core principles of visual access to the river for pedestrians and cyclists remains a key component of the plan.
- Significant Tree Grove. The code identifies a tree grove north of S. 14th between College and River that should be preserved. The advent of the bypass has limited developable land in the area significantly – the importance of this tree grove should be an item of discussion for the City and/or project’s advisory committees.
- Visual/Noise Buffer. The code calls for a buffer along the east side of River Street to separate industrial uses from the vibrant and pedestrian-oriented riverfront district. This language could remain under Alternative E, or could be re-written to flexibly apply wherever the transition between industrial and non-industrial uses occurs (either at River Street or further east).
- Separate Rail Traffic from Other Modes. No changes recommended.
- Esplanade Development. The code calls for a slope stability and flood study prior to esplanade development. No changes recommended.
- **15.352.040 Commercial Design Standards**. The code has various requirements for development in commercial zones within the RF subdistrict. Few, if any, changes are recommended at this time. Key details are included below for the purpose of discussion.
 - There are no minimum lot sizes, no minimum setbacks, and a maximum setback of 10 feet for at least 50% of the lot width.
 - Minimum required off-street parking is 50% of the number required (with the exception of residential uses). This parking can be located off-site within 400 feet of the development.
 - Maximum building height is 45 feet north of 14th Street, and 30 feet south of 14th Street.
 - Building façade variation, pedestrian connections every 200 feet, quality exteriors, glazing, and pedestrian-oriented entrances are required.
 - Buildings on properties adjacent to the proposed pedestrian esplanade shall provide pedestrian access and a door facing the esplanade.
- **15.352.050 Residential Design Standards**. The code has various requirements for residential uses that apply in addition to the standards of the base zone.
 - Single family dwellings have design requirements for the street-facing façade.
 - Attached and multifamily dwellings have design requirements intended to require buildings to have a massing and appearance that are consistent with a single-family house or townhouse. These requirements were likely deemed necessary prior to the construction of the bypass, which provides a significant barrier between potential mixed-use or multifamily development in the riverfront area and existing single family neighborhoods. Whether these requirements are still important for the riverfront is a question that should be discussed by the project advisory committees.
 - Standards for residential development must be clear and objective (or a clear and objective path must be provided). The code may need updates in order to achieve this as well.

Additionally, the RD subdistrict applies to a significant amount of park property in the area but does not have particular regulations for park lands. It may be appropriate to allow or encourage tourist activities and/or water-related activities through the overlay, particularly because barge-related commercial uses are no longer envisioned for the Baker Rock waterfront property.

REFERENCE 3

The City of Newberg currently has a C-4 Riverfront Commercial District, which was created by the 2001 Riverfront Master Plan, intended to be consistent with the COM/RD designation of the comprehensive plan. This zoning designation is not applied to any parcels in Newberg, as the commercially-designated area of the Riverfront District lies outside the current City Limits. The purpose of the C-4 Riverfront Commercial District (described in NMC 15.302.32) is allow a mix of uses that:

- a. Provides a variety of retail and commercial service type uses that benefit from proximity to the river.
- b. Encourages access to and enjoyment of the Willamette River.
- c. Ensures compatibility of development with the surrounding area and minimizes impacts on the environment.

Additionally, properties zoned C-4 must comply with the development standards of the riverfront subdistrict.

Newberg’s Zoning Use Table (NMC 15.305.020) includes the following requirements of the C-4 district:

- Mixed Use Dwellings are permitted uses, but residential units must be located above commercial uses (“vertical mixed use”). It is worth considering whether “horizontal mixed use” developments should be allowed as well. The C-3 designation, for example, allows residential uses as part of a mixed-use development, requiring only that they not occupy the first floor storefront area (the portion of the building closest to the primary street).
- Parking facilities, marinas, and in-water dock structures are conditionally allowed. However, as noted in TM 6 – Comprehensive Plan Amendments, this designation is no longer likely to be applied to land along the waterfront, so dock structures are no longer a relevant use.
- Retail sales are permitted, as are eating and drinking establishments (including alcohol-related establishments).
- Commercial lodging including hotels and RV parks are permitted, conditionally permitted, or allowed as special uses.

Recommendation: The C-4 district is likely to be applied on the Baker Rock property if it were to be annexed into the City, and potentially the parcel at 14th and River. Mixed use developments could be required, rather than simply allowed, in certain locations.

REFERENCE 4

Alternative E includes a “Mixed Employment” designation. This designation will be implemented through the creation of a new Mixed Employment (ME) zone that would be applied as annexation occurs. This zone would have the following attributes:

- Implements the Industrial (IND) and Mixed Use (MIX) comprehensive plan designations, as well as the “Mixed Employment” designation in Alternative E.
- Allows for a mix of light industrial and commercial uses intended to create a buffer between heavy industrial uses to the east and pedestrian-friendly mixed-use development within the core of the Riverfront District.

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- There has been discussion of lodging as a permitted use within Mixed Employment zone. The compatibility with industrial uses may be a concern, however, and is worth further discussion by the advisory committees.

Recommendation: Should the plan go forward with Alternative E, the choice between creating a new Mixed Employment zone or utilizing the existing M-1 zone as modified by the RD overlay to implement the Newberg Riverfront Master Plan will depend on the preference of the City. The plan can be implemented equally well with either option, but if this is a mix of uses and type of development that would be desirable in other parts of the City, a new zone could be more easily applied to those areas.