



NEWBERG RIVERFRONT MASTER PLAN

SEPTEMBER 2019

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

ACKNOWLEDGMENTS

The City of Newberg appreciates the guidance and efforts of our Advisory Committee members, as well as the City staff, stakeholders, interest groups, civic leaders, and community members who contributed their time, energy, and ideas to this planning effort.

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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EXECUTIVE SUMMARY

INTRODUCTION

Newberg's Riverfront lies at the intersection of the City's past and its future. This plan updates the 2002 Newberg Riverfront Master Plan, providing renewed guidance for private development and public investment in order to establish a desired mix of residential and employment uses; protect open space areas and other unique features of the Riverfront; take advantage of its 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.

The **Riverfront Area** currently hosts a vibrant and robust combination of many of the City's amenities, including parks, open spaces, trails, and several other community assets. Moreover, the area's unique geography—situated along the Willamette River and close proximity to residential areas and downtown—helps lend itself to being a central pillar to the City's identity. Given the amount of redevelopment opportunities and vacant land on the Riverfront, the opportunity to strengthen one of Newberg's cherished areas is ripe.

The **Physical Constraints** are numerous natural and manmade features that limit development and connectivity to other areas, including the Newberg-Dundee Bypass, and ODOT right-of-way, two large parks, and closed landfill and industrial site, which may be available for certain uses in the future.

The Newberg Riverfront Master Plan **Market Analysis** assessed conditions for residential, commercial, office, and industrial development, as well as public recreational facilities at the Riverfront. The Analysis found that almost half of all projected employment growth is expected to be in the industries of Educational and Health Services, Professional and Business Services, and Manufacturing. Additionally, single family and multifamily housing have represented a majority (roughly 85%) of all development in the area in recent years. The Analysis also noted the unlikelihood of hotel development in the foreseeable future due to current site conditions, however that will likely change as the area transitions to a more commercial/retail-oriented district with various tourism-related attractions. Such prospects are strengthened when considering the access to natural and cultural amenities in the area’s immediate vicinity, such as the Willamette River and world-class wine country.

The Newberg Riverfront Master Plan plays a **regulatory role** by laying out the long-term vision for the Riverfront Area. It will be used as a guiding document for the City to plan for future growth and development in the Riverfront. It will instigate site-specific development standards, Comprehensive Plan amendments, and zoning changes to be consistent with the vision and goals set forth in this plan.

VISION AND GOALS

The Newberg Riverfront Vision Statement and Goals provide a verbal snapshot of the Riverfront Area at build-out. The following vision statements and goals were developed based on community feedback from a series of public open houses, meetings, and workshops:

We envision:

- Regional trail connections both up- and down-river that take advantage of Newberg’s natural geography and scenic views
- Preserved natural areas around stream corridors that protect and enhance watershed health
- A place that connects visitors and residents to the history of this working waterfront and preserves historic infrastructure as a unique identifier of the river’s location in the city
- Recreation activities that are accessible by various transportation modes and designed for people of varying ages and abilities



- Space for large group activities, such as concerts, cultural gatherings, or sporting events
- A mix of uses that seamlessly integrates residential, commercial, and industrial development while preserving natural spaces
- A mix of open and covered spaces that provide opportunities for year-round activities
- A well-known destination that draws people from throughout the City and the region to Newberg’s riverfront

The Newberg Riverfront Master Plan **planning process** began in early spring 2018 and concluded in summer 2019. The planning process has been shaped and guided by the community through in-person and online input, and it included an extensive public involvement component. The outreach process built on the City’s existing network of community groups, including youth groups and schools, senior centers, Rotary Club, Hispanic/Latino community groups, and local advocacy groups. The overall process was guided by two advisory committees: the Technical Advisory Committee (TAC); and the Citizens Advisory Committee (CAC). The Planning Commission and City Council were also involved at key points throughout the planning process. This vision was ultimately cultivated by community members, with guidance from advisory committees and the project team. Newberg residents shared their aspirations for a socially, environmentally, and economically thriving area with a diversity of uses and users, river access and scenery, and an extensive network of trails connecting the riverfront with regional attractions.

This plan utilized a strategy of **alternatives development**, which tested various concepts for land uses in the area. Some key issues raised through this process include:

- The possibility of locating new housing east of S River Street
- Types of uses that might be suitable for redeveloped portions of the Riverfront Industrial Site
- The importance of city-wide efforts to mitigate the effects of gentrification on lower-income neighborhoods
- The mix and balance of commercial, industrial, and other uses appropriate for the Riverfront Area

Through this process three “development programs” were created to examine the opportunities of the Riverfront Area. These programs helped describe the character portions of the Riverfront Area and led to the development of more detailed land use and transportation alternatives.



THE RIVERFRONT MASTER PLAN - PREFERRED ALTERNATIVE

The **Foundational Elements** of the chosen alternative are summarized as follows:

- Connections to the river
- Gateways
- Streetscape Improvements
- S River Street
- Mixed-Use Nodes

New **Local and Regional Trails** that connect to the existing trail network were the most desired feature of the Riverfront Master Plan mentioned during the City’s public outreach process. A network of trails are therefore proposed throughout the Riverfront Area. Trails and connections through the area include:

- Extension of the existing Bypass Trail between S River Street to S College Street
- Existing and new trails in Ewing Young Park, and connections between the park and other parts of the Riverfront Area
- Local and regional trail connections within and to Rogers Landing and other locations along the Willamette River
- Connections east of NE Wynooski
- Trails along Chehalem Creek
- A prominent pedestrian esplanade at the top of the bluff west of S River Street, and potentially connecting further east along the southern edge of the Riverfront Industrial Site
- Multi-use path along Rogers Landing Road

“**Water Trails,**” are marked routes on navigable waterways for recreational use. Floating trips along the Willamette River are a popular activity, and the Riverfront Area holds significant promise for supporting access and opportunities to support this unique recreational pastime.

Street and Streetscape Improvement areas include S River Street and S College Street, which represent key connections from the Riverfront Area to the rest of the City while also offering safe and convenient access for a variety of transportation modes. Streetscape design details will need further study before adoption into the Newberg Transportation System Plan (TSP).

Newberg’s **signature parks** have the potential to work together to create a “green” seamless connection between downtown and the open space and waterfront attractions this Plan provides. These signature parks include the following:

- Rogers Landing Park
- Underpass Park
- Ewing Young Park
- Scott Leavitt Park
- Amphitheater Area

IMPLEMENTATION

The Newberg Riverfront Master Plan is intended to be a guiding document, providing direction for actions related to the future projects and partnerships to carry out a clear vision, guiding principles, and concept plans. The Plan also proposes amendments to the City’s Comprehensive Plan and Development Code to advance the vision and goals outlined herein. The Riverfront Master Plan is ultimately a community partnership and a long-term plan for the revitalization and growth of the area for decades to come, consistent with the community’s vision for the future of the area.

The **Riverfront Master Plan Incremental Implementation Strategy** focuses on the targeted pursuit projects, partnerships, and concept plans. The Plan will be implemented in steps, with the immediate initiation of some actions, and gradual/delayed objectives to unfold in the following years. This approach allows the City to regularly evaluate implementation of the Riverfront Master Plan and make amendments as opportunity or changing circumstances necessitate.

The Plan 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 Riverfront Master Plan focuses on the following:

- Changes to the City’s Comprehensive Plan, development code, and implementing ordinances
- Future infrastructure 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
- Time frame for initiating key actions and projects.

Implementation strategies are broken down into three broad categories:

1. Regulatory Actions
2. Funding and Organizational Strategies or Actions
3. Infrastructure Investments

Regulatory actions are an essential first step toward realizing the vision of the Riverfront Master Plan. Regulatory actions to be undertaken include the following:

- Amend the Comprehensive Plan to Reflect the Intent of the Riverfront Master Plan
- Amend the Comprehensive Plan Map, Zoning Map, and Development Code to Reflect the Intent of the Riverfront Master Plan
 - Riverfront Commercial
 - Mixed Employment
 - Community Facilities
 - Residential (R-2 & R-3)
- Implementation and regulation of the Riverfront Subdistrict Overlay design and development standards

Funding and Organizational actions allow the project’s vision to come to life. These actions provide the funding mechanisms and organizational structure for carrying out the other projects and actions in the Plan. These actions include:

- Conduct an Urban Renewal Feasibility Study and Plan that includes the Riverfront
- Consider Appointing a Riverfront Implementation Working Group or Committee
- Explore Partnering with Baker Rock Property Owners
- Maintain a mutually beneficial relationship with the Riverfront Industrial Site
- Evaluate and Consider Implementing other Funding and Tools

Successful implementation of **infrastructure improvements, projects, and actions** is pivotal to achieving the desired outcomes that the Riverfront Master Plan envisions. 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).

Identifying and planning for some **“quick wins”** (highly-visible, high-impact activities and projects) will help maintain continuous support for the Newberg Riverfront Master Plan. The **Underpass Park** and some of the improvements at **Rogers Landing Park** are two quick wins identified for the Newberg Riverfront.

Transportation projects include new multi-modal facilities, streetscape improvements, new roads and extensions to existing roads, and a trolley connecting to Downtown Newberg.

- Esplanade and Overlooks
- Streetscape Improvements
- Update the Transportation System Plan (TSP) to reflect needed changes

Parks, trails, and open space are an integral component to the Riverfront Master Plan, as these projects are key for attracting visitors and residents, thereby cultivating a strong sense of place. The Plan focuses on further developing the following aspects of the area:

- Gateways

- Trails
- Rogers Landing Improvements
- Improve the Waterline Bridge over the Willamette River

Existing utilities within the project area include **wastewater, stormwater, potable water, and private utilities** (electricity, natural gas, and telecommunications). Much of the Riverfront Area is relatively underdeveloped, so existing utilities are limited in extent and size. The following improvements within the Plan area include the following:

- Extend a Water Distribution Main West from the Transmission Main
- Extend a Water Main from S College Street
- Improve the Water Distribution Network North of the Bypass
- Improve the Wastewater System
- Improve the Stormwater System
- Study the Potential Repurposing of the Existing Riverfront Industrial Site Lagoons as a Regional Stormwater Facility

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 a manifestation 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 Master Plan is intended to evolve accordingly, serving as the framework for further refinement according to changing circumstances and the wishes of the community.



Newberg's Riverfront lies at the intersection of the City's past—with a long history of trade and waterfront industry—and its future. This plan updates the 2002 Newberg Riverfront Master Plan, providing fresh guidance for private development and public investment in order to establish a desired mix of residential and employment uses; protect open space areas and other unique features of the Riverfront; take advantage of its 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.

THE RIVERFRONT AREA

Nestled along the Willamette River in the Chehalem Valley, Newberg already boasts a diverse mix of parks and open spaces, trails, local and national retailers, restaurants, educational institutions, community services, industrial and office uses, and homes. It is near the Portland metropolitan area to the northwest, natural and agricultural lands to the south, and is centrally located in the Willamette Valley wine country. The Riverfront Area runs along a unique bend in the Willamette River, with spectacular views of French Prairie south of the Willamette River.

Newberg's Riverfront Area is generally defined as the land within the City's Urban Growth Boundary (UGB) between E Ninth Street and the Willamette River. It is a short walk from the neighborhoods to the north and only three-quarters of a mile from the City's downtown. The area contains a mix of single-family households, attached housing, and multifamily housing; vacant or partially vacant properties; industrial and commercial uses; and parks and natural areas. The Riverfront is anchored by Roger's Landing Park, which is one of Oregon's premier boating facilities on the Willamette River. The recently-constructed Phase 1 of the Newberg-Dundee Bypass runs east-west through the Riverfront Area. It is elevated on fill through much of the study area, with portions on structures that allow for travel and low-impact uses beneath.

The Newberg Riverfront Area presents several unique opportunities that will

Looking Back



The City's first Riverfront Master Plan, which was adopted in 2002, was developed in response to community desires to consider a new future for the area. It was intended to set the stage for the development of a vibrant new neighborhood and to re-establish the connection between the river and the greater Newberg community. Prior to the 2002 planning effort Newberg's riverfront had been used primarily for industrial purposes, like many other "working waterfronts" throughout Oregon.

Looking Forward



This plan is an update of the City's 2002 Riverfront Master Plan and builds upon that effort. In 2002, the Riverfront Area was facing an uncertain future due to the possibility of a bypass connecting OR 219 to OR 99W through the area. Phase 1 of the Newberg-Dundee Bypass has since been constructed, bisecting the Riverfront Area, with an additional phase of expansion expected in the future.

Similarly, the planning process for the updated plan has faced uncertainty regarding the ownership and use of the Riverfront Industrial Site* (a former paper mill). At the beginning of the process, the site's owners were actively pursuing the sale of the property to various potential buyers. In early 2019 WestRock stated its intent to re-open the plant as an active manufacturing use at an undetermined point in the future. However, later in

the year WestRock again announced plans to sell the property, stating in an August 5, 2019 press release** that they are “encouraged by the interest in the property and believe there is a great opportunity for a buyer to completely redevelop the property in line with the city’s proposed Riverfront Master Plan and for the long-term benefit of local residents.”

Because the Riverfront Industrial Site occupies such a large portion of Newberg’s riverfront, this plan must be flexible in order to address the wishes of the site’s current and potential future owners, while achieving community outcomes. Specifics about the implementation of the plan with respect to the Riverfront Industrial Site and other properties are provided in the Implementation chapter.

**As used in this plan, the "Riverfront Industrial Site" is the property east of S River Street, west of Wynooski Street, and south of the Newberg-Dundee Bypass.*

*** <https://www.westrock.com/en/news/company-news/westrock-announces-plans-to-sell-newberg-property>*

impact its future development, including large-lot vacant land, the former paper mill site, a railroad spur serving the mill site, access to the Willamette River, and a key regional park.

Physical Constraints

The Riverfront Area is roughly 460 acres in total, but it contains numerous natural and manmade features that limit development and connectivity to other areas. These unbuildable areas are shown in Figure 2. Steep slopes, stream corridors, and floodplains associated with the Willamette River, Chehalem Creek, and Hess Creek surround the area. Phase 1 of the Newberg-Dundee Bypass bisects the area, and ODOT has acquired right-of-way for a future expansion of the roadway that would double its width. There are also two large parks in the area (Ewing Young Park and Roger’s Landing). A closed Yamhill County landfill and the Riverfront Industrial Site represent large areas that may be available for certain uses in the future.



FIGURE 1. RIVERFRONT AREA

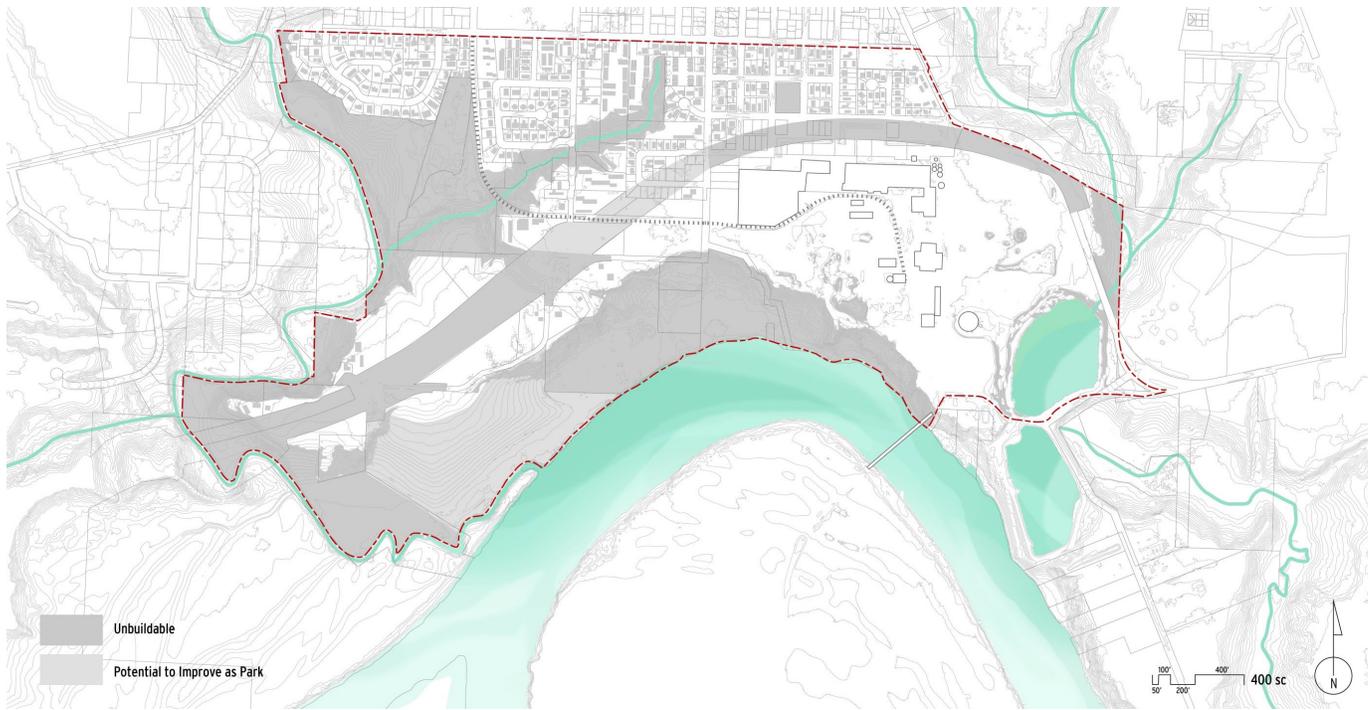


FIGURE 2. DIAGRAM OF UNBUILDABLE LAND IN THE RIVERFRONT AREA (INCLUDES STEEP SLOPES, FLOODPLAIN, BYPASS, EXISTING PARKS)

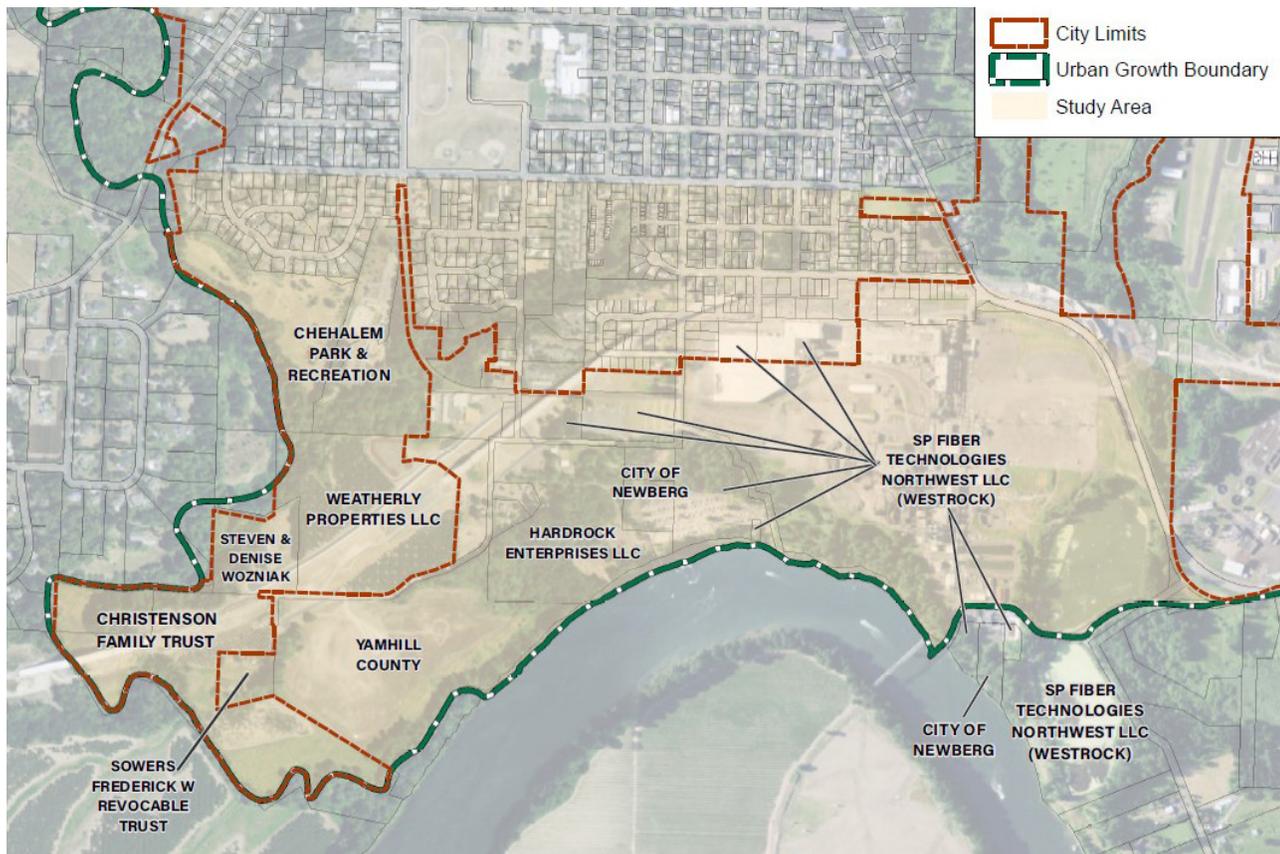


FIGURE 3. PROPERTY OWNERS IN THE RIVERFRONT AREA

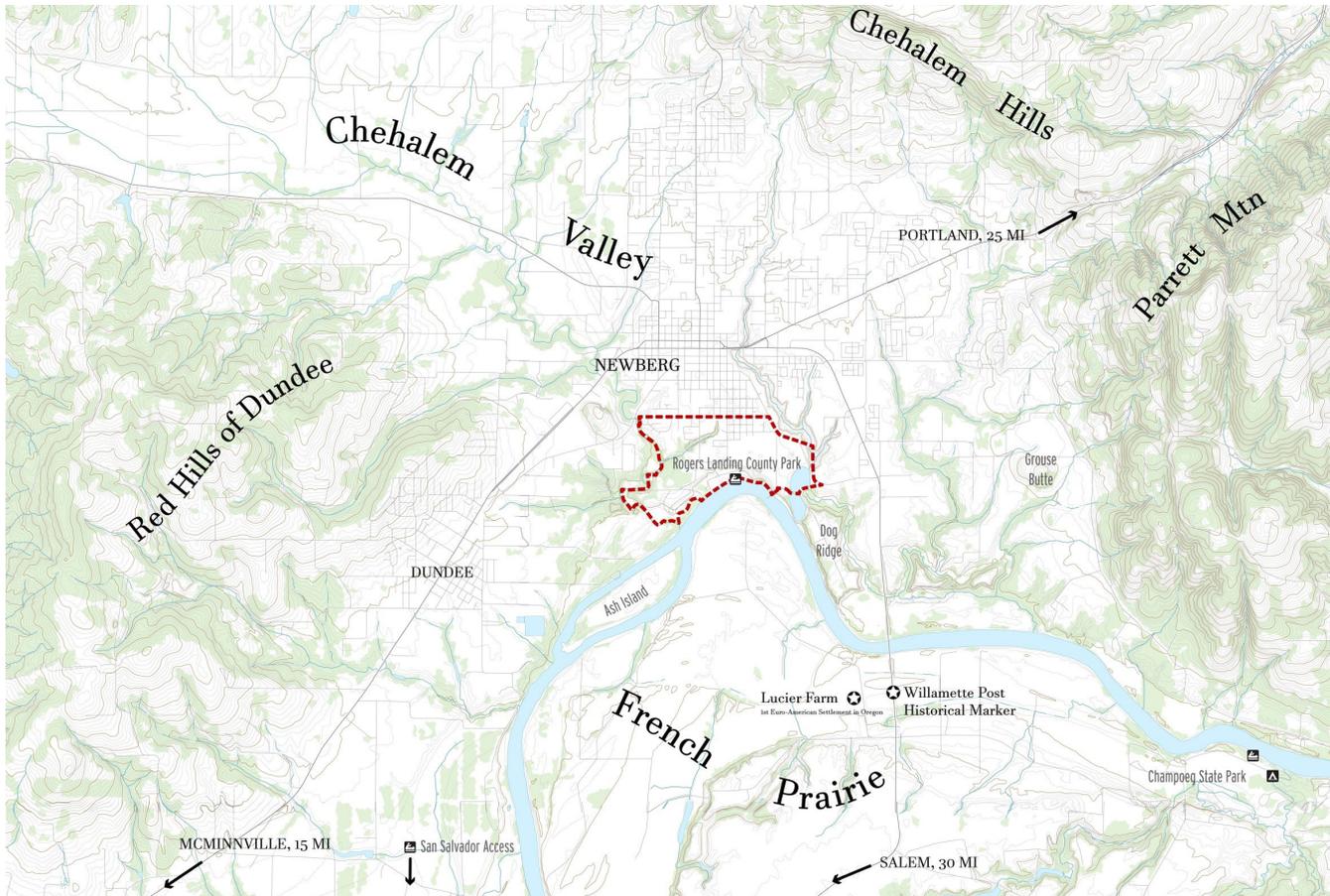


FIGURE 4. NEWBERG RIVERFRONT REGIONAL CONTEXT

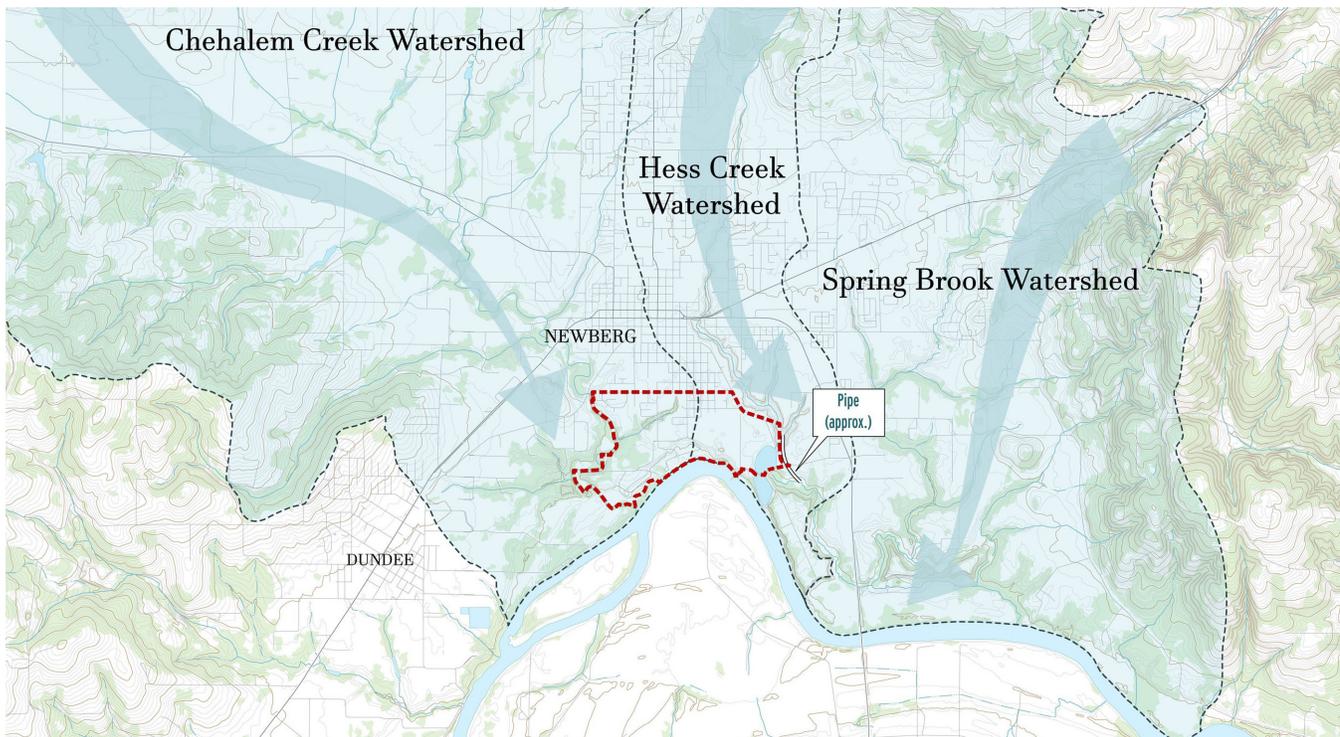


FIGURE 5. RIVERFRONT AREA HYDROLOGY

Market Analysis Summary

The Newberg Riverfront Master Plan Market Analysis assessed conditions for residential, commercial, office, and industrial development, as well as public recreational facilities at the Riverfront. Market area for this analysis is approximately defined as a five-mile radius around the study area—roughly a 15-minute drive time from the Riverfront Area. Newberg’s market area represents the area from which the most demand for residential, commercial, and industrial growth will originate, and where most of the competitive development is located. Residents and businesses located in this area are the most likely groups to support retail on site, lease office space, and live in the study area.



Major takeaways of the market analysis are summarized below.

- Population Growth.** The Population Research Center at Portland State University (PSU) produces annual Population Estimates for Oregon and its counties and cities and has projected Newberg’s population growth by the year 2040 to outpace population growth in Yamhill County as a whole.
- Employment Growth.** Almost half of all projected employment growth is expected to be in the industries of Educational and Health Services, Professional and Business Services, and Manufacturing. The fastest-growing industry is Professional and Business Services. Aside from manufacturing, these industries tend to drive the most demand for new office construction.
- Housing Construction.** Since 2009, single family and multifamily housing have comprised the vast majority of all development in the market area. Single family development has comprised 59% of all building area, and multifamily has comprised 26% of all building area, for a total of 85% in both housing categories. This is due to relatively rapid population growth and ongoing housing scarcity in Yamhill County and the Portland metropolitan region. Feasible building forms within the Riverfront Area are likely to include detached single-family homes, townhouses, and garden apartments, generally ranging from at 6 to 30 units per acre. “Urban garden apartments” (three to four stories, with tuck-under parking) require higher rents than are currently being achieved in Newberg but could be feasible in the medium- to long-term.

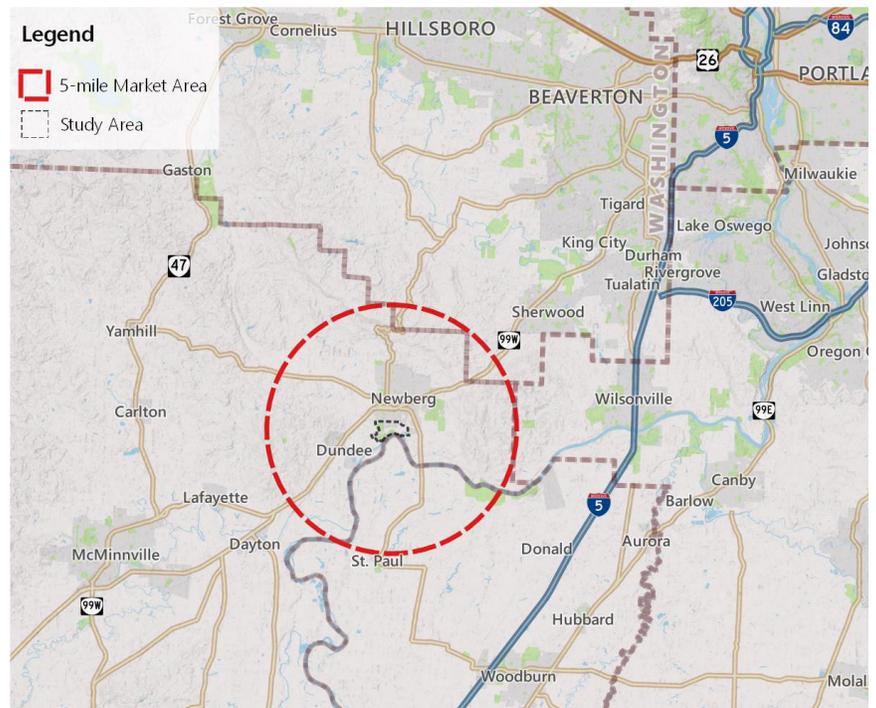


FIGURE 6. REGIONAL OVERVIEW AND MARKET AREA

- Lodging Development.** Due to the area’s current industrial character, lack of commercial amenities on-site today, lack of major nearby employment clusters, and lack of visibility from major roadways, a hotel is not likely to be feasible in the near term. In the longer term, numerous amenities would improve prospects for hotel development, including: pedestrian and bicycle trails; additional parks, open spaces, and festival venues; restaurants and retail; wine tasting and wine-related uses; and other residential and commercial development. The Riverfront will likely require a “destination hotel,” that is special and differentiated from the Hwy 99W hotels now in Newberg, and also has a higher price point in order to justify the higher level of amenities. Numerous cities have transitioned their waterfronts from industrial to mixed-use. The Hood River and Independence waterfronts are two local examples, and both include hotels. Hood River “set the stage” with restaurants, retail, office space, and an exceptional series of parks and open spaces. Therefore, if place making amenities are built, and commercial amenities added, a hotel could be feasible in the medium or long-term. The more that a hotel developer needs to create these amenities “from scratch,” the more difficult the economics will be.



Eugene



Bend



Hood River



Corvallis



Salem



Milwaukie

FIGURE 7. EXAMPLES OF RIVERFRONTS IN OTHER COMMUNITIES

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

REGULATORY ROLE OF THE PLAN

The Newberg Riverfront Master Plan lays out the long-term vision for the Riverfront Area. It will be used as a guiding document for the City to plan for future growth and development in the Riverfront. Implementation measures will be completed over time and as opportunities arise. Amendments to development standards, Comprehensive Plan policies, and some zoning and plan designation changes are proposed for early implementation to begin setting the stage for redevelopment. It should be noted that much of the Riverfront south of the Newberg-Dundee Bypass, including the Riverfront Industrial Site, lies outside the Newberg city limits. Newberg regulations and zoning would only apply if the properties were annexed into the City.

An aerial photograph of a suspension bridge crossing a river. A large, multi-colored hot air balloon is positioned in the center of the bridge's span. The bridge's white steel truss structure is clearly visible, and the surrounding landscape includes green trees and a dark, reflective river. The text "VISION AND GOALS" is overlaid in large, white, bold letters across the middle of the image.

VISION AND GOALS

Early in the process, the Newberg Riverfront Master Plan Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC) met to envision the potential future for the Riverfront Area. They brainstormed answers to this question: “Imagine you must leave Newberg to live on a beautiful South Sea island. You return in 20 years and the Riverfront Master Plan has been successfully implemented. You like what you see. What do you see?” Their ideas formed the basis for the Newberg Riverfront Vision Statement and Goals, which provides a verbal snapshot of the Riverfront Area at build-out. This vision statement and its goals were then brought to the public in an in-person and on-line open house, creating the foundation for the rest of this planning effort.

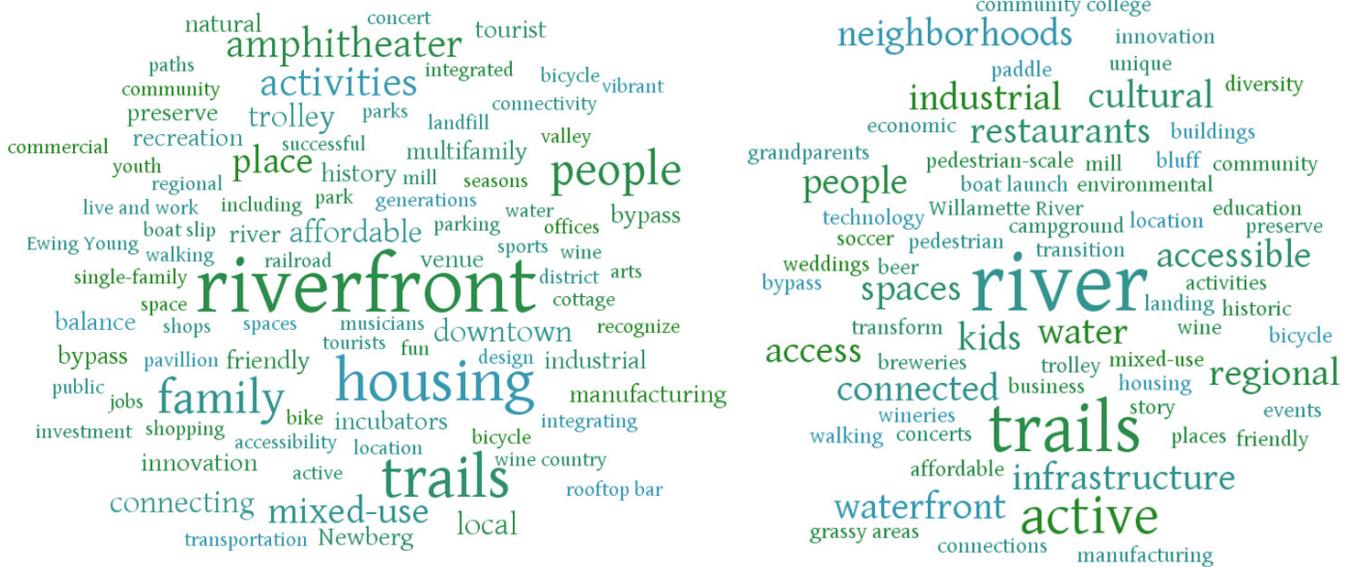


FIGURE 8. WORD CLOUD DIAGRAMS OF VISIONING EXERCISE FROM THE CAC (LEFT) AND TAC (RIGHT)

Newberg’s riverfront will be a lively, lush, and economically thriving destination that is frequented by Newberg residents and visitors alike. As a local and regional destination, it will provide spaces for large events, as well as opportunities for families and individuals to gather, recreate, and relax. Safe and direct connections for walkers, bikers, and drivers will draw people to the riverfront from downtown and other areas of the city.

A mix of residences, public spaces, services, commerce, and industrial uses will tie together through great design, creating a unique, mixed use setting on the Willamette River.

FIGURE 9. VISION STATEMENT

We envision:

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

Goals: The Newberg Riverfront Master Plan

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



PLANNING PROCESS

The Newberg Riverfront Master Plan process began in early spring 2018 and concluded in summer 2019. The process included active involvement from two advisory committees; Riverfront Area property owners and residents; as well as seniors, youth, service providers, regional and state agency partners, City and County officials, and staff. The planning process has been shaped and guided by the community through in-person and online input, including public workshops, advisory committee meetings, online surveys, and outreach through social media and at local community groups or public events.



The Riverfront Master Plan included an extensive public involvement component that was designed to provide early and ongoing opportunities for stakeholders to raise questions or concerns; to facilitate equitable and constructive communication between the public and the project team; and to empower community members to engage with the project. The process sought to provide the public with balanced and objective information to help them understand the issues, alternatives, opportunities, and solutions presented by the planning process. The outreach process built on the City’s existing network of community groups, including youth groups and schools, senior centers, Rotary Club, Hispanic/Latino community groups, and local advocacy groups.

The Riverfront Master Plan process was guided by two advisory committees. The Technical Advisory Committee (TAC) included City staff, the Oregon Department of Transportation (ODOT) Transportation and Growth Management Program (TGM) grant manager, and representatives from key partner agencies including the Chehalem Park and Recreation District, Department of Land Conservation and Development (DLCD), Business Oregon, and Yamhill County. The Citizens Advisory Committee (CAC) included representation from area residents, property owners, community advocates, local businesses, service providers and agencies, and neighborhood groups. The Planning Commission and City Council were also involved at key points throughout the planning process.

Community Engagement by the Numbers	
5	TAC/CAC meetings
2	open houses
2	online surveys
6	email campaigns
502	email deliveries
22	social media posts
29,542	post views
3057	clicks, likes, shares, comments

Throughout the process the project team conducted a variety of outreach activities. Community members were informed about upcoming opportunities to participate in the planning process through postcards, posters, local newspaper ads, social media outreach, the project website, and an interested parties email list. All community event promotions and project materials were translated into Spanish to better reach Newberg’s Latino community. Opportunities to participate included advisory committee meetings, in-person and online open houses, online surveys, tabling at citywide events, and targeted outreach to specific community groups. Through these various outreach opportunities,

the plan was shaped by a diverse group of community members to form a vision and plan that truly reflects the community’s shared hopes and desires for the future of the Newberg Riverfront.

In summary, the Newberg Riverfront Master Plan process developed a strong vision for the future of the Newberg Riverfront Area. This vision was crafted by community members, with guidance from advisory committees and the project team. Newberg residents expressed their desire for a lively, lush, and economically thriving area with a mix of uses, access to and views of the river, and a robust network of trails connecting the riverfront with destinations in other parts of the city and the region.

ALTERNATIVES DEVELOPMENT



FIGURE 10. DIAGRAM OF ALTERNATIVES DEVELOPMENT PROCESS

This plan was developed through an analysis of several alternatives which tested various concepts for land uses in the area. Through this alternatives process, several key issues were discussed with the project committees and other stakeholders:

- The possibility of locating new housing east of S River Street
- Types of uses that might be suitable for redeveloped portions of the Riverfront Industrial Site
- The importance of city-wide efforts to mitigate the effects of gentrification on lower-income neighborhoods
- The mix and balance of commercial, industrial, and other uses appropriate for the Riverfront Area

Additional information about the alternatives analysis can be found in Appendix C (TM3 - Land Use Alternatives) and Appendix J (Summary of Public Engagement).

Early in the planning process, three “development programs” were created to examine the opportunities of the Riverfront Area (see Figure 11). These programs helped describe the character portions of the Riverfront Area (some fully developed, some slated for development, and others with a less certain future) and led to the development of more detailed land use and transportation alternatives. These more detailed alternatives are shown in Figure 12, Figure 13, and Figure 14 and were the subject of significant discussion with the advisory committees and broader public.

In early 2019, the City of Newberg hosted representatives of WestRock (the owner of the Riverfront Industrial Site) 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 prepared and presented two updated alternatives to the TAC and CAC for further discussion. These alternatives are shown in Figure 15 and Figure 16. After additional TAC and CAC discussion, Alternative E (Figure 17) emerged as the preferred alternative for the Riverfront Master Plan.¹

¹ Alternative E shows residential land south of the Newberg-Dundee Bypass in the western part of the study area as medium-density residential. This is a change from the plan presented to the advisory committees, public, and at a joint Planning Commission/ City Council workshop, which showed a parcel south of the Bypass as high-density residential. This change was made in August 2019 based on a request from the property owner.

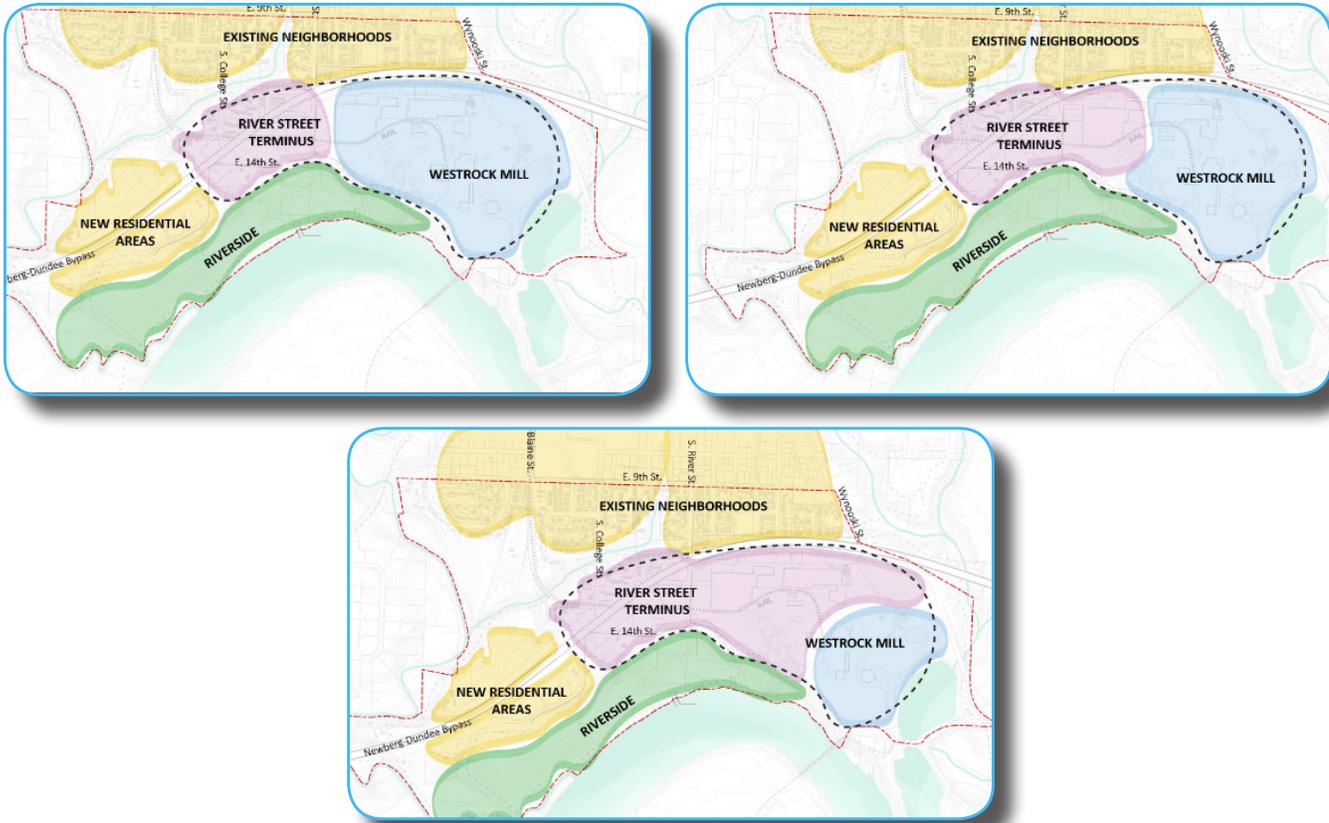


FIGURE 11. PRELIMINARY DEVELOPMENT ALTERNATIVES OF THE RIVERFRONT MASTER PLAN

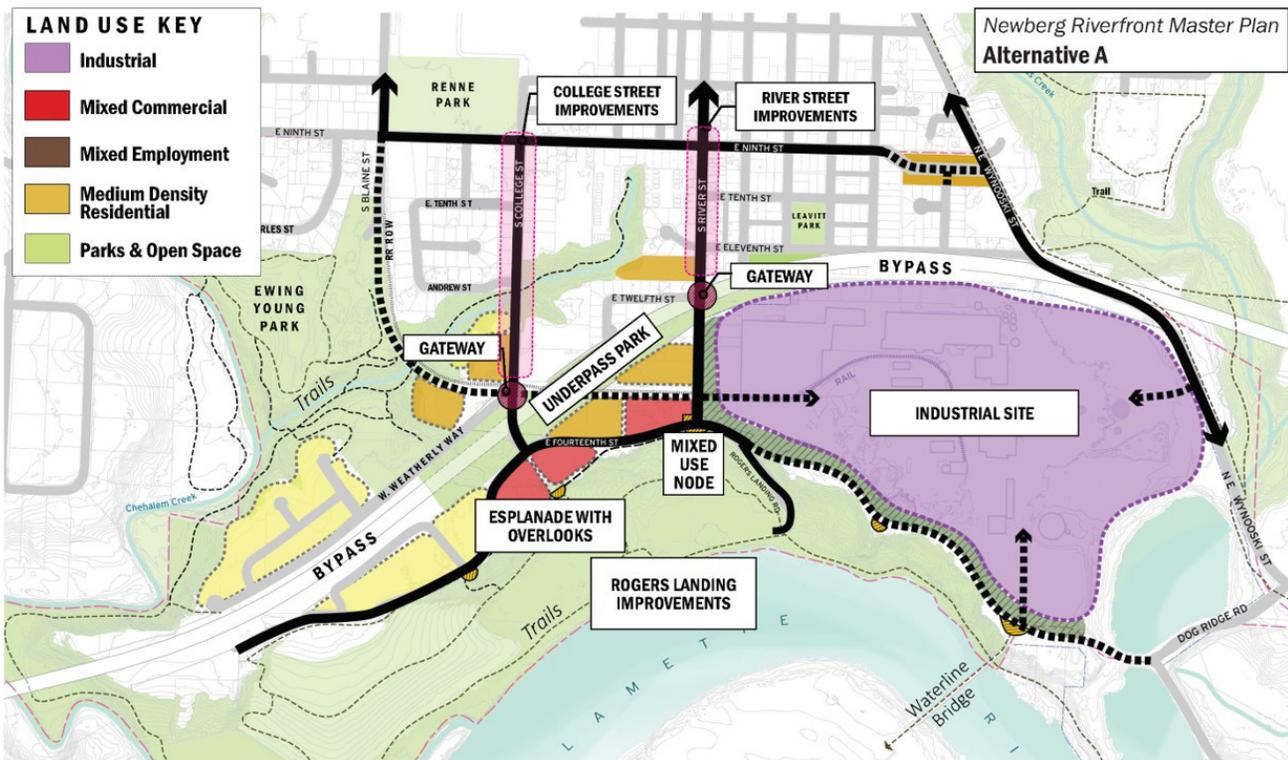


FIGURE 12. LAND USE AND TRANSPORTATION ALTERNATIVE A

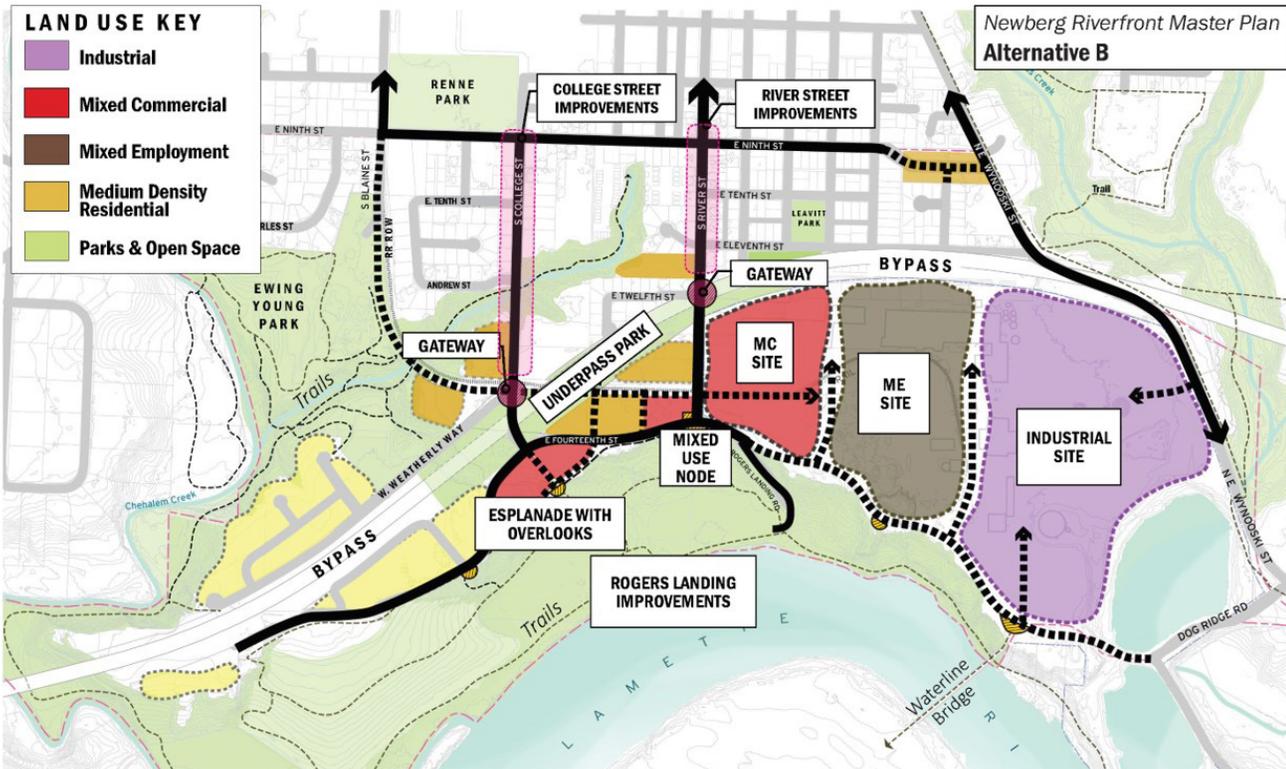


FIGURE 13. LAND USE AND TRANSPORTATION ALTERNATIVE B

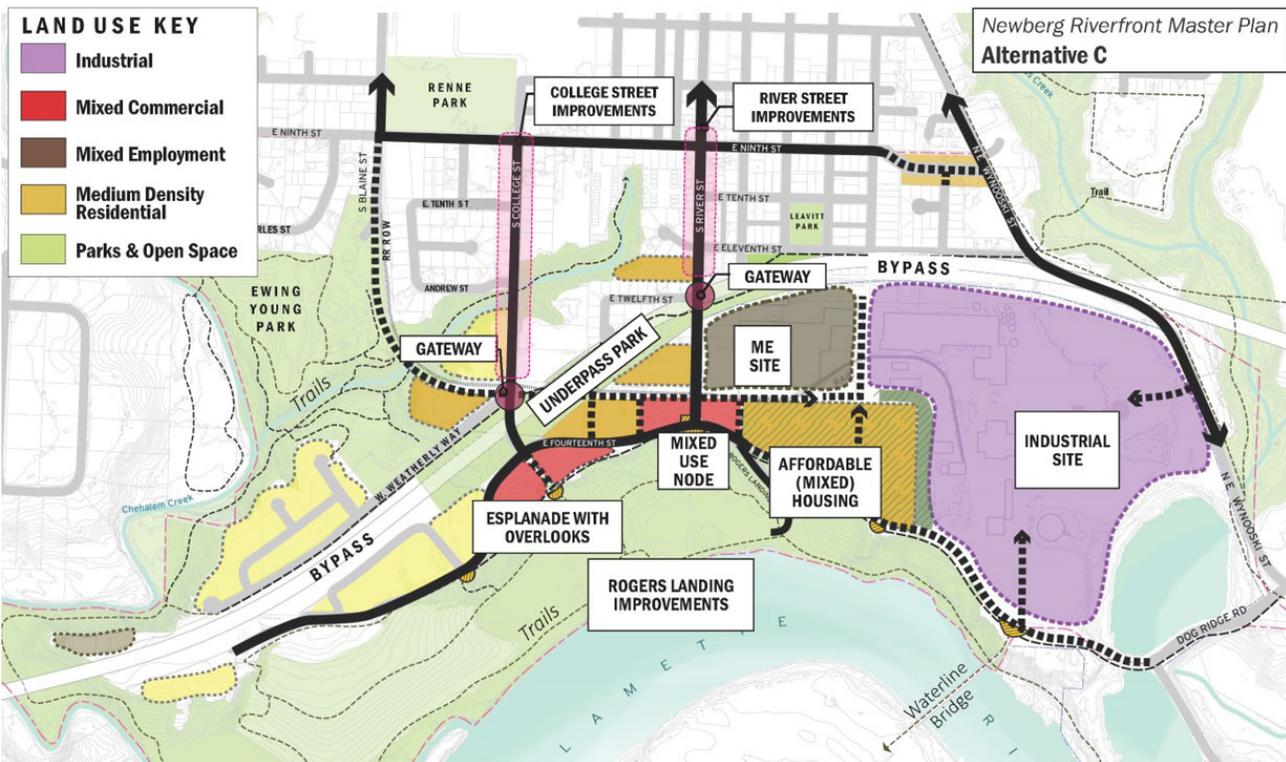


FIGURE 14. LAND USE AND TRANSPORTATION ALTERNATIVE C

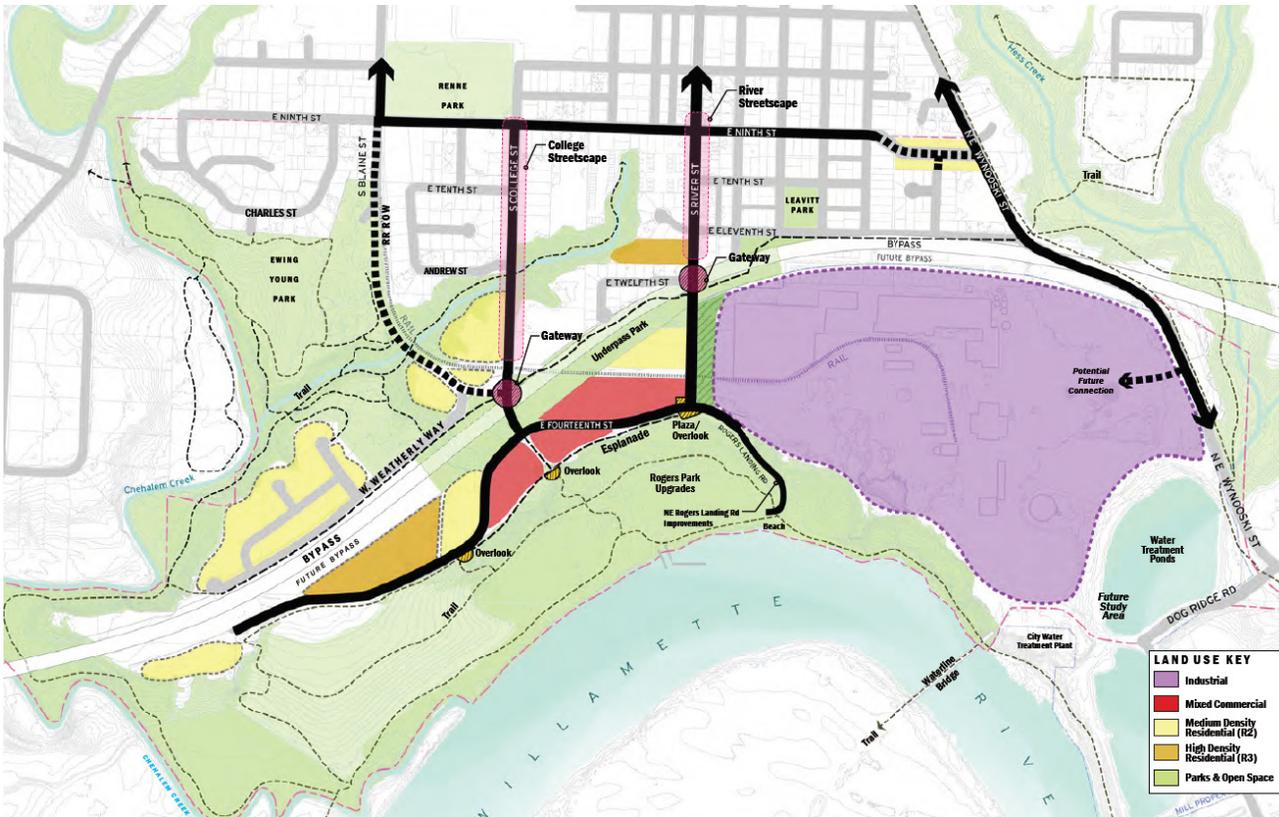


FIGURE 15. LAND USE AND TRANSPORTATION ALTERNATIVE D

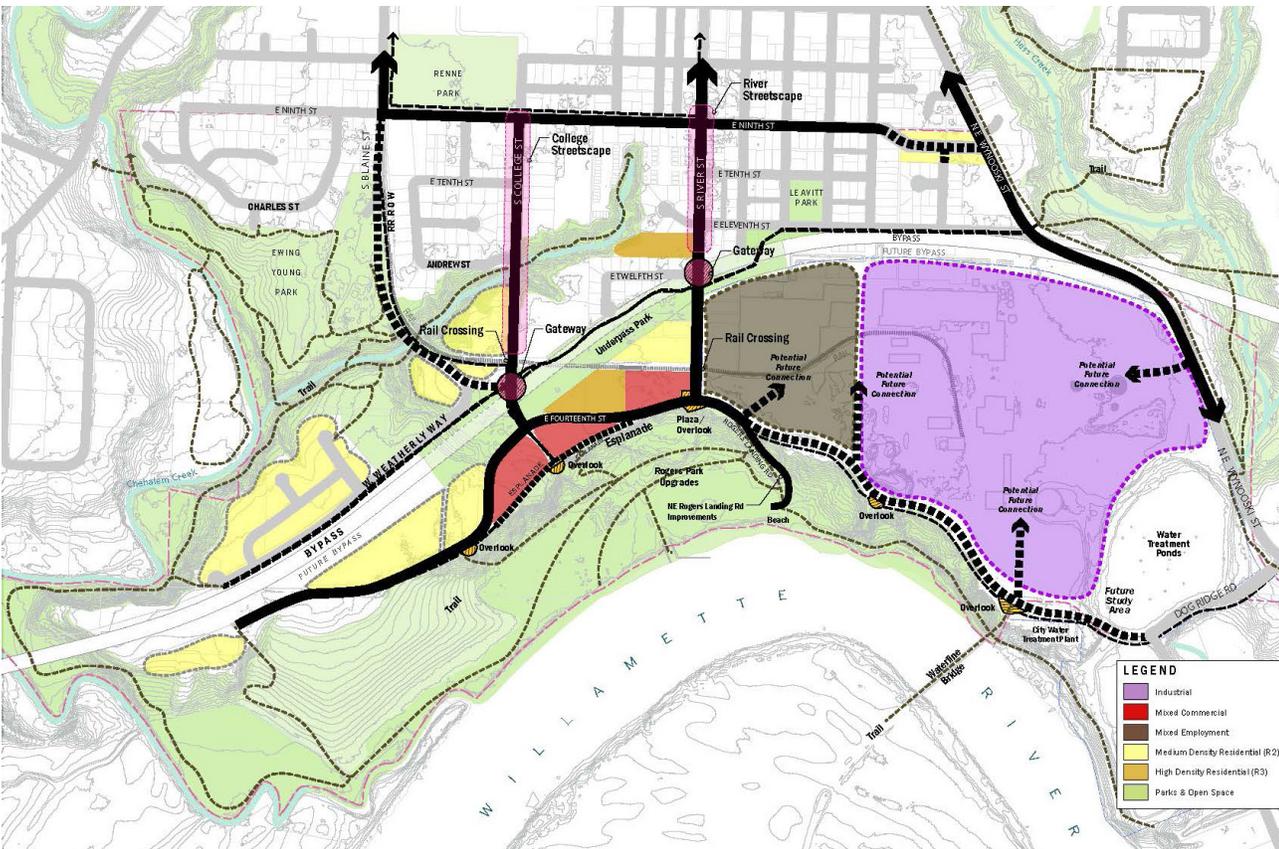


FIGURE 16. LAND USE AND TRANSPORTATION ALTERNATIVE E



RIVERFRONT MASTER PLAN PREFERRED ALTERNATIVE

FOUNDATIONAL ELEMENTS

The following items make up the foundational, directive components of all plan alternatives. Figure 21 shows the essence of these elements in what is sometimes called a “noble” or “parti” diagram.

Connections to the river. The basis for the Riverfront Master Plan is a strengthened connection between the City of Newberg and the Willamette River. This is accomplished 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. Prominent 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. Entryways into the Riverfront Area at E Ninth Street, S River Street, and S College Street can be marked through a variety of possible methods. A simple street sign cap is a common way of marking a district entry, as is a traditional monument sign. Other options include a significant sculpture or art piece, street light vertical banners, archways over the road and enhanced landscape or special trees with distinct color or scale. The intersection could also be marked with special paint to highlight its role as an entryway.

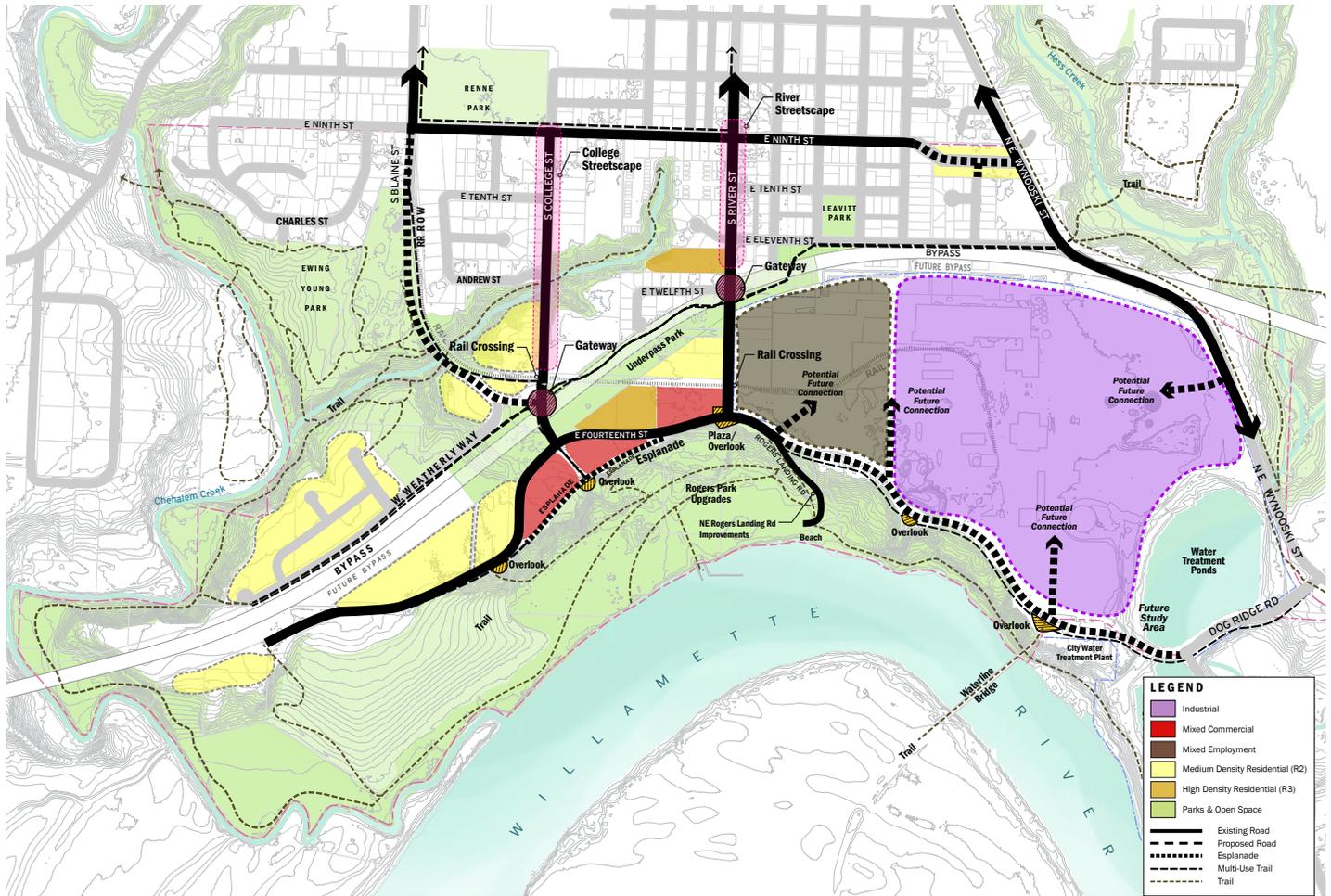


FIGURE 17. RIVERFRONT MASTER PLAN DIAGRAM – PREFERRED ALTERNATIVE (“ALTERNATIVE E”)



FIGURE 18. S RIVER STREET GATEWAY TO AN ACTIVE RIVERFRONT DISTRICT

Streetscape Improvements.

As documented in Appendix B (TM2 - Existing and Planned Conditions), many areas of the Riverfront have 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 Riverfront Master Plan that new development help improve infrastructure of existing, developed neighborhoods in the Riverfront.

S River Street. As a primary connection between the Riverfront Area and Downtown Newberg, S River Street plays an important role in the Riverfront Master Plan.

Mixed-Use Node. A new mixed-use node is envisioned at the northwestern corner of S River Street and E Fourteenth Street, with scenic views and greatly improved access to the Riverfront Area itself. This key development will serve as a gathering space for the community and a center of activity in the Riverfront Area, with multi-modal connections providing safe, comfortable, and convenient travel throughout the area and into Downtown Newberg.

This mixed-use area will serve as a hub of activity and a gathering space—something different for the Riverfront Area and an attractive destination for Newberg residents and visitors alike. With easy connections to the Riverfront Esplanade, Downtown Newberg, and water activities, this is the ideal location for an ice cream social, date night, lunch break for nearby employees, or a host of other activities.

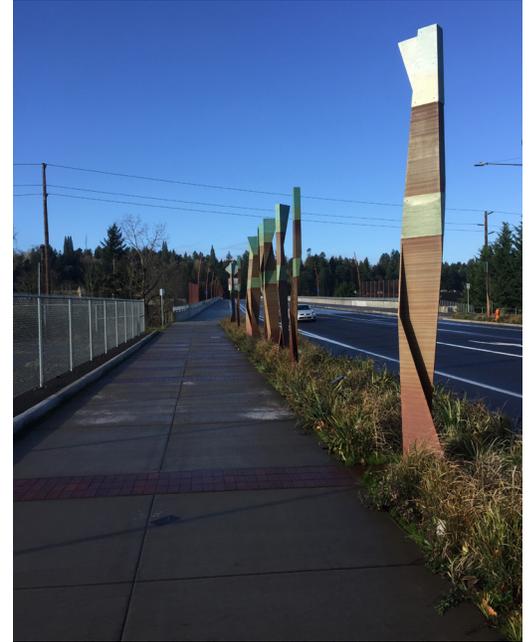


FIGURE 19. GATEWAY FEATURE EXAMPLES



FIGURE 20. MIXED USE NODE EXAMPLES

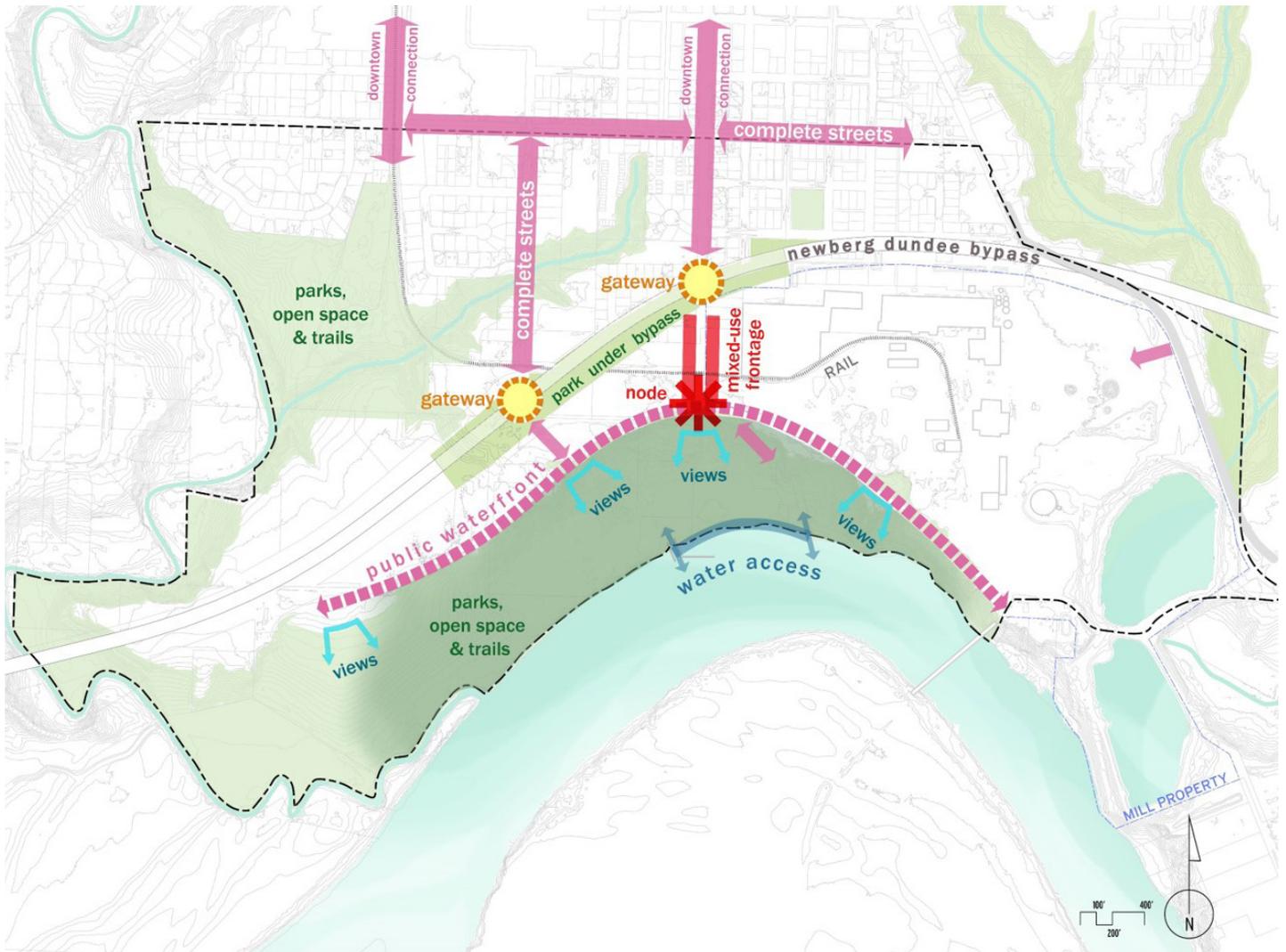


FIGURE 21. FOUNDATIONAL ELEMENTS OF THE RIVERFRONT MASTER PLAN



FIGURE 22. EXISTING S RIVER STREET

PROPOSED S RIVER STREET - 60' ROW

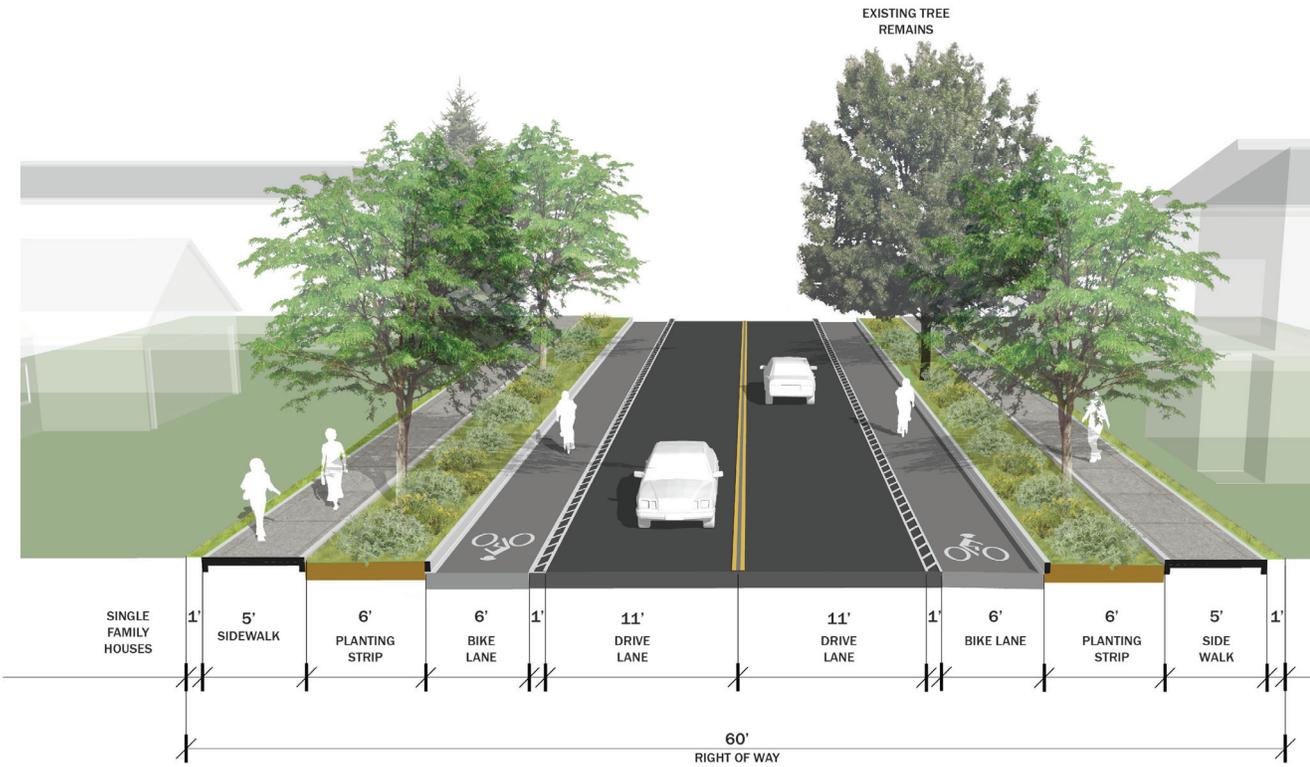


FIGURE 23. CONCEPT FOR S RIVER STREET, NORTH OF NEWBERG-DUNDEE BYPASS



FIGURE 24. VIEW OF WATERLINE BRIDGE, A POTENTIAL LOCATION FOR A BICYCLE/PEDESTRIAN CROSSING OF THE WILLAMETTE

LOCAL AND REGIONAL TRAILS

New trails that connect to the existing trail network were the most desired feature of the Riverfront Master Plan mentioned during the City’s public outreach process. A network of trails are proposed throughout the Riverfront Area, connecting to parks in Newberg and to other destinations in the City and broader region. 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 through the planning process. In the longer term, connections from Rogers Landing south across the Waterline Bridge to French Prairie (Marion County), and west to Dundee may be possible, in collaboration with the Chehalem Parks & Recreation District (CPRD) and other partners. These trails and connections are shown on Figure 25 and Figure 26. General cross sections of the different types of trails are shown in Figure 27 and Figure 28. Trails and connections through the area include:

- Extension of the existing Bypass Trail between S River Street to S College Street
- Existing and new trails in Ewing Young Park, and connections between the park and other parts of the Riverfront Area
- Local and regional trail connections within and to Rogers Landing and other locations along the Willamette River
- Connections east of NE Wyooski Street
- Trails along Chehalem Creek
- A prominent pedestrian esplanade at the top of the bluff west of S River Street, and potentially connecting further east along the southern edge of the Riverfront Industrial Site
- Multi-use path along Rogers Landing Road (Figure 29)

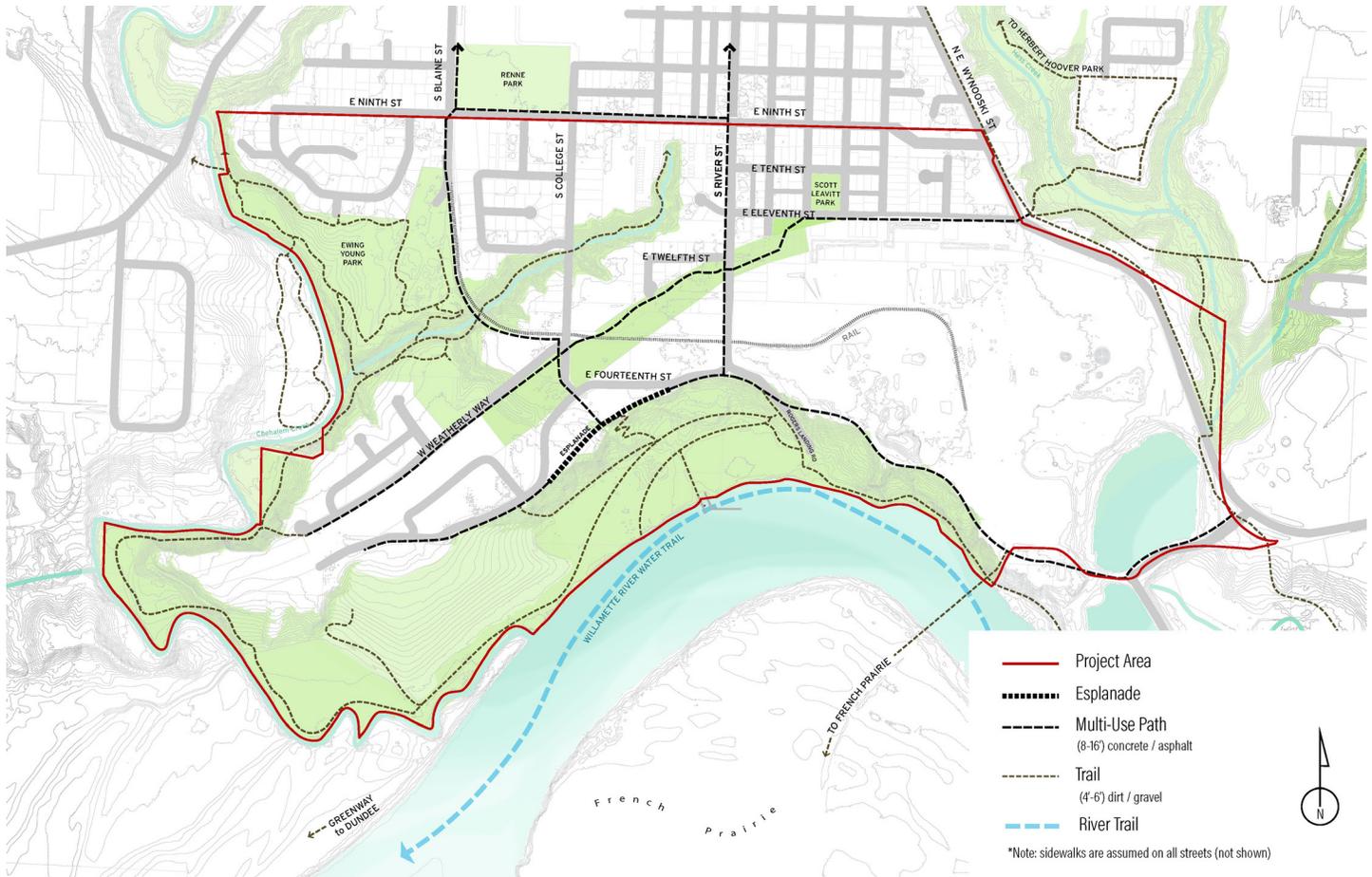


FIGURE 25. TRAILS, PATHS, AND RIVER TRAIL

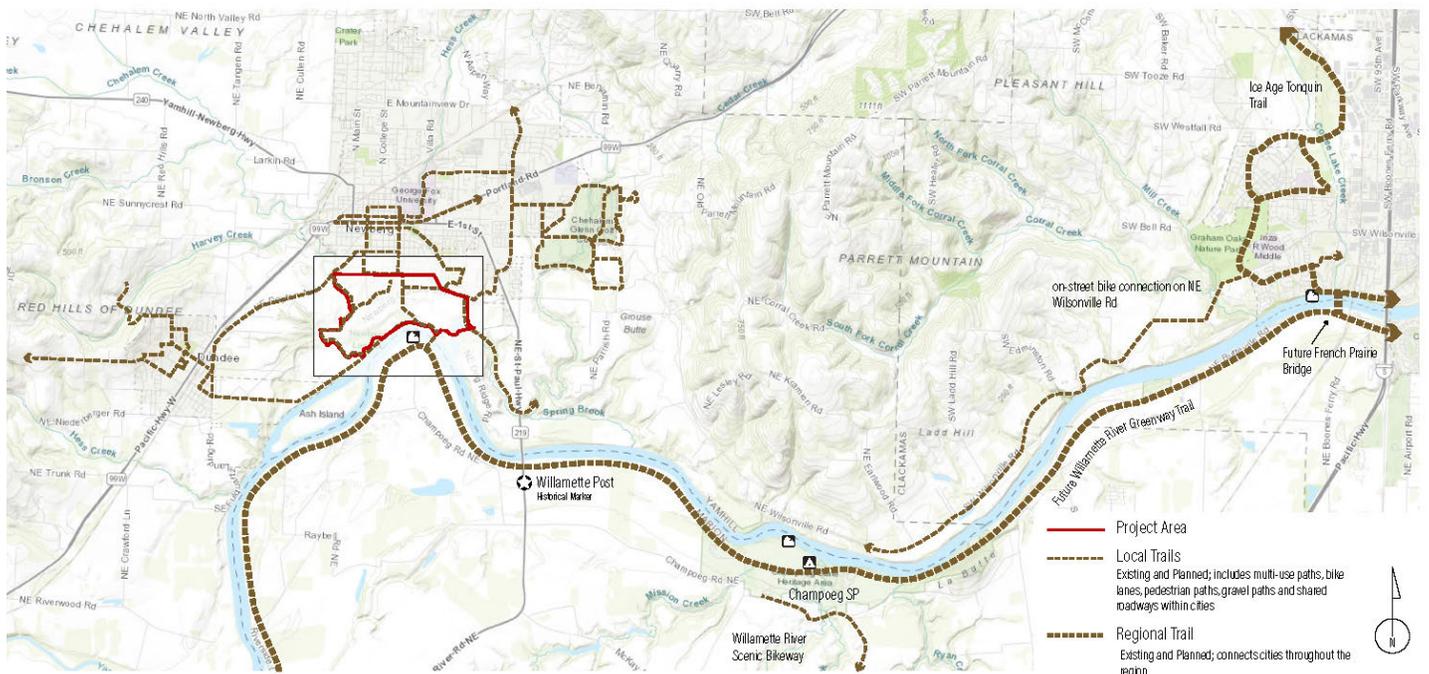


FIGURE 26. LOCAL AND REGIONAL TRAIL SYSTEM

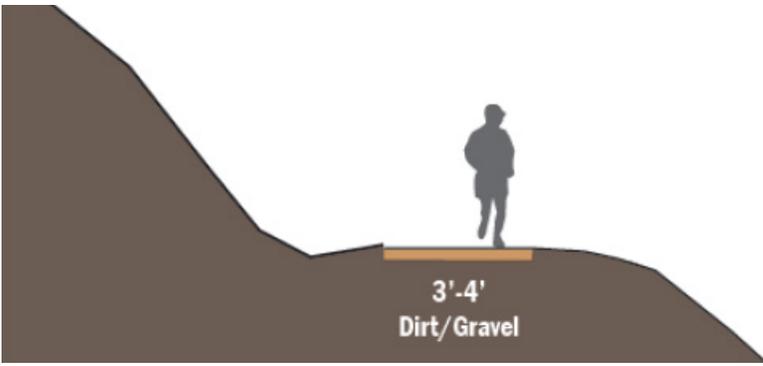


FIGURE 27. NATURE TRAIL CROSS SECTION



FIGURE 28. URBAN MULTI-USE TRAIL CROSS SECTION

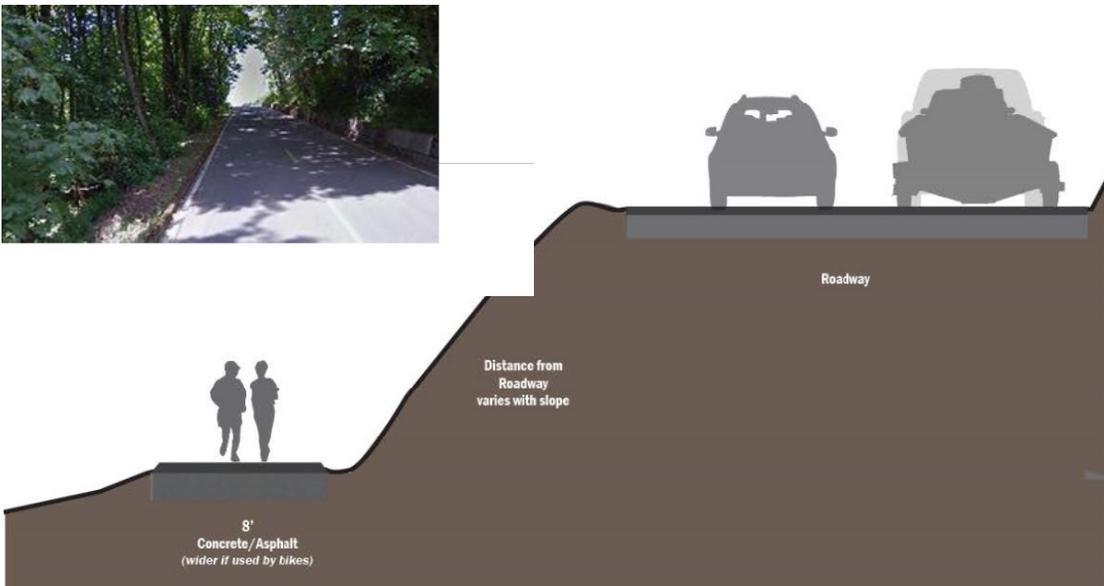


FIGURE 29. CROSS-SECTION FOR ROGER'S LANDING ROAD MULTI-USE PATH

Water Trails

“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 30 shows the distance from the Riverfront to other sites and amenities along the Willamette River.

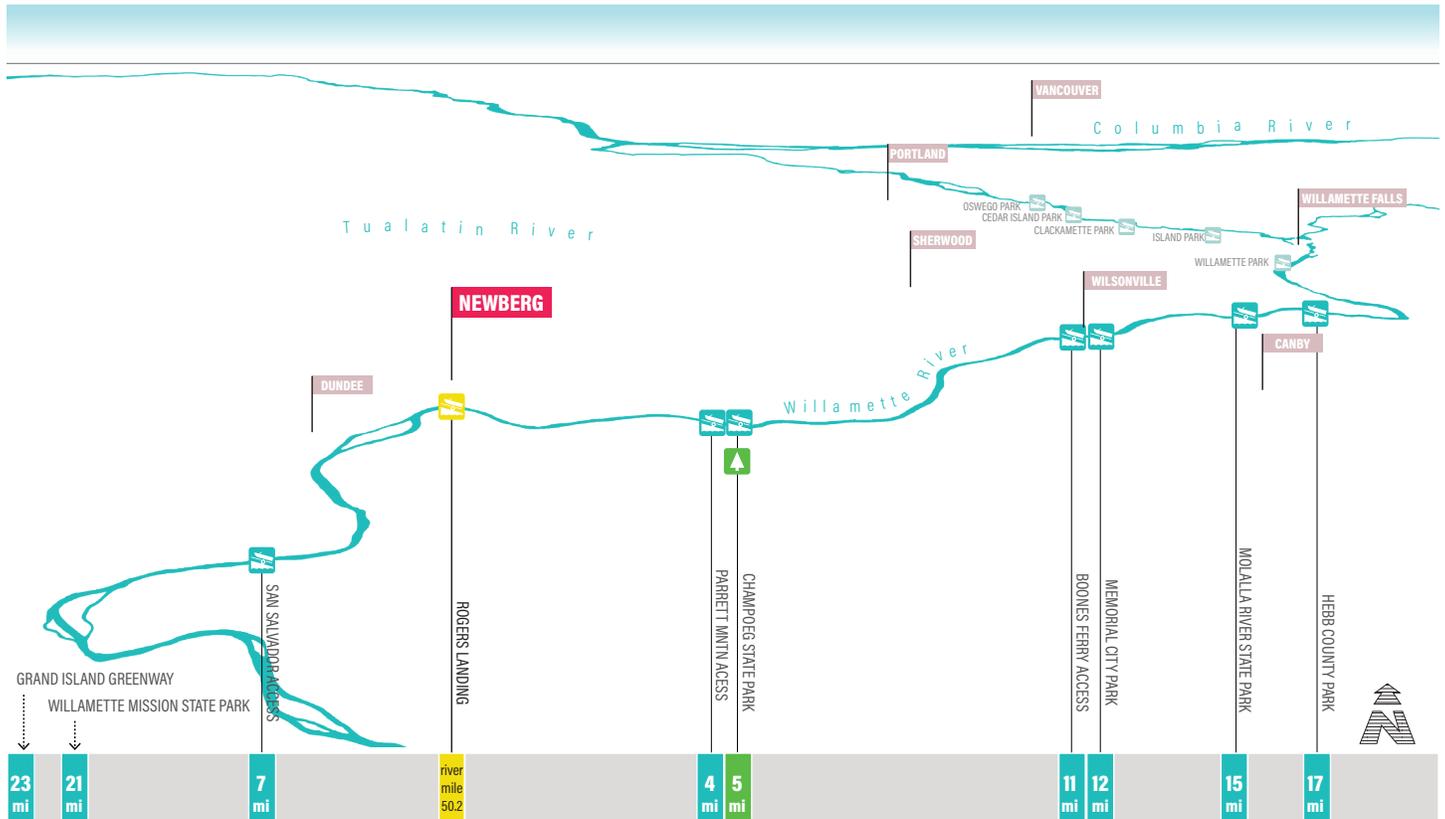
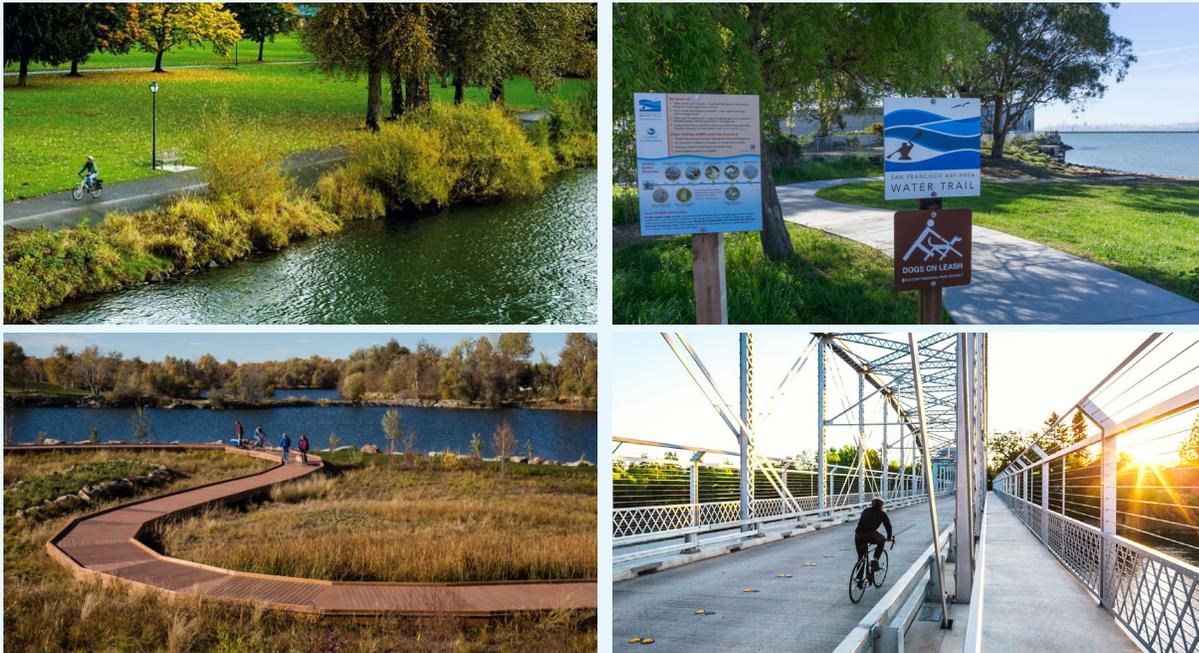


FIGURE 30. DISTANCE TO OTHER RIVER RECREATION AMENITIES

Examples of Riverfront Trails in Other Communities



STREETS AND STREETScape IMPROVEMENTS

S River Street and S College Street are key connections from the Riverfront Area to the rest of the City of Newberg. These streets will provide safe and convenient access for people on foot, on bicycles, and in automobiles. The following figures show existing and proposed right-of-way cross sections for S River Street. Conditions of S River Street transition to a more urban and active streetscape south of the Bypass, and three options for the location of on-street bicycle facilities are shown. Streetscape design details will need further study before adoption into the Newberg Transportation System Plan.



FIGURE 31. MULTI-MODAL ESPLANADE WITH PEDESTRIAN-ORIENTED DEVELOPMENT IN VANCOUVER, WA



S RIVER STREET NORTH OF E NINTH STREET (LOOKING NORTH) - 60' ROW



S RIVER STREET BETWEEN BYPASS AND E NINTH STREET (LOOKING NORTH) - 60' ROW

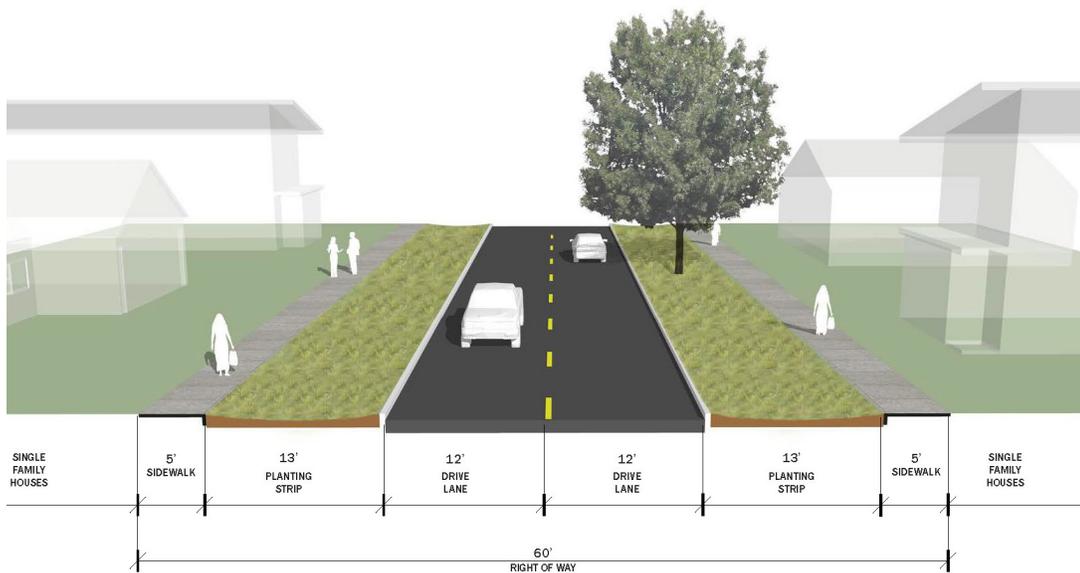


FIGURE 32. EXISTING CROSS-SECTION AND STREET VIEWS FOR S RIVER STREET



FIGURE 33. TYPICAL MAJOR COLLECTOR CROSS SECTION FROM NEWBERG TRANSPORTATION SYSTEM PLAN

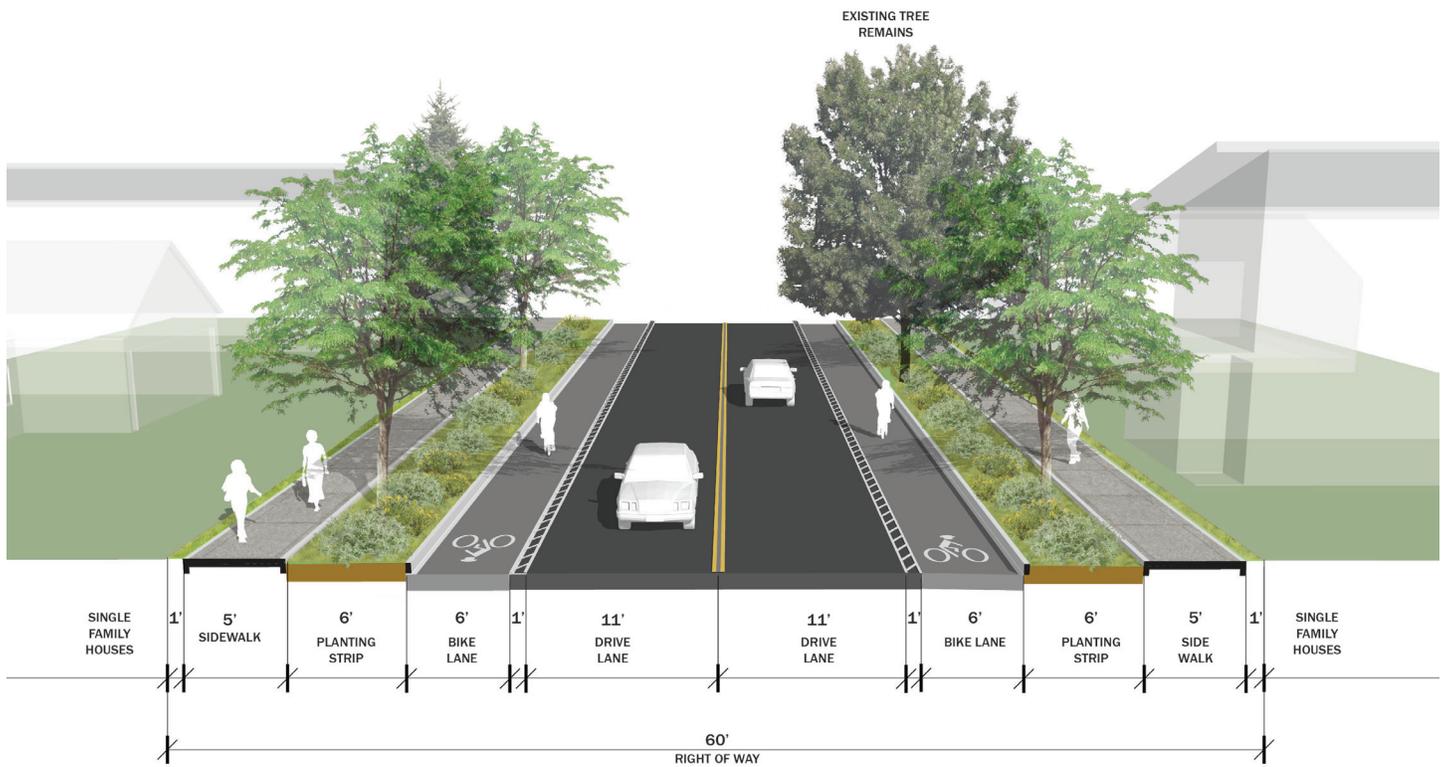
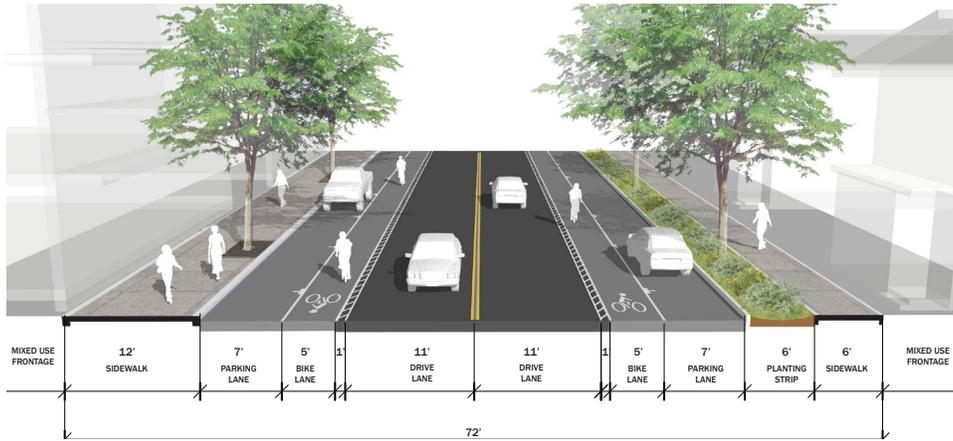


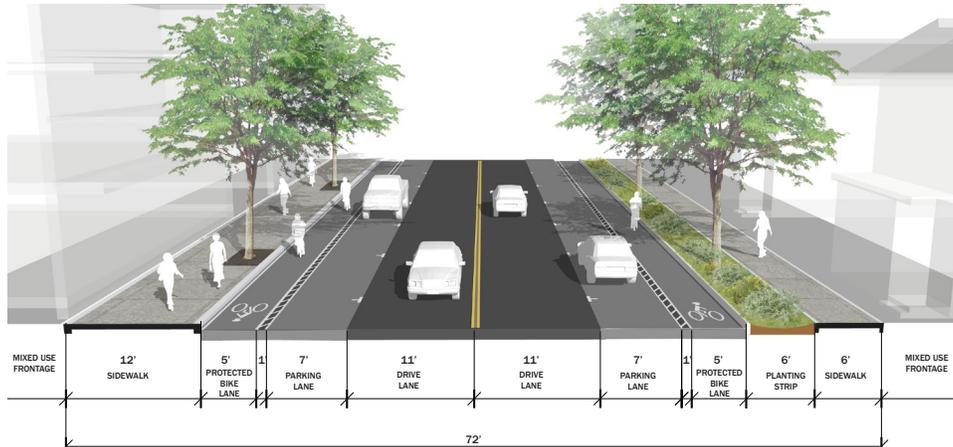
FIGURE 34. PROPOSED CROSS-SECTION FOR S RIVER STREET (NORTH OF BYPASS)

S RIVER STREET SOUTH OF BYPASS (LOOKING NORTH) - 72' ROW, STANDARD BIKE LANE



Existing S River Street South of Bypass

S RIVER STREET SOUTH OF BYPASS (LOOKING NORTH) - 72' ROW, CYCLE TRACK



S RIVER STREET SOUTH OF BYPASS (LOOKING NORTH) - 60' - 66' ROW

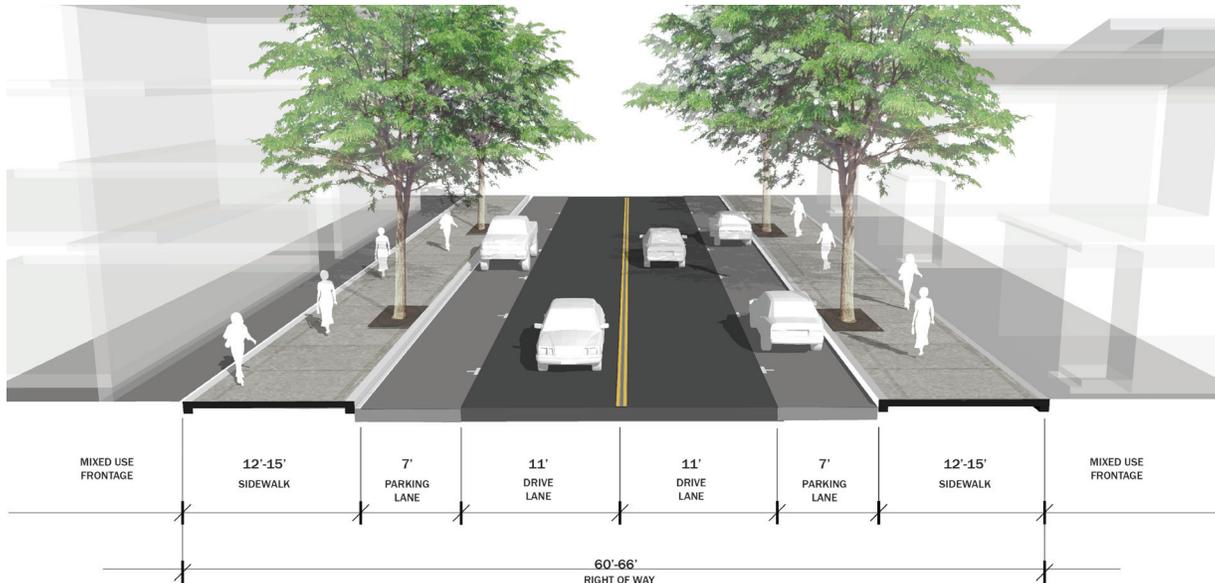


FIGURE 35. PROPOSED CROSS SECTION OPTIONS FOR S RIVER STREET (SOUTH OF BYPASS)

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 an asset to adjacent development. All alternatives show improvements to the Riverfront in the vicinity of Roger’s Landing. The specific design of the park will be a joint effort between the City, property owners at the riverfront, the Chehalem Park & Recreation District, Yamhill County Parks, Oregon State Marine Board, 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 proposed new development south of the Bypass. The Underpass Park is a key feature of this plan and has received significant community interest. Figure 36 depicts concepts for this park, but a specific design will involve the City,

Chehalem Park & Recreation District (CPRD), and Oregon Department of Transportation (ODOT). Any improvements must be designed with consideration for the future expansion of the Newberg-Dundee Bypass.

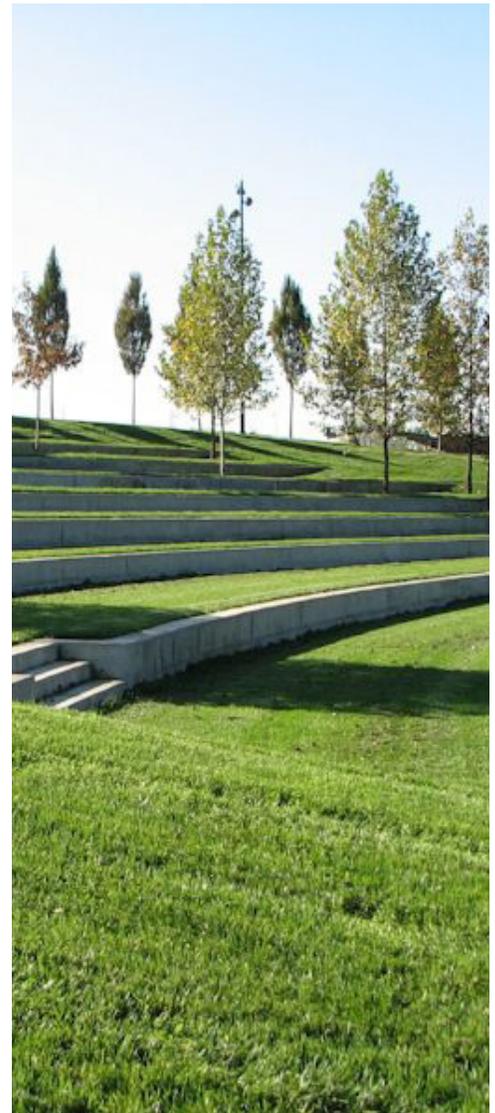
- **Ewing Young Park.** Newberg’s Ewing Young Park includes a dog park, skate park, BMX track, a disc golf course and trails winding throughout. New trail connections to the park along the S Blaine Street Extension and Chehalem Creek tributary are shown on Figure 25.
- **Scott Leavitt Park.** Scott Leavitt Park lies just north of the Newberg-Dundee Bypass at S Columbia between E Tenth and E Eleventh. It includes grassy fields, a basketball court, and playground facilities. The park is tied into the Riverfront Area’s trail system via the Bypass Trail, as shown on Figure 25.
- **Amphitheater Area.** An outdoor amphitheater for hosting concerts, theater events, and other community events could be a good fit for park areas near Rogers Landing. Images of similar features in other communities are provided on the following pages.

The conceptual park plan for the Riverfront Area taken as a whole is shown in Figure 36. This figure depicts how Newberg’s existing parks and trails, the Riverfront Area’s proposed new parks and trails, and multi-modal improvements on S College Street and S River Street work together to create a “green” network that draws people from Downtown Newberg into the open space and waterfront amenities this plan provides, and vice versa.

Open sandy beach can accomodate several light watercraft and pairs well with swimming activities.



Examples of ampitheatres built into hilly green areas.



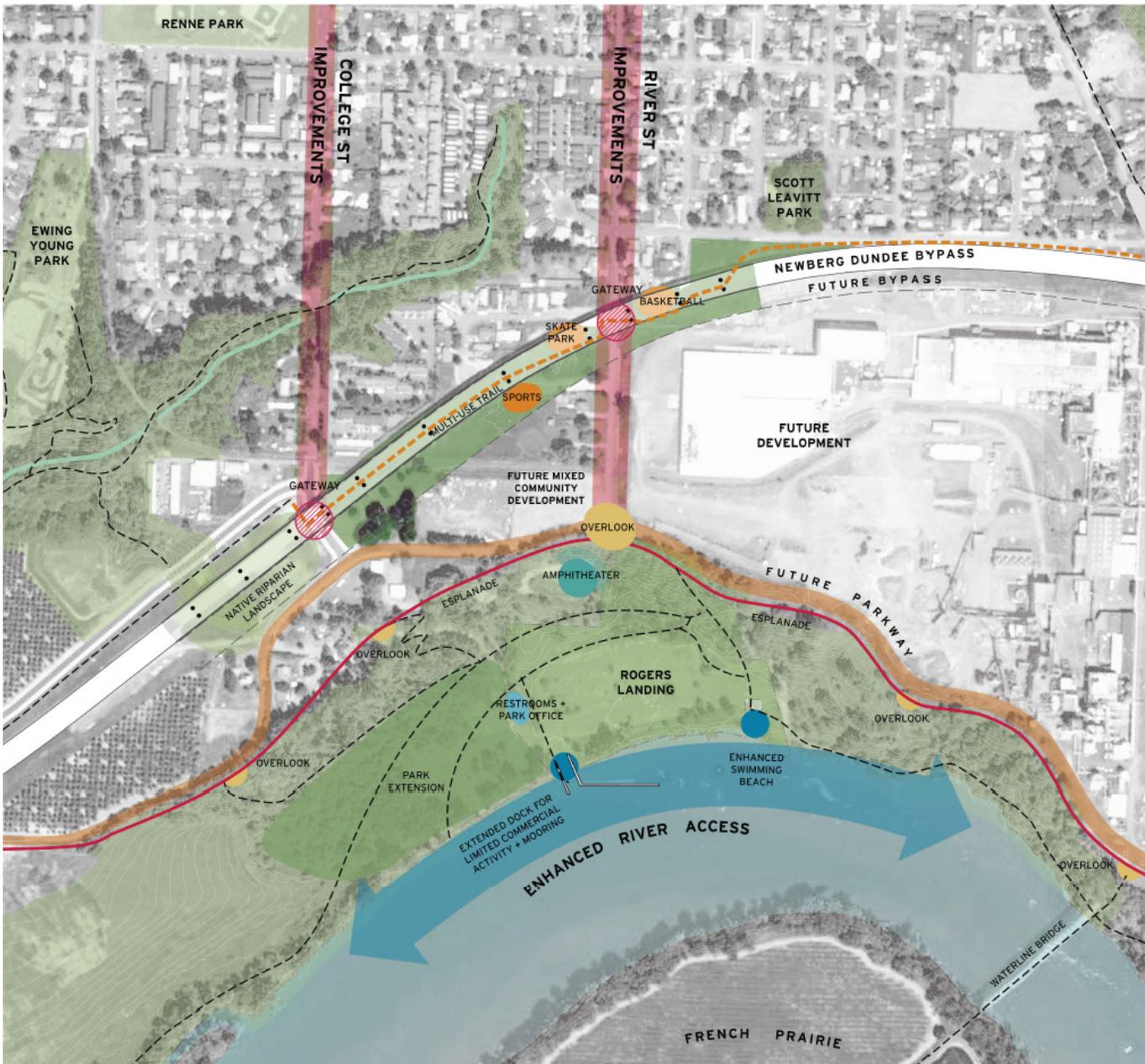


FIGURE 36. CONCEPTUAL PARK PLAN



FIGURE 37. POSSIBLE USES AND DESIGN OF AN UNDERPASS PARK



IMPLEMENTATION

How Will the Plan be Carried Out?

The Newberg Riverfront Master Plan is intended as a guiding document to carry out a clearly defined vision and conceptual plan for urban form, land use, and transportation in the Riverfront Area. It provides direction for future actions related to projects to be undertaken and partnerships to be formed. Potential community partners include, but are not limited to, Chehalis Park and Recreation District (CPRD), Yamhill County, Oregon Department of Transportation, and property owners. The Plan will be implemented in steps. 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 proposes amendments to the City’s Comprehensive Plan and Development Code to carry out Plan intent and to achieve the uses, character, and densities envisioned.

Over time, certain major improvements will be made through a variety of funding sources, potentially including urban renewal. 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 for decades to come, in alignment with a vision for the future of the area established by the community.

INCREMENTAL IMPLEMENTATION STRATEGY

The Riverfront Master Plan Incremental Implementation Strategy is described in greater detail in Appendix E (TM5 - Incremental Implementation Strategy). It focuses on 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. Community partners include but are not limited to Chehalem Park and Recreation District, Yamhill County, Oregon Department of Transportation, and property owners. The Plan will be implemented in steps. Some actions will be initiated immediately; others will be initiated in the years to follow.

This strategy allows the City of Newberg to review the Riverfront 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.

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 Master Plan focuses on the following:

- Changes to the City’s Comprehensive Plan, development code, and implementing ordinances
- Future infrastructure 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
- Time frame for initiating key actions and projects

How the Strategy Works

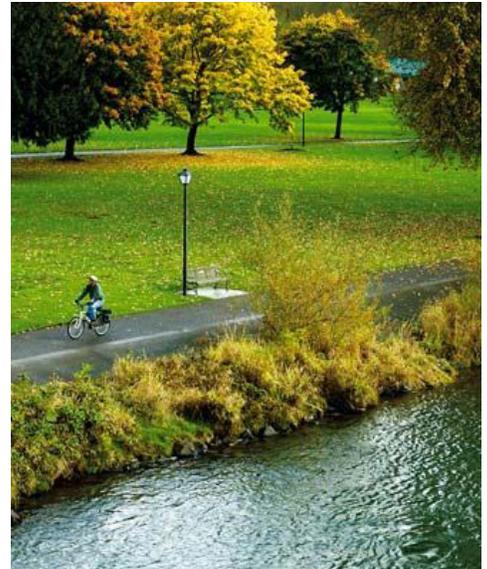
The Plan’s vision and desired outcomes should be examined on a regularly scheduled basis to ascertain the current status of progress in achieving them and actions for moving ahead in each of the next three years. The activities for Year 1 should be tied to the City’s annual operating budget. The activities 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. While the status of these activities should be reviewed and subsequent activities adjusted as necessary on a regular basis, the strategy should retain the flexibility to accommodate other high-priority projects, projects that require immediate funding, or projects that can be opportunistic as partnerships arise with other agencies.

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 carrying out this important public policy objective, and keeps the implementation of the Riverfront Master Plan on the “front burner.”

Types of Strategies

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 Master 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), as well as 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 and build momentum for the Riverfront Area.



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+
		'20	'21	'22	'23	'24 - '29	'30 onwards
1. Regulatory and Administrative Actions							
a Comp. Plan Amendments	✓						
b Zoning Code Changes	✓						
2. Funding, Studies and Organizational Actions							
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		✓	✓				
f Baker Rock Partnership		✓					
B. WestRock Site							
a Maintain relationship with the industrial site's owners							
b Pursue (EPA) Brownfields Grants						✓	✓
c Identify options for the industrial site's ponds						✓	✓
d Pursue development of property west of S River St						✓	✓
C. Evaluate and Consider Implementing Other Tools							
h Evaluate Anti-displacement Measures			✓	✓			
i Multifamily Housing Tax Incentive Program	✓	✓					
j Opportunity Zone/Fund	✓	✓					
k Construction Excise Tax Study	✓	✓					
l New Market Tax Credits					✓	✓	
m EB-5 Program					✓	✓	
l Other District Infrastructure Funding Tools					✓	✓	

	Target Year:						
	1	2	3	4	5 - 10	10+	
	'20	'21	'22	'23	'24 - '29	'30 onwards	
3. Infrastructure Improvements, Projects, and Actions							
A. Quick Wins							
a Selected Rogers Landing Improvements	✓	✓	✓	✓			
b Underpass Park	✓	✓	✓	✓			
B. Transportation							
a Esplanade and Overlooks					✓		
b S Blaine Street Extension					✓	✓	
c Rogers Landing Extention					✓	✓	
d S College Street Improvements					✓	✓	
e S River Street Improvements					✓		
f E Ninth Street Improvements					✓		
g Wyooski Street Improvements					✓	✓	
h E Fourteenth Street Sidewalks					✓		
i E Eleventh Street Sidewalks					✓		
j E Ninth Street Bike Boulevard					✓		
k E Eleventh Street Bike Boulevard					✓		
l N Blaine/E Hancock Signal					✓		
m S Blaine St/E First Signal					✓		
n Trolley					✓		
o Rail Crossings at S College Street & S River Street					✓		
p E Ninth Street Extension to Wyooski Street					✓		
q E Fourteenth Street - S College St to S River St						✓	
r Waterfront Street - S College St to UGB						✓	
s E Fourteenth Street Extension - S River St to NE Dog Ridge Rd						✓	
t E Industrial St (1) - E Fourtenth St Ext to Wyooski St						✓	
u S Industrial St (2) - Bypass to E Fourteenth St Ext						✓	
v S Industrial St (3) - E Industrial St (1) to E Fourteenth St Ext						✓	
C. Parks and Open Space							
a Esplanade and Overlooks			✓	✓	✓		
b Gateways	✓	✓		✓			
c Rogers Landing Improvements			✓	✓	✓		
d Waterline Bridge Improvements					✓	✓	
D. Stormwater, Wastewater, and Other							
a Water Distribution System Improvements				✓	✓	✓	
b Wastewater System Improvements				✓	✓	✓	
c Stormwater System Improvements				✓	✓	✓	
d Regional Stormwater Faciltiy Study					✓	✓	

REGULATORY ACTIONS

Regulatory actions are an essential first step toward realizing the vision of the Riverfront Master Plan. Changing City regulations is also squarely within the City’s authority, whereas other actions described later require the City to work with other public agencies or private entities to effect change.

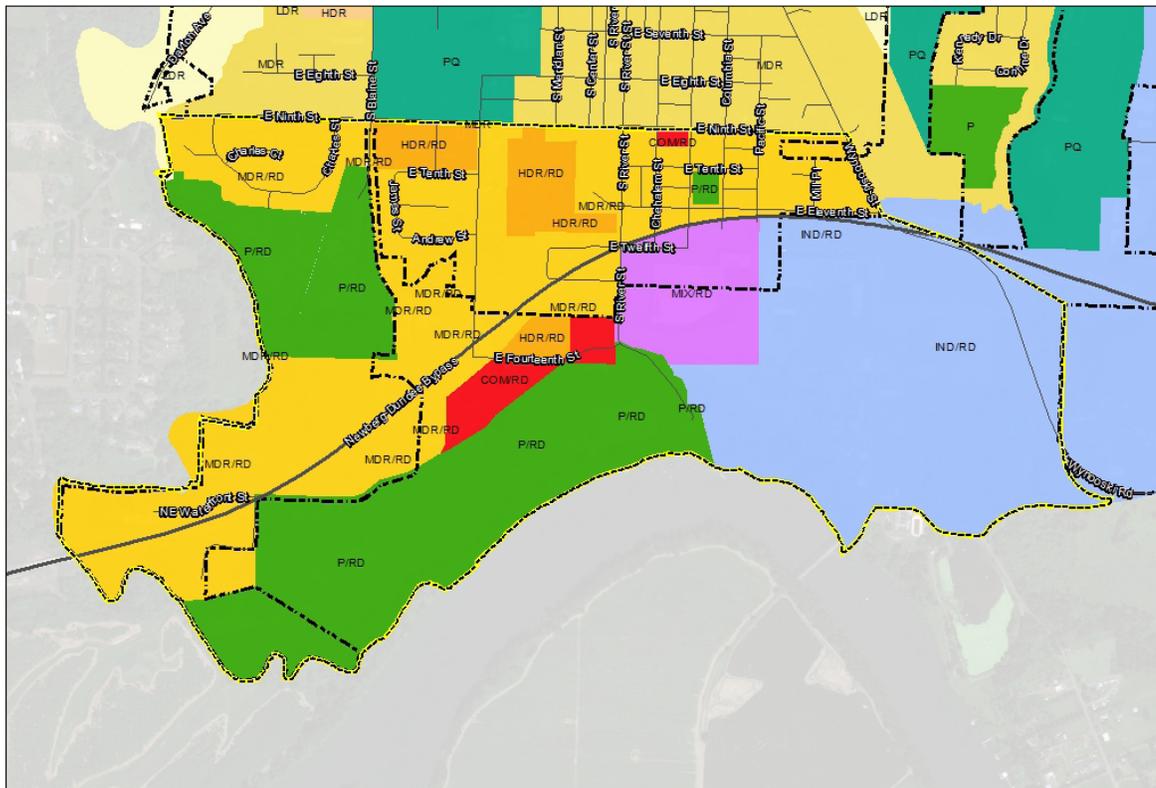
Amend the Comprehensive Plan to Reflect the Intent of the Riverfront Master Plan

The City of Newberg’s 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.

Updates include:

- Removing references to the “Smurfit Newsprint Processing Plant”
- Revising policies to more closely match the vision and goals of this plan
- Updating references to the Newberg-Dundee Bypass
- Amending the boundary of the Riverfront District classification to include the Riverfront Industrial Site and lands north of the Bypass.

Detailed changes to the Comprehensive Plan are provided in the Appendix F (TM6 - Comprehensive Plan Amendments).



Legend

- Riverfront Overlay Zone Boundary
- City Limits



FIGURE 38. PROPOSED COMPREHENSIVE PLAN DESIGNATIONS

Amend the Zoning Map and Development Code to Reflect the Intent of the Riverfront Master Plan

This Riverfront Master Plan will be implemented by a combination of the Riverfront Subdistrict and the base zoning of individual parcels in the area as described in this section.

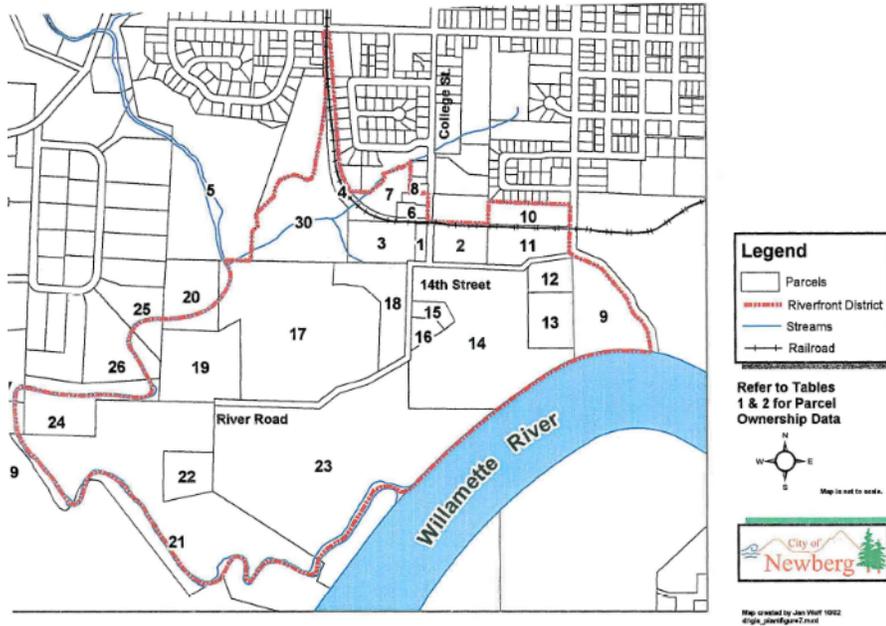


FIGURE 39. MAP SHOWING RIVERFRONT DISTRICT ESTABLISHED IN THE 2002 RIVERFRONT MASTER PLAN

The Riverfront Subdistrict

As part of the City of Newberg’s 2002 Riverfront Master Plan, the City created the Riverfront Subdistrict (15.352) to encourage access to the Willamette River and allow for specific design standards for development in the area. For this Riverfront 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 Riverfront 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.
- One of the key components of the Riverfront Master Plan is a cohesive district-focused set of design and connectivity requirements. This can be more easily accomplished with one unifying set of standards within a subdistrict than across several base zones.

Today, the Riverfront District lies mostly outside of the Newberg City Limits (but within the Urban Growth Boundary). It should be noted that the Newberg Development Code currently identifies the Riverfront Subdistrict overlay with a RF designation, but the Comprehensive Plan and Zoning Maps were adopted with an RD overlay designation. To address this inconsistency, the amendments include changing all RF code references to RD. All new code language will use the RD overlay designation.

Mixed Employment Zone

The new Mixed Employment (M-E) Zone allows for a mix of light industrial and limited commercial uses intended to create a buffer between heavy industrial uses and pedestrian-friendly, mixed-use development within the core of the Riverfront District. With the establishment of a new zone that implements the Industrial and Mixed-Use Comprehensive Plan designations, the City or individual property owners may consider applying the M-E zone elsewhere in Newberg. Amendments to the Newberg Development Code that implement the new M-E zone are included in Appendix G (TM7 - Zoning Map and Development Code Amendments).

Industrial Zoning

No changes to the comprehensive plan designation of the eastern portion of the Riverfront Industrial Site are proposed. If the property were to annex to

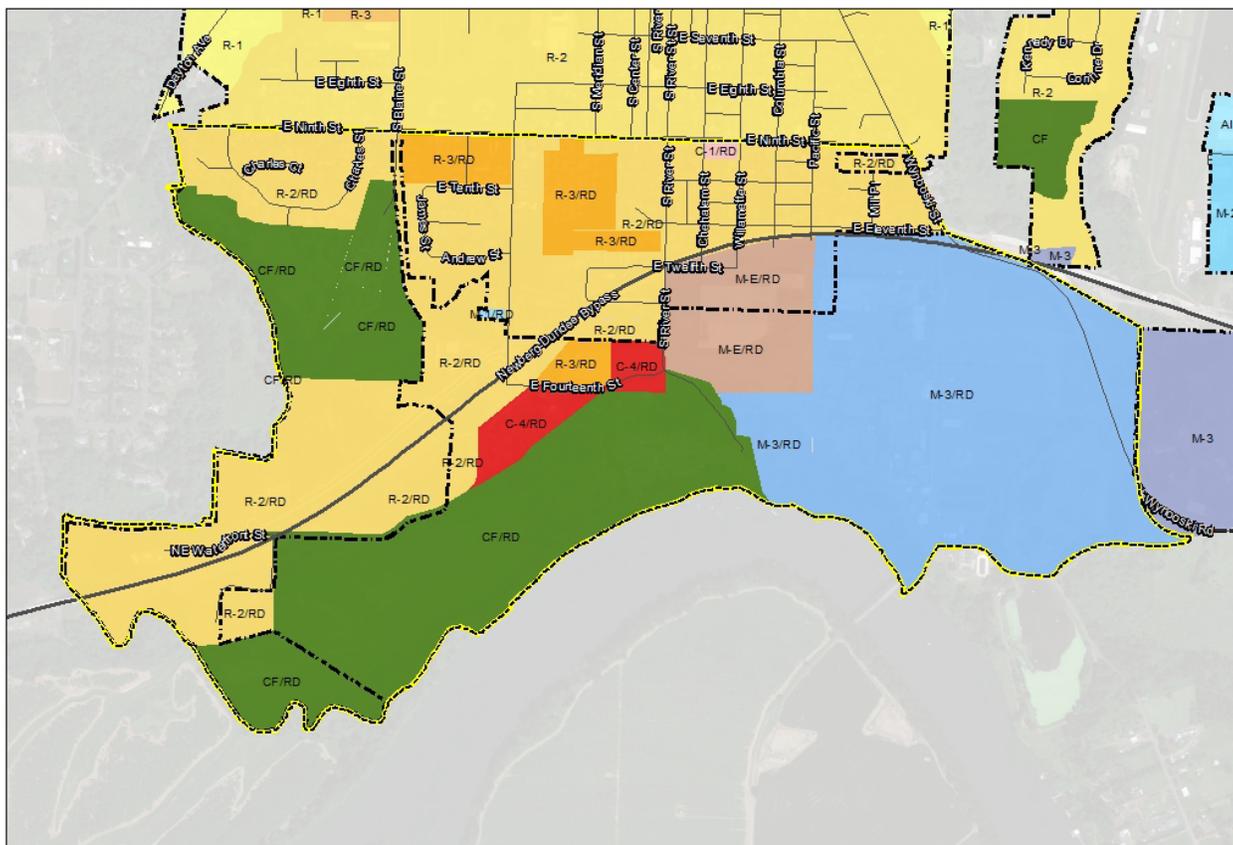
the City of Newberg, it would be given one or more industrial zoning designations. The most appropriate designation(s) will depend upon the specific uses and circumstances of the annexation.

Community Facilities Zone

The Community Facilities (CF) zone will allow for the continuation and improvement of park and recreation uses throughout the Willamette Riverfront. Ewing Young Park is also zoned CF.

Residential Zones

Residential land is zoned either R-2 Medium Density Residential or R-3 High Density Residential. Within the Riverfront Overlay District, specific design requirements apply, including orientation toward the esplanade and providing a pleasant pedestrian environment.



Legend

- Riverfront Overlay Zone Boundary
- City Limits



FIGURE 41. PROPOSED ZONING DESIGNATIONS

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 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.

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.

Explore Partnering with Baker Rock Property Owners

A public-private partnership with Baker Rock may help realize the City's vision for developing property at the terminus of S College Street and the envisioned pedestrian esplanade. There may be opportunities for the transfer of property adjacent to the Willamette River to the park district for parks, trails, and open space uses.

Riverfront Industrial Site

The Riverfront Industrial Site remains an important part of the Riverfront Area given its size and impact on access to the area, regardless of whether it remains an industrial operation or transitions to an alternative use in the future. In the coming years, we anticipate several associated projects and studies to take place in partnership with the site's owners. If or when the time comes that the owners of the Riverfront Industrial Site decide to transition the site to an alternative use, these studies will lay the foundation to transition some of the land to employment, lodging, commercial, and/or public open space uses. Some of the strategies for supporting the Riverfront Industrial Site include:

- Pursue Brownfields Grants from the EPA and/or other agencies.
- Maintain a strong working relationship with the Riverfront Industrial Site owners and pursue partnership opportunities.
- Identify alternative options for the industrial site's ponds. If industrial uses shrink in the future, the need for the wastewater treatment ponds may be reduced. Transitioning these ponds to tax-generating uses, stormwater facilities, and/or open space should be a long-term goal.
- Pursue development of property west of S River Street. The property at the terminus of S River Street is a key node for the Riverfront Master Plan. Its development as a mixed use node has many community benefits and should be pursued by the City in partnership with property owners.

Evaluate and Consider Implementing other Funding and 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. These tools include:

- Evaluate anti-displacement Measures for the Riverfront Area and nearby neighborhoods
- Multifamily Housing Tax Incentive Program (MHTIP)
- Opportunity Zones and Opportunity Funds
- Construction Excise Tax for Affordable Housing
- New Market Tax Credits
- EB-5 Program
- Other District-Infrastructure Funding Tools

INFRASTRUCTURE IMPROVEMENTS, PROJECTS, AND ACTIONS

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 Master 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 Park are two quick wins identified for the Newberg Riverfront. Improvements to Rogers Landing Park and development of the Underpass Park will likely have initial phases that are “quick wins”, followed by other phased improvements. Additional quick wins should be identified as the implementation strategy shifts to accommodate priorities and budgets.

- **Rogers Landing.** Within Rogers Landing, 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 Park and Recreation District and Yamhill County Parks 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 space beneath the Newberg-Dundee Bypass. Coordination with ODOT—who will need to approve the project—and CPRD are critical first steps to creating this community facility. Subsequent steps include community engagement, design and cost estimates, and construction. Temporary or short-term uses, such as farm stands, lawn games, and other active uses under the Bypass could drive attention to the area prior to the implementation of park infrastructure, either as part of a broader park planning process or simply to demonstrate public interest.

Transportation

Transportation projects include new multi-modal facilities, streetscape improvements, new roads and extensions to existing roads, and a trolley connecting to Downtown Newberg.

- **Esplanade and Overlooks.** The esplanade (walkways) and overlooks are likely to be a joint responsibility of Chehalem Park & Recreation District, the City of Newberg, and property owners. While the project should be seamless and continuous, there will likely be different implementing agencies (and different funding sources) for various 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 Blaine Street Extension – E Ninth Street to S College Street
 - Rodgers Landing Road Extension (Willamette River to UGB)
 - S College Street Improvements – E Ninth Street to E Fourteenth Street
 - S River Street Improvements – E First Street to Bypass
 - S River Street Improvements – Bypass to Rogers Landing Road
 - Wynooski Street Improvements – S River Street to Bypass
 - E Fourteenth Street Sidewalks – S College Street to S River Street
 - E Eleventh Street Sidewalks – S River Street to Wynooski Street
 - E Ninth Street Bike Boulevard – S Blaine Street to S River Street
 - E Eleventh Street Bike Boulevard – East of S River Street
 - E Ninth Street Extension – S Pacific Street to Wynooski Street
 - Rail Crossings – S College Street and S River Street
 - 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 current City standards, which may include sidewalks and ADA ramps, among other components.

- **Update the Transportation System Plan (TSP) to reflect needed changes.** Table 1 shows transportation improvements related to the Riverfront. The TSP must be amended to include those not currently assigned a project number. Some projects were identified in the Transportation Planning Rule (TPR) analysis. These include: Adopt alternate mobility targets in Newberg – the intersection of S River Street and OR 99W is expected to meet the new mobility targets.
 - Incorporate intersection control upgrade (traffic signal) at the intersection of S Blaine Street / OR 99W (E First Street) to support mobility need to/from the Riverfront Area into corridor improvements related to the Downtown Improvement Plan. Pending review by the state traffic engineer, this improvement would be identified in the TSP.
 - Incorporate intersection control upgrade (traffic signal) at the intersection of N Blaine Street / OR 99W (E Hancock Street) to support mobility need to/from the Riverfront Area into corridor improvements related to the Downtown Improvement Plan. Pending review by the state traffic engineer, this improvement would be identified in the TSP.

TABLE 1. TRANSPORTATION IMPROVEMENTS AND COST ESTIMATES

Description	TSP Project #	Functional Classification	Curb to Curb Width (Minimum)	Estimated Length (LF)	Estimated Cost per Linear Foot (\$/LF)	Estimated Project Cost
S Blaine St Extension - E Ninth St to S College St	E04	Major Collector	36	-	-	\$1,800,000
Rogers Landing Rd Extension - Willamette River to UGB	E06	Major Collector	36	-	-	\$1,400,000
S College St Improvements - E Ninth St to E Fourteenth St	-	Minor Collector (includes parking both sides)	40	2,000	\$1,463	\$2,925,000
S River St Improvements - E First St to Bypass	S22	Major Collector	36	-	-	\$3,200,000
S River St Improvements - Bypass to Rogers Landing Rd	-	Major Collector w/Parking on Both Sides	48	900	\$1,350	\$1,215,000
Wynooski St Improvements - S River St to Bypass	S37	Major Collector	36	-	-	\$4,400,000
E Ninth St Sidewalks - S Blaine St to S River St	P08	-	-	-	-	\$86,000
E Fourteenth St Sidewalks - S College St to S River St	P09	-	-	-	-	\$83,000
E Eleventh St Sidewalks - S River St to Wynooski	P12	-	-	-	-	\$78,000
E Ninth St Bike Boulevard - S Blaine St to S River Street	B05	-	-	-	-	\$118,000
E Eleventh St Bike Boulevard - E of S River Street	B05	-	-	-	-	\$120,000
N Blaine/E Hancock Signal*	-	Major Collector	36	-	-	\$900,000
N Blaine/E First Signal*	-	Major Collector	36	-	-	\$900,000
E Ninth St Connection - S Pacific St to Wynooski St	-	Local Residential Street	32	625	\$900	\$562,500
Mill Place Extension - E Ninth St (Connection) to S Terminus	-	Local Residential Street	32	200	\$900	\$180,000
Rail Crossing Improvements Crossing No. 40A-000.60 (S College St)	-	Minor Collector	40	-	-	\$450,000
Rail Crossing Improvements Crossing No. 40A-000.40 (S River St)	-	Major Collector	36	-	-	\$415,000
E Fourteenth Street - S College St to S River St (Sidewalks in TSP Project P09)	-	Local Residential Street	32	800	\$800	\$640,000
Waterfront Street - S College St to UGB	-	Local Residential Street	32	2,400	\$900	\$2,160,000
E Fourteenth Street Extension - S River St to NE Dog Ridge Rd	-	Local Commercial/ Industrial Street	34	3,200	\$956	\$3,060,000

Description	TSP Project #	Functional Classification	Curb to Curb Width (Minimum)	Estimated Length (LF)	Estimated Cost per Linear Foot (\$/LF)	Estimated Project Cost
E Industrial St (1) - E Fourteenth St Ext to Wynooski St	-	Local Commercial/Industrial Street	34	3,000	\$956	\$2,868,750
S Industrial St (2) - Bypass to E Fourteenth St Ext	-	Local Commercial/Industrial Street	34	1,400	\$956	\$1,338,750
S Industrial St (3) - E Industrial St (1) to E Fourteenth St Ext	-	Local Commercial/Industrial Street	34	1,500	\$956	\$1,434,375
						\$30,334,375
Projects in the City's 2016 Transportation System Plan						
Projects in the City's 2016 Transportation System Plan that are not in the RFMP Update						

Cost per linear foot assumptions: Includes approximately 45% allowance for administrative, engineering, and other project-related costs; no rock excavation; no dewatering; no property or easement acquisitions; no specialty construction included.

**This estimate does not include any mitigation to offset the reduced capacity of E First Street and E Hancock Street resulting from addition of the traffic signals*

While not required to address TPR, the following finding should be considered in future planning efforts related to the Riverfront Area.

- While the intersection of OR 219/NE Wynooski Road would meet mobility targets, it is a key gateway that provides access to the Riverfront Area. The traffic analysis indicates that the intersection would have high delay from the Wynooski Road approach. While the traffic forecasts do not meet the minimum minor street approach thresholds for traffic signal warrants, this location should continue to be monitored for future signalization or traffic control needs.

Parks, Trails, & Open Space

- **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 S River Street Gateway and the S College Street Gateway should be specifically identified in a Streetscape, Wayfinding, and Gateway Plan, which will identify the 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 the Chehalem Park & Recreation District and Yamhill 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. Efforts should also be made to coordinate with the Chehalem Park & Recreation District and the County on a regional trail network that provides additional connections to surrounding amenities.

TABLE 2. TRAIL COST ESTIMATES

Segment	Type	Length/ Width	\$/SF	Est. Cost
Ewing Young Park	Nature Trail	11,125, 6 ft	\$4.00	\$339,000
Hess Creek*	Nature Trail	9,425, 6 ft	\$4.00	\$226,200
Chehalem Creek	Nature Trail	14,570, 6 ft	\$5.50	\$480,810
River St to College St	Urban multi-use	1,350, 12 ft	\$6.00	\$97,200
Esplanade, west of S River St	Urban multi-use	1,520, 10 ft	\$10.00	\$152,000
Esplanade, south of mill	Urban multi-use	3,940, 10 ft	\$10.00	\$394,000
Rogers Landing Road	Urban multi-use	780, 12 ft	\$12.50	\$117,000

*Area located east of Wyooski Street. Trails proposed throughout the riparian area surrounding Hess Creek

Table 2 provides specific details relating to trail construction costs. Nature trails are generally bark chip, gravel, or earth surface, and urban multi-use trails are typically concrete or asphalt. An additional 25 percent is expected for right-of-way acquisition, engineering, permitting, and other costs, as well as a 30 percent contingency.

- **Rogers Landing Improvements.** While there are a few low-cost improvements that may be considered “quick wins,” most of the project components associated with Roger’s 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.
- **Improve the Waterline Bridge.** The Waterline Bridge provides a regionally significant opportunity to connect the Riverfront Area to Champoeg State Park. Options to add pedestrian and bicycle access to the bridge and subsequently across the river would considerably improve the regional network. Improvements would need to be preceded by an engineering study to assess the

structural integrity of the bridge. The City should also continue to coordinate with Chehalem Park & Recreation District (CPRD) and Yamhill County in order to leverage other efforts and funding sources if and when the opportunity arises.

Water, Sewer, & Stormwater

Existing utilities within the project area include wastewater, stormwater, potable water, and private utilities (electricity, natural gas, and telecommunications). Much of the Riverfront Area is relatively underdeveloped, so existing utilities are limited in extent and size. Improvements to the water, sewer, and stormwater infrastructure will be necessary in order to support the plan, as described below.

Water System - Existing

The existing water system is owned and operated by the City of Newberg. The study area 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 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 Riverfront Industrial Site 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 Riverfront Industrial Site, are also served by water main extensions from the distribution system north of the Bypass.

The City of Newberg has a re-use water system, which is currently confined to the City’s Wastewater Treatment Plant and nearby golf course for part of the year. The Riverfront Industrial Site property has water rights to water from the Willamette River, and this privately-owned non-potable water was used in the past for mill operations.

TABLE 3. WATER IMPROVEMENTS AND COST ESTIMATES

Description	Size/Length	\$/LF	Est. Cost
Water Main	8-inch, 8,200 ft	\$290	\$2,372,490

Water System - Recommended Improvements

Recommended improvements to the existing potable water system are illustrated in Figure 42 and summarized below. It should be noted that the developer of the Riverfront Industrial Site has the capability of using the existing non-potable water system infrastructure, and water rights.

- **Extend a Water Distribution Main West from the Transmission Main.** 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.
- **Extend a Water Main from S College Street.** 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
- **Improve the Water Distribution Network North of the Bypass.** The existing mains are relatively small and will likely not provide sufficient fire flow for future connections as the area south of the Bypass develops. 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.

Wastewater System - Existing

Existing wastewater infrastructure within the Riverfront Area is mostly 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.

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 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 Riverfront Industrial 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 shown in Figure 43. 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 (projects C4.b and C3.b in the Wastewater Master Plan). 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 wastewater improvements are described for the eastern portion of the study area.

Wastewater System - Recommended Improvements

- **Improve the Wastewater System.** The planning area currently lacks a complete wastewater system and will require extensive sewer infrastructure improvements to serve new development. Approximately six gravity mains, one force main, and a Riverfront Lift Station are recommended.

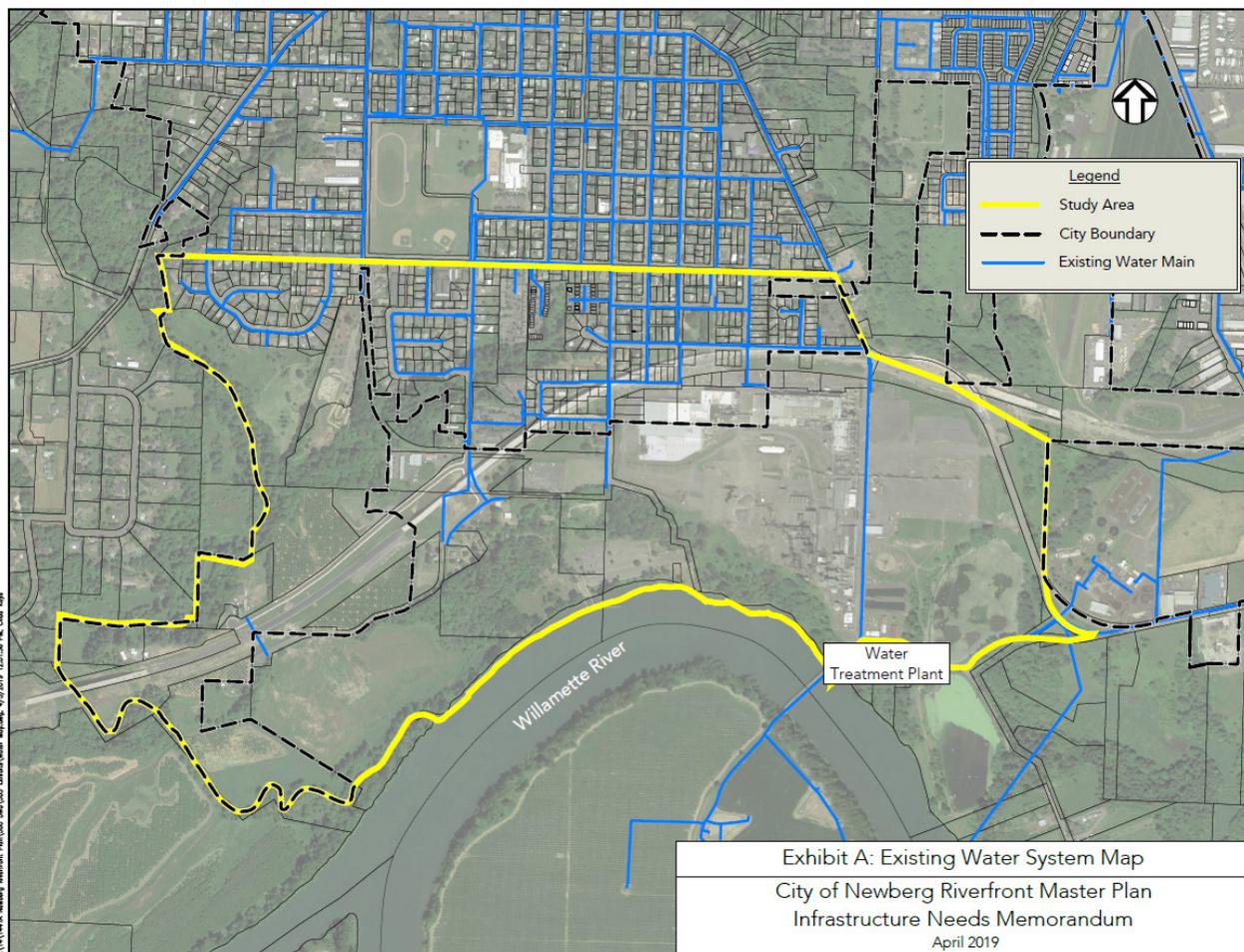


FIGURE 42. RECOMMENDED WATER SYSTEM IMPROVEMENTS

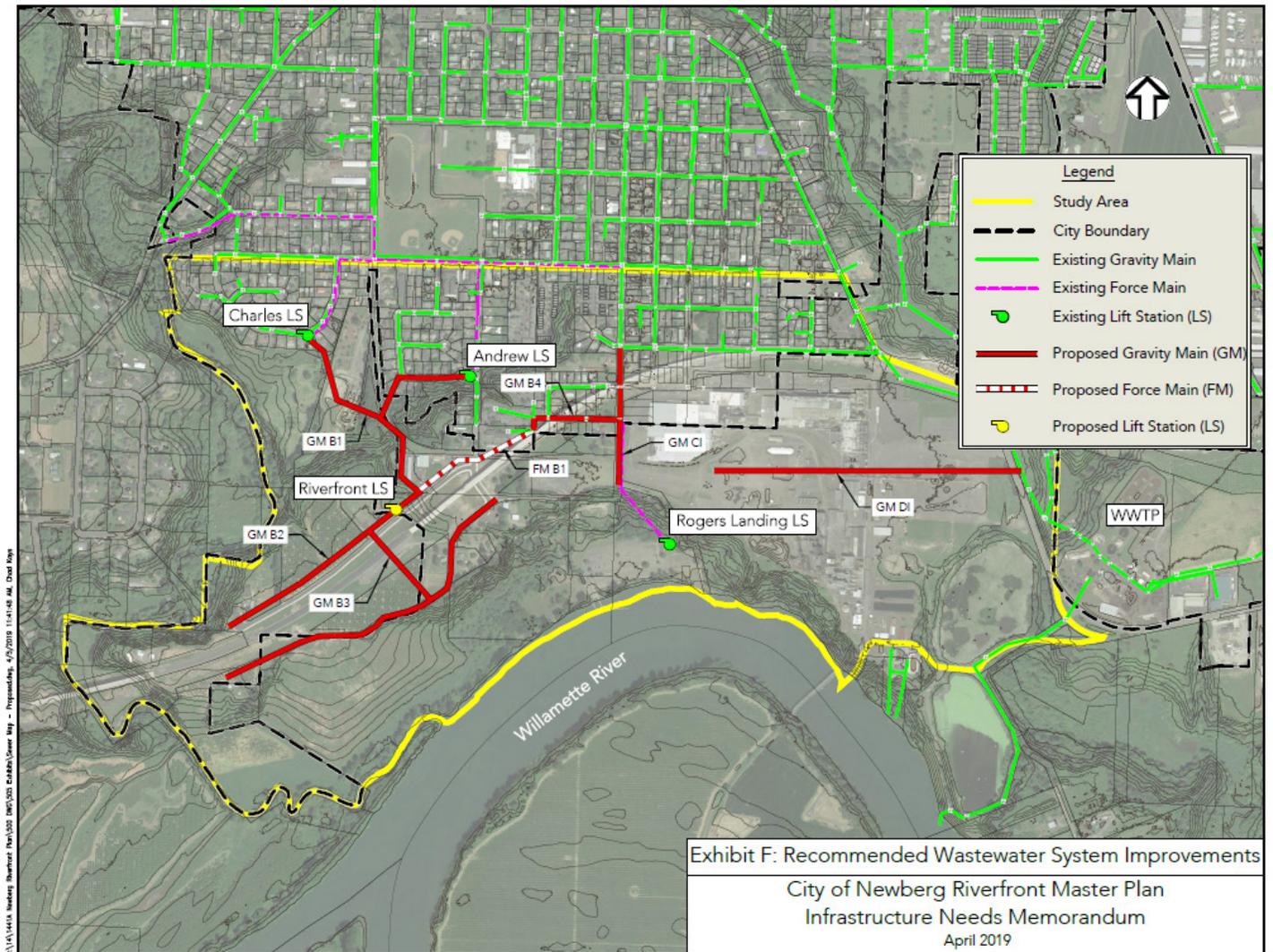


FIGURE 43. RECOMMENDED WASTEWATER SYSTEM IMPROVEMENTS

TABLE 4. WASTEWATER IMPROVEMENTS AND COST ESTIMATES

Description	Sub-basin Served	Size/Length	(\$/LF)	Est. Cost
Riverfront Lift Station	B	950 gpm	-	\$770,000
Force Main B1	B	8-in, 1000 ft	-	\$119,000
Gravity Main B1	B	8-in, 2600 ft	\$320	\$832,000
Gravity Main B2	B	8-in, 1600 ft	\$320	\$512,000
Gravity Main B3	B	8-in, 3400 ft	\$320	\$1,088,000
Gravity Main B4	A, B, C, D	18-in, 1300 ft	-	\$505,000
Gravity Main C1	C	8-in, 500 ft	\$320	\$160,000
Gravity Main D1	D	10-in, 2400 ft	\$350	\$840,000

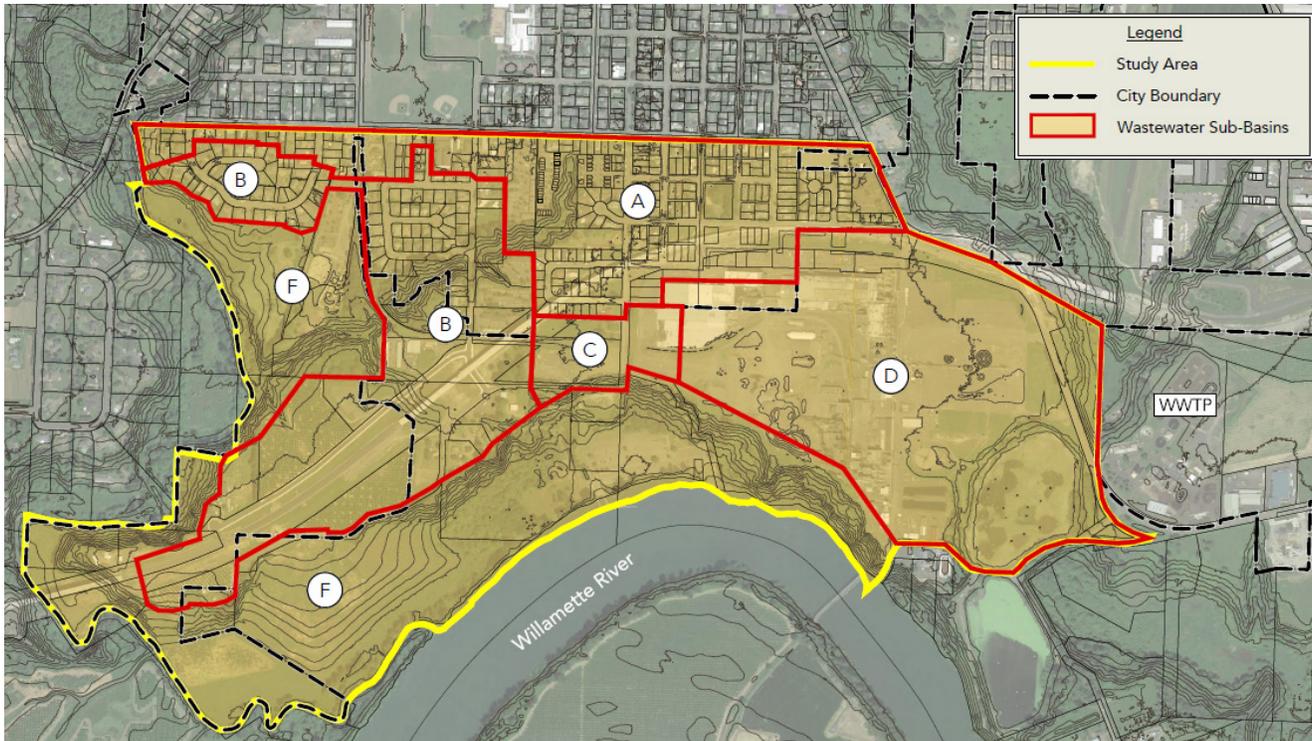


FIGURE 44. WASTEWATER SUB-BASINS

Stormwater System - Existing

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 wastewater outfall from the former wastewater treatment plant.

Stormwater System - Recommended Improvements

- **Improve the Stormwater System.** 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. Significant stormwater mitigation measures can often deter prospective developers from the area if they are prohibitively expensive, particularly for small- to medium-sized development projects. Therefore, larger stormwater infrastructure projects, such as regional stormwater solutions, should be a city-led initiative. Ultimately, however, solutions should largely be opportunistic with development and phased in a way that supports continued, incremental growth in the area. Cost estimates for stormwater mains are provided below (Table 5).
- **Study the Potential Repurposing of the Existing Riverfront Industrial Site Lagoons as a Regional Stormwater Facility.** 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. The existing lagoons provide an opportunity for stormwater management. However, any use of these ponds 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.

TABLE 5. STORMWATER IMPROVEMENTS AND COST ESTIMATES

Description	Sub-basin	Size/Length	\$/LF	Est. Cost
Stormwater Mains	A, B, C, D	12-18-in, 12,000 ft	\$420	\$5,040,000



CONCLUSION

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 a manifestation 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 Master Plan is intended to evolve accordingly, serving as the framework for further refinement according to changing circumstances and the wishes of the community.

