

Newberg Riverfront Master Plan



Adopted
City of Newberg: Ordinance No. 2002-2564
Yamhill County: Ordinance No. 714

Prepared for:
City of Newberg

Prepared by:
CDA Consulting Group
Green Works, PC
KPFF Consulting Engineers
Fishman Environmental Services



Acknowledgments

The Riverfront Master Plan project was funded in part through a generous grant to the City of Newberg from the Department of Land Conservation and Development.

This project is the culmination of several years of work on the part of the City of Newberg and its citizens. The Riverfront Master Plan would not have been possible without the participation of citizens of Newberg and Yamhill County.

Generous financial support for the Riverfront Master Plan was also provided by the SP Newsprint company. This support greatly enhanced both the quality and scope of the planning effort, to a degree that would have otherwise not been possible. Additional administrative support was provided by Baker Rock Resources. These two public spirited companies volunteered to help make the riverfront project a reality.

The Riverfront Master Plan is a result of the commitment of the City of Newberg staff to the project, especially the project leadership team:

- Duane Cole, City Manager
- Mike Soderquist, Community Development Director
- Barton Brierley, City Planner
- David Beam, Economic Development Coordinator / Planner

The project also benefitted from the technical expertise and participation of:

- Yamhill County Planning Department
- Yamhill County Parks & Recreation Department
- Yamhill County Park Board
- Chehalem Park and Recreation District

The cooperation and coordination of City and County governing bodies led to the success of the Riverfront Master Plan:

- Newberg Urban Area Management Commission
- Newberg Planning Commission
- Yamhill County Planning Commission
- Newberg City Council
- Yamhill County Board of Commissioners

Newberg Riverfront Master Plan

Final Report

Table of Contents

Introduction	1
<i>Project Background</i>	1
<i>Project Boundaries</i>	1
<i>Project Ownership</i>	3
<i>Project Context</i>	5
<i>Visual Survey of Project Area</i>	7
<i>Project Area History</i>	10
Existing Conditions	17
<i>Existing Plans</i>	17
City of Newberg Comprehensive Plan	
Yamhill County Comprehensive Plan	
Chehalem Future Focus	
Chehalem Park and Recreation District Plan	
Yamhill County Zoning	
City of Newberg Zoning	
Newberg City Council Goals	
Newberg Downtown Visioning	
<i>Existing Land Use</i>	23
<i>Existing Infrastructure</i>	25
Storm Drainage and Waterways	
Sanitary Sewer	
Water	
Transportation	
<i>Natural Resources</i>	34
Fish Issues	
Vegetation	
ESA Issues	
Preliminary Management Recommendations	
<i>Open Space</i>	38
Parks	
Trails and Connections	
Nearby Recreational and Parks Facilities	

Regulatory Framework	41
<i>Statewide Planning Goals</i>	41
Goal 5	
Goal 15	
<i>Endangered Species Act</i>	43
<i>Other Applicable Regulations</i>	44
Developing Alternatives	45
<i>Initial Riverfront Options</i>	45
Option 1	
Option 2	
Option 3	
Option 4	
<i>Public Input on the Four Options</i>	46
<i>Creating the Draft Riverfront Master Plan</i>	53
<i>Public Input on the Draft Plan and Design Features</i>	56
<i>Economic Feasibility</i>	62
ECONorthwest Review	
The Riverfront Master Plan and the Economic Findings	
Riverfront Master Plan	66
<i>Overview of the Riverfront Master Plan</i>	66
<i>Utilities</i>	72
<i>Circulation and Transportation</i>	76
<i>Newberg Comprehensive Plan</i>	83
Comprehensive Plan Map	
Comprehensive Plan Goals and Policies	
<i>Newberg Development Code</i>	90
Riverfront Commercial District	
Riverfront Overlay	
<i>Yamhill County Comprehensive Plan</i>	114
Additional Recommendations	116
<i>General Recommendations on the Southern Bypass</i>	116
<i>Recommendations on the Endangered Species Act</i>	116
<i>Transportation and Circulation</i>	118
<i>Other Recommendations</i>	119

List of Figures

- Figure 1: Study Area Vicinity
- Figure 2: Study Area Parcel Ownership Map
- Figure 3: Twalaty Band Territory
- Figure 4: Indian Trail Map
- Figure 5: Yamhill County Zoning
- Figure 6: City of Newberg Stream Corridor Overlay Zone
- Figure 7: Existing Land Uses
- Figure 8: Storm Drainage
- Figure 9: Water & Sewer Lines
- Figure 10: Transportation System Plan Designations
- Figure 11: Suspected Wetland Areas
- Figure 12: Option 1
- Figure 13: Option 2
- Figure 14: Option 3
- Figure 15: Option 4
- Figure 16: Regional Settings Map
- Figure 17: Options Matrix
- Figure 18: Draft Riverfront Master Plan
- Figure 19: Riverfront Master Plan
- Figure 20: Birdseye View Of the Riverfront
- Figure 21: Utility Plan
- Figure 22: Circulation Plan
- Figure 23: City of Newberg and Yamhill County Comprehensive Plan Map Amendments
- Figure 24: Proposed City of Newberg Zoning

Appendices

- Appendix A: Notes from Introductory Work Session - January 31, 2001
- Appendix B: Public Meeting Summaries - April 18, 2001 & May 15, 2001
- Appendix C: Preliminary Wynooski Bridge Review

Introduction

Project Background

Like many other cities in Oregon and throughout the United States, Newberg has traditionally used its riverfront for industrial purposes. A typical development pattern in American cities has been to locate industrial uses on riverfronts, which offered easy access to transportation, a convenient supply of water, and the potential to generate power. The Newberg riverfront has been zoned for industrial purposes for more than 20 years, and has been and still is the home for industrial and other heavy development. Although there have been discussions over the years about other potential uses for the riverfront, at the time the zoning designation was made, it reflected the primary and historic land uses in the area.

For years, the riverfront was the location of the Newberg Landfill. The site was shut down in 1984 and remains closed to the public. The riverfront also contained Newberg's wastewater treatment plant, which closed in the 1980's following the construction of a new treatment plant at another location. The old plant was subsequently razed. The SP Newsprint (formerly Smurfit) paper processing plant abuts Newberg's southern edge on the riverfront and still operates on a site that once served as a sawmill. SP is a major employer in Newberg, and has recently invested in significant upgrades. In addition, the company provided the Rogers Landing boat ramp site to Yamhill County on a long-term lease. Within and nearby the project area, there is a mix of other uses, such as older residential areas, filbert orchards, an apartment complex, and vacant land.

Over the past few years, the community has been publicly questioning whether the use of the Willamette waterfront should be reconsidered. This follows trends throughout the country. Within the past two decades, a number of cities have been reconsidering the use of their waterfronts. Because of the community's interest, the City of Newberg sought funding to assist in the development of a master plan for the area that takes into consideration natural resources, economic, recreation, transportation, planning, land use, and urban design issues. The City was successful in obtaining grant funding from the Department of Land Conservation and Development (DLCD) for the project. Because the DLCD grant could not provide enough funds to accomplish the scope of work the City originally planned for this project, additional funding was sought. Two private companies stepped up to assist the City: SP Newsprint agreed to provide additional funds, and Baker Rock Resources agreed to provide in-kind contributions.

Project Boundaries

Figure 1 depicts the Riverfront Master Plan Study Area in relation to Newberg's downtown. The study area includes the land within the Newberg Urban Growth Boundary (UGB), from Rogers Landing on the east to the UGB limits on the west generally paralleling Chehalem Creek. Total acreage within the project area is approximately 200 acres.

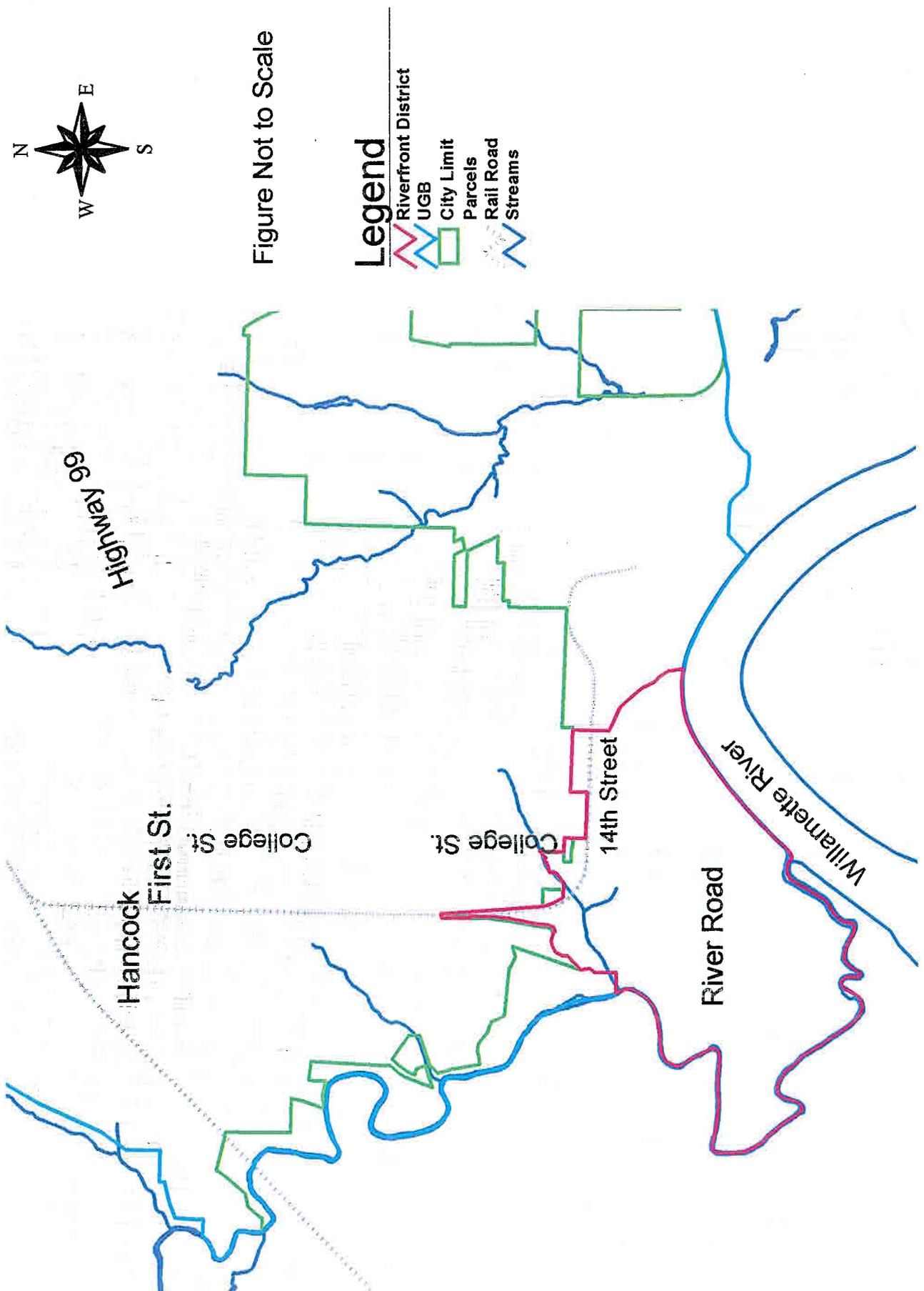


Figure Not to Scale

Legend

-  Riverfront District
-  UGB
-  City Limit
-  Parcels
-  Rail Road
-  Streams

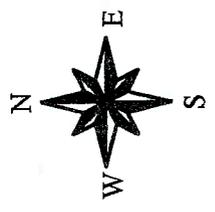


Figure 1: Study Area Vicinity



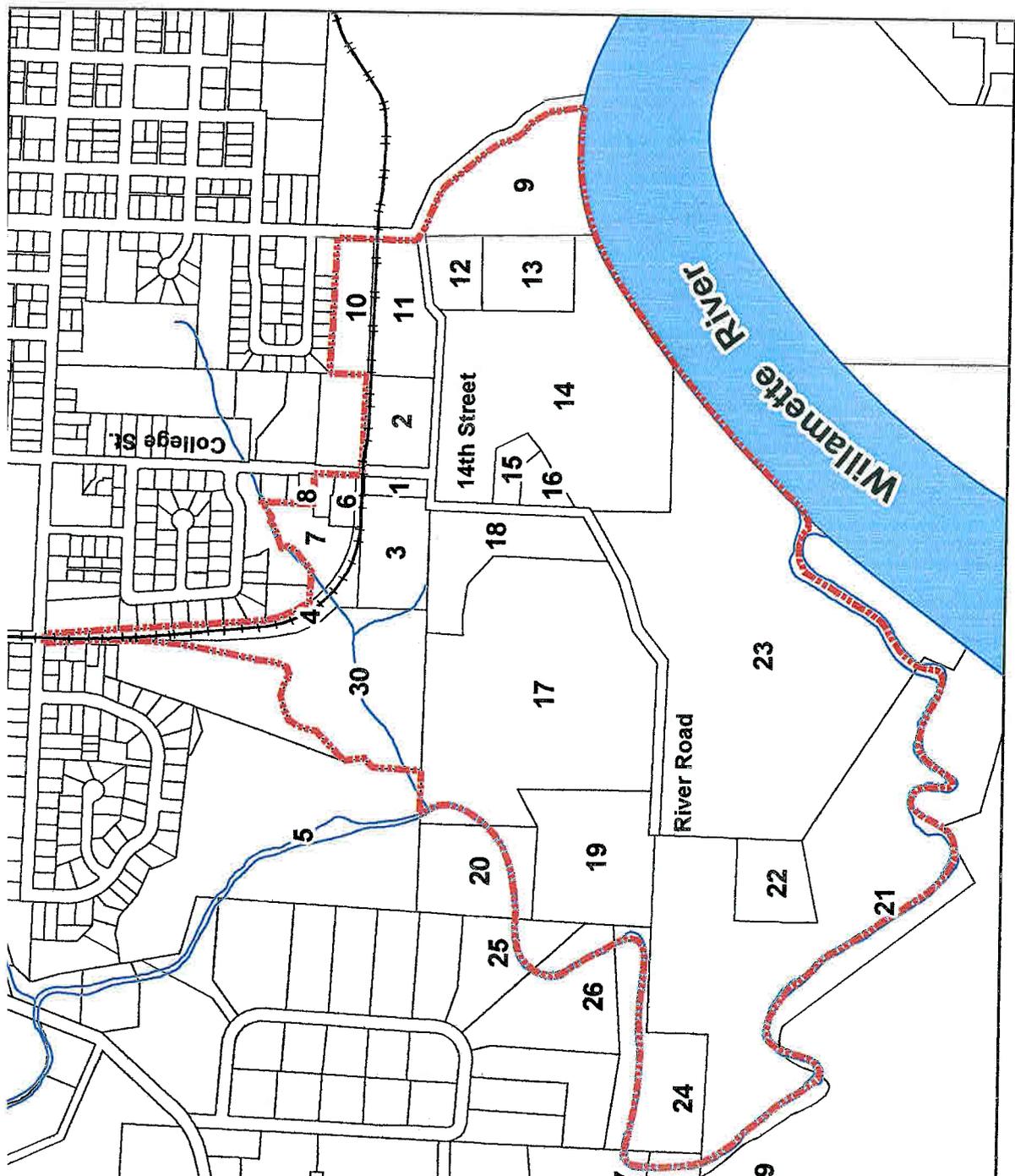
Property Ownership

Figure 2 shows the parcels within the study area. In Figure 2, the parcels that are partially or wholly included in the project area boundary (except parcel Map ID # 5) have been numbered for easy reference. Much of the land within the project area is contained within larger tracts, with relatively few property owners. There is a total of 17 property owners in the study area.

Ownership information is contained in Table 1 below, and is keyed to the identification number given on the map in Figure 2. These parcel numbers were assigned to facilitate discussion for the sake of this planning effort and are not the same as the parcel numbers assigned by the Yamhill County Tax Assessor.

Table 1. Parcel Ownership Inside or Partially Inside the Project Area*

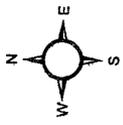
Map ID #	Owner	Acreage	Zoning	Comp. Plan Designation
1	Carl E. Allen	0.58	AF-10	IND
2	Southeast Paper Manufacturing Co.	2.85	AF-10	IND
3	David L. & Judy E. Richards	3.48	HI	IND
4	Southeast Paper Manufacturing Co.	4.40	AF-10	IND
5	Chehalem Park & Recreation District	23.82	AF-10	P
6	Joyce Hutchison	0.65	AF-10	IND
7	Southeast Paper Manufacturing Co.	2.22	AF-10	MDR
8	George B. & Janice K. Engle	0.32	M1 (CITY)	IND
9	Southeast Paper Manufacturing Co.	9.00	AF-20	IND (FUTURE PARK)
10	Yvette Saarinen	2.39	AF-10	IND
11	Southeast Paper Manufacturing Co.	3.95	AF-10	IND
12	Newberg, City of	2.00	PWS	IND
13	Newberg, City of	3.45	PWS	IND
14	Hardrock Enterprises LLC	20.18	HI	IND
15	Earl L. & Nancy Stonebrink	1.00	VLDR-5	IND
16	Christine Y. & Arthur L. Holmgren	1.00	VLDR-5	IND
17	Kenneth I. & Mildred A. Weatherly	28.00	VLDR-5	IND
18	Patrick K. & Stephanie A. Wright	5.20	VLDR-5	IND
19	Steven A. & Denise M. Wozniak	7.77	VLDR-5	IND
20	Chehalem Park & Recreation District	5.31	VLDR-5	IND
21	Larry M & Lois A. Christenson	32.00	VLDR-5	IND
22	Larison G. Lockhart	2.96	VLDR-5	IND
23	Yamhill County	40.15	PWS	IND
24	Lawrence M. & Lois A. Christenson	4.50	VLDR-5	IND
25	John J. and Margaret A. Hoopes	3.91	VLDR-2.5	IND
26	Calvin J. and Rebecca N. Mariani	6.38	VLDR-2.5	IND
27	Robert D. & Jo L. Engelke	1.89	VLDR-2.5	IND
28	First Northwest Development Co.	2.16	VLDR-2.5	IND
29	R.B. Pamplin Jr.	100.00	AF-10	IND
30	Chehalem Park & Recreation District	11.4	AF-10	IND



Legend

- Parcels
- Riverfront District
- Streams
- Railroad

Refer to Tables
1 & 2 for Parcel
Ownership Data



Map created by Jan Wolf 10/02
c:\gis_plantfigure7.mxd

Figure 2: Study Area Parcel Ownership Map

Property boundaries represented on this map are approximate only, based on assessor records. They do not constitute a property survey. This map is to be used for preliminary and general purposes. It is not intended to be complete and accurate for any other purposes. The map and associated data are subject to change without notice.

Yamhill County owns the largest amounts of land inside the project area, with a total of 40.15 acres, all in a single parcel. There are four other property owners with major holdings within the project area. For the purposes of this project, major property owners are considered to be those who have a total of 20 acres or more inside or partially inside the project area. Major property owners are shown in Table 2.

The remaining acreage is contained in parcels ranging from 0.58 acres in size to 7.77 acres, with no two parcels under the same ownership. These parcels are zoned either VLDR-5 or AF-10 and are all in low intensity uses such as a single family home on a large lot or small farms.

Table 2. Owners of 20 acres or more inside or partially inside the study area

Owner	Total Acreage	Map ID #s	Zoning	Use
Yamhill County	40.15	23	PWS	Landfill
Lawrence & Lois Christenson	36.5	21, 24	VLDR-5	Hazelnut Farm
Kenneth & Mildred Weatherly	28	17	VLDR-5	Hazelnut Farm
Southeast Paper Manufacturing	22.42	2, 4, 7, 9, 11	AF-10, AF-20	Mostly open space & Rogers Landing
Hardrock Enterprises, LLC	20.18	14	HI	Rock storage

Project Context

The Riverfront Master Plan project area is south of the city limits of the City of Newberg but inside the city’s urban growth boundary. There is little connection between the River and the city, physically or visually. There are only a few streets that provide access to the riverfront area, and none of these provides a strong connection between the river and downtown, other commercial areas, or neighborhoods. The only point of public access to the Willamette in the study area or even in the vicinity of the study area is Rogers Landing. This public access point is highly auto-oriented. Prior to construction at Rogers Landing, a minor trail for pedestrians was located on the lower bank above the parking lot. However, the master plan for the improvement of Rogers Landing does include the construction of a pathway for pedestrians and cyclists that is separated from the street. Fourteenth Street is the closest public street to the river, and is lined with trees and other vegetation. This vegetation is important to the stability of the steep slopes adjacent to the river, but at the same time acts as a screen which helps to increase the visual and resultant psychological disconnect between the City and the river.

industrial purposes, most of the land along the Willamette to the east and west of Newberg is either farm land or rural residential. From the project area toward Champoeg State Park to the east, most of the land is used for farming, but from Champoeg State Park to Wilsonville there is a section of rural estate homes fronting the Willamette. This area has many equestrian facilities and quite a few of the homes face or abut the river. Moving west along the river to Dundee, most of the land near the river is still being used for agricultural purposes.

The most prominent way that the Newberg riverfront area connects to the surrounding communities is through the river itself. There are no roads or trails directly linking the waterfront to the surrounding areas, so the waterway itself serves as the main connector. This is a sometimes tenuous connection since most of the surrounding communities have developed in a pattern that, like Newberg, has resulted in the towns turning their backs to the river. While not physically linked by trails or roads along the riverfront, many of the surrounding communities are becoming increasingly aware of their connection to each other through the river due to water quality issues and the increasing public awareness of issues relating to fish and wildlife habitat.

The physical presence of the river in this area also serves to connect Newberg and the surrounding communities through shared history. This entire area was once known as the French Prairie and was a major node for the fur trade before statehood. In fact, the settlement that used to be on the current site of Champoeg State Park was the birthplace of Oregon's government. In 1843, settlers met at Champoeg to form Oregon's first provisional government, which later evolved into the Territorial and then the State government of Oregon. The Champoeg historical site and other parks along the Willamette provide a series of open spaces and public connections to the river, but there are no trails or pathways connecting Newberg to these open spaces or to its upstream and downstream neighbors.

Heading upriver from Newberg, the next public access point to the river is in Dayton. There are few connections to the river west of Newberg and little in the way of existing park or trail facilities with which the Newberg riverfront could be connected.

Visual Survey of Project Area



College Street, looking south toward Edwards Elementary School



The College Street right-of-way does not continue across school grounds.



Looking west on 14th Street from the entrance to Rogers Landing. The river is to the left.

College Street

College Street is a main north – south connection in Newberg, and could provide a major connection between downtown Newberg and the riverfront. As the top photograph shows, this street is residential in nature and is interrupted by the grounds of Edwards Elementary School. There is no obvious visual or physical connection to the river at this point along College Street.

The middle photograph shows the point where the College Street right-of-way stops at 6th street, at the school grounds. Although College Street continues at Eighth Street, on the other side of the school grounds, there is currently no physical or visual connection through the property. Even without the continuation of the College Street Right-of-way, a visual connection could enhance user awareness of the proximity to the river.

14th Street at Rogers Landing

The photo at the bottom of the page shows Fourteenth Street at the intersection with River Street and the access road to Rogers Landing. Fourteenth Street roughly parallels the Willamette between College and River Streets. It is paved, but has no curb, sidewalk, or gutter. The river side of the street is heavily wooded, as shown at the left side of the photograph. It is difficult to view the river from this street due to the presence of heavy vegetation and the lack of facilities for pedestrian or other non-motorized traffic. On the right side of the photo is a vacant parcel.

The only access point to Rogers Landing is the driveway entrance shown in this photo. Rogers Landing serves as the main point of public access to the Willamette for the Newberg area and is a popular spot for water-based recreation during the summer.



Currently vacant parcel owned by SP Newsprint —
Located at corner of River and Fourteenth Streets

The top photo is another view taken from the corner of Fourteenth Street and the entrance to Rogers Landing, and it depicts the vacant lot that was shown on the right side of the previous photo. The lot is owned by SP Newsprint, and there are lower density residential uses behind it. Most of the land in the riverfront project area is in very low density uses. There are quite a few pieces of empty land as well as single family homes on large lots and agricultural uses such as orchards.



View from 14th Street down to river — Rogers
Landing is under construction

The middle photograph shows the Rogers Landing site as viewed from the intersection of the Rogers Landing entrance and Fourteenth Street. The heavy vegetation hinders visibility of the river and the boat ramp site. Rogers Landing is under reconstruction in this photo.

Fourteenth at the College St. Intersection

The bottom photograph on this page shows the weigh station near the northern boundary of the Baker Rock site at intersection of College Street and Fourteenth. This station is on private property and access to it is controlled through the use of a gate with barbed wire on top. The weigh station is located at the main access to the Baker Rock site.



Weigh station at the entrance to the Baker Rock prop-
erty — Located at the intersection of 14th and College

There is no screening between the weigh station and the public right of way.



View into landfill site from River Road



Another view into the landfill site from River Road.



Methane vents on landfill site

River Road at the Former Landfill Site

The photos to the left show the former Yamhill County landfill site viewed from River Road. As these photos show, there is much less vegetation along River Road than along 14th Street. While the river itself is not visible due to the slope, the opposite bank of the river is visible in all three photos. The site continues at approximately the same elevation as the road for a number of feet and then drops steeply to the River. This creates a ledge that is deep enough to block the view of the River from River Road.

The landfill is not open to the public and is under a DEQ closure permit. Due to the closure permit regulations, it is unlikely that any uses will be permitted on this site in the near future. In the ten to twenty year horizon, the landfill site may be able to be developed for a park or other use.

A chain link fence blocks access to the site from River Road. There is no visual connection to the river and no signage or other amenity alerting users of the proximity of the Willamette to River Road.

The landfill site appears to be planted with grass and is well maintained. Although there are invasive species present throughout the study area, the site has not been allowed to be overgrown with invasive species.

Project Area History

The project area and the surrounding region are historically and culturally significant.

Prior to Oregon's statehood, Indian tribes and bands lived throughout the Willamette Valley, including within the riverfront project area. The Kalapuyas were the main Indians in the Willamette Valley. A number of individual bands of Kalapuya were located throughout the Willamette Valley, from south of the Oregon City falls all the way down to the Umpqua. The Twalaty band of the Kalapuyas resided in the vicinity of the project area. The map depicted in Figure 3 shows the territory of the Twalaty band, and the reservation for the Twalaty determined through an 1851 treaty. By the time the treaty was signed, the Willamette Valley Indian population was very small.

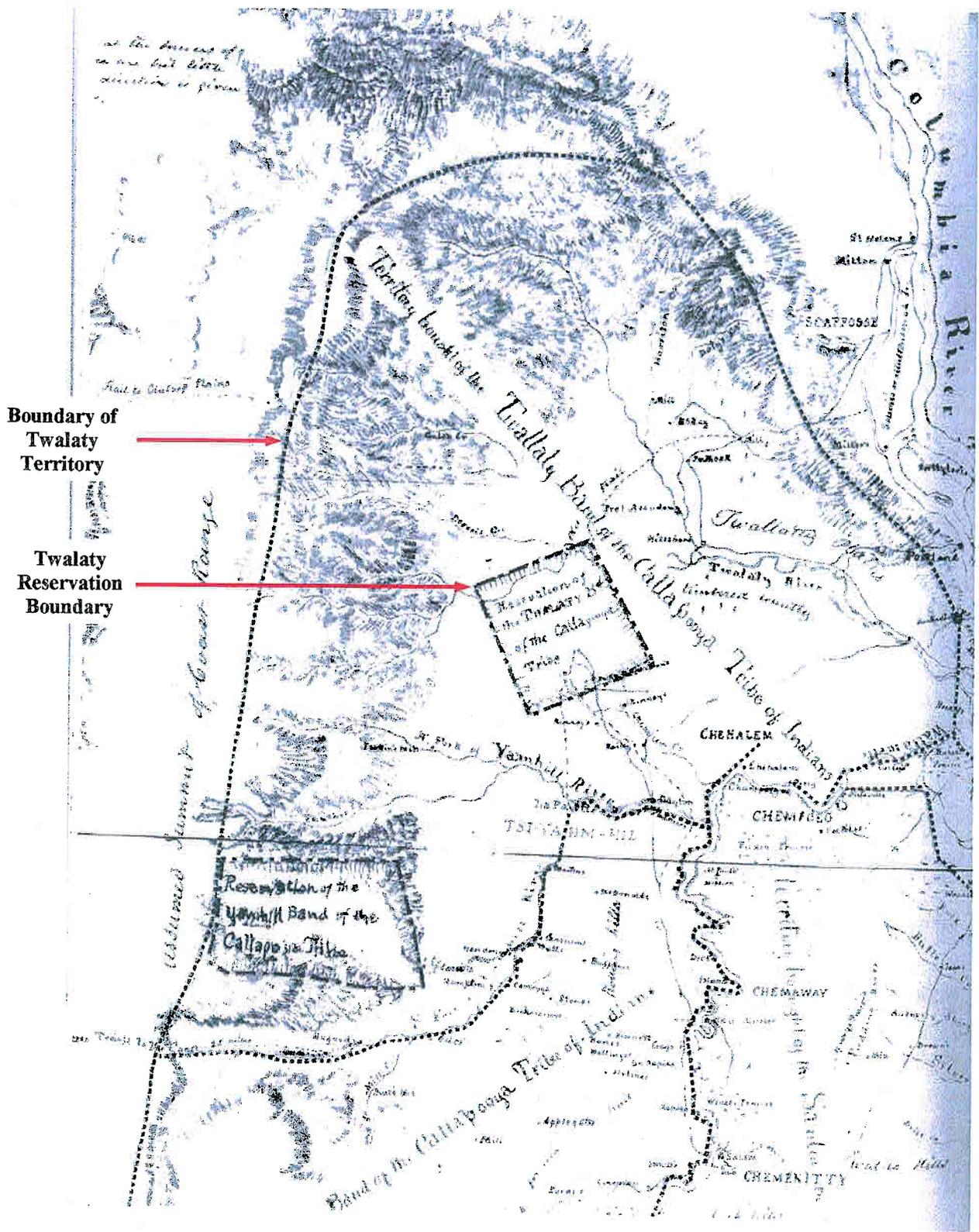
Not much is known about the Kalapuyas because they rapidly declined in population after the settlers arrived. They were hunters and gatherers, and were semi-nomadic, living on the prairies in the summers and on the forest edges in the winters. They hunted deer, some elk and bear, beaver, rabbit, squirrel, and wood rat. The bulk of the Kalapuya diet consisted of plants, roots, seeds, nuts, and berries that were gathered. Camas and wapato were major dietary staples. The French Prairie was known for its thick growth of camas, and many bands came to gather camas in the summer. They maintained the prairies by burning them. The Kalapuyas had the reputation of drying and preserving camas better than any other Pacific Northwest tribes. They were also said to be excellent shots with bows, which were usually made of white cedar.

There was a major Kalapuya settlement located generally across the river from Champoeg, to the east of the project area. There was an old Indian trail that passed generally through the current location of Newberg, looped near the project, and probably passed very close to this settlement. Figure 4 depicts the trail, which later became a fur-trading route.

Although Lewis and Clark only went as far up the Willamette as the falls at Oregon City, Hudson's Bay Company fur traders came into the French Prairie area very early on. They had an establishment at Champoeg, and used the prairies around Champoeg and around the base of Parrett Mountain to pasture horses for the southern fur brigades, which would leave from the Newberg area starting in the 1820's. There was also a mission on the French Prairie, and the missionaries were some of the earliest white settlers. A number of the fur traders stayed in the area to farm, and additional settlers came beginning in the 1830's to take land claims.

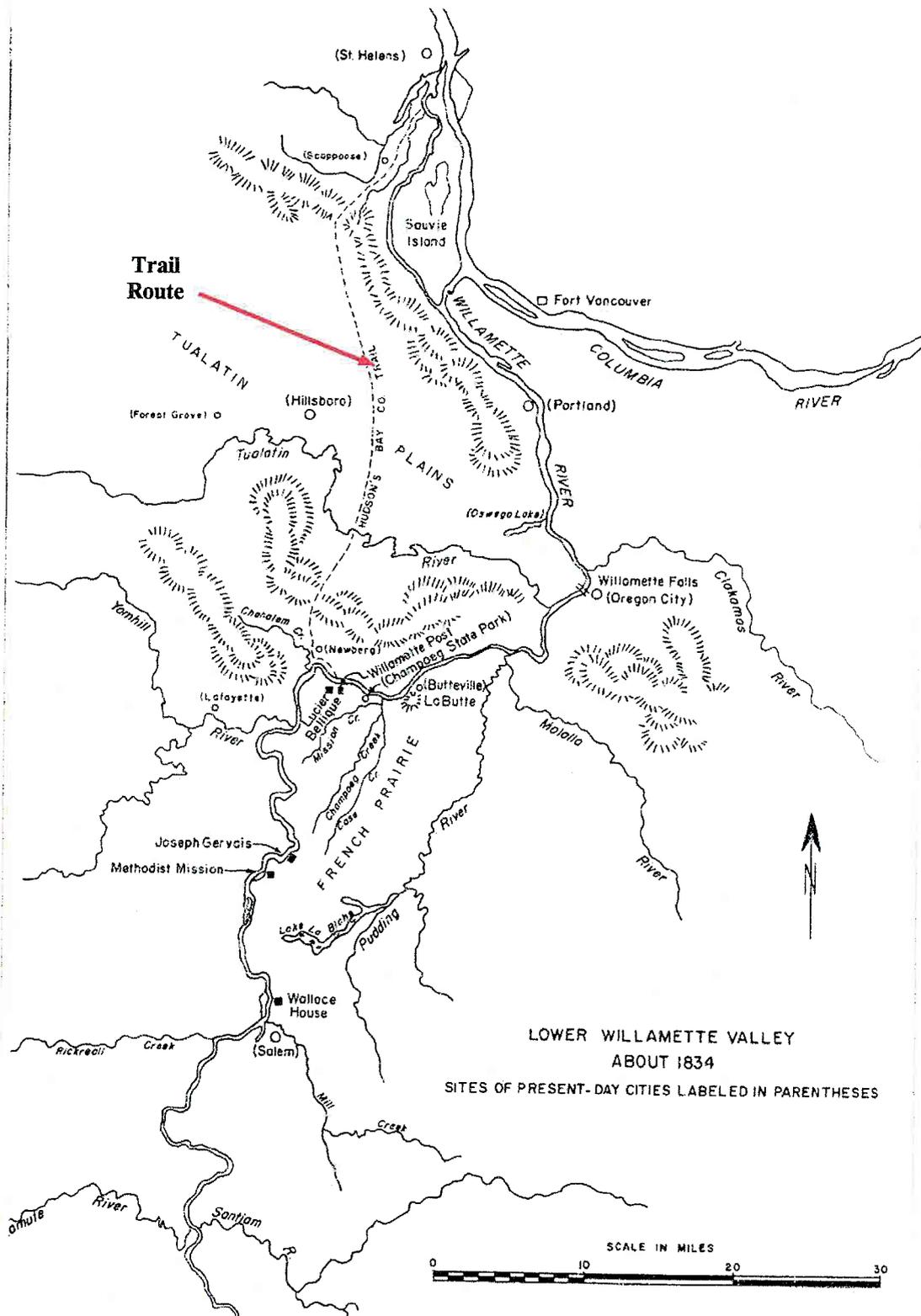
Ewing Young, for whom the park is named, came to the Newberg area in 1834. With several others, he went to California in 1837 and drove 600 head of cattle to Oregon, breaking the control that the Hudson's Bay Company had on supplies in the Oregon Territory. In 1838, Young built the first sawmill in Oregon, located on Chehalem Creek about a mile up from the mouth. Young's landing on the Willamette was likely near the future location of J.B. Rogers landing, and was in the vicinity of current Rogers Landing Park and Boat Ramp.

The provisional government for Oregon Territory was established in 1841 at Champoeg. The formation of the government was spurred by the death of Ewing Young and the need to settle his estate. Shortly after the provisional government was established, a fur trader named Michael



Map taken from *The Kalapuyans*, Harold Mackey

Figure 3: Twalaty Band Territory



Map from *Champoeg, Place of Transition*, J. A. Hussey

Figure 4: Indian Trail Map

moved back to French Prairie in 1846. Shortly afterward, Joseph B. Rogers acquired the claim. Another former fur trader named Baptiste DeGuire had a claim that included the site of Ewing Young's sawmill, and part of DeGuire's claim became part of David Ramsey's in 1847.

After acquiring the Placide claim, Joseph B. Rogers founded the town of Chehalem in 1848 on the north side of the Willamette, likely in the vicinity of Rogers Landing Park today. Among several other enterprises, he ran a ferry across the Willamette from Rogers landing. In addition, his family operated a trading post, and records show that a shoemaker and a blacksmith resided in "Chehalem" for at least a short time. A *Newberg Graphic* article from 1939 on the history of Newberg indicated that there "was a general store at Rogers' Landing which started in 1855. It ran a few years and then after a period of vacancy reopened again in 1870."



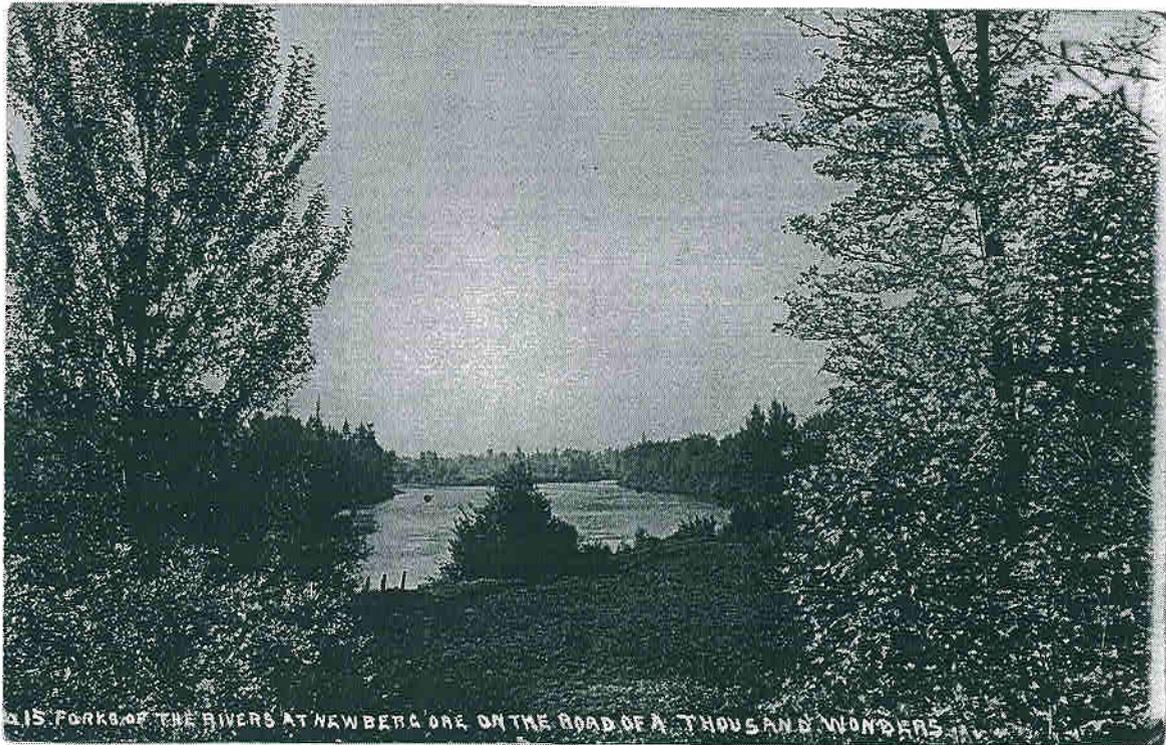
David Ramsey and Andrew Hagey arrived in 1847 and took out claims west and southwest of J. B. Rogers. By 1850, Ramsey and Rogers were partners in a sawmill on Chehalem Creek. Many of the claim boundaries for the claims around Newberg shifted around with some frequency, but both the Rogers and Ramsey claims stayed pretty much the same since Rogers and Ramsey first staked them.

Photo courtesy of Yamhill County Historical Society

Ramsey's Mill. Ewing Young Park is at this location today.

In the 1930's, C.J. Edwards, the son of Jesse Edwards, wrote an article for the *Graphic* recounting his memories of Newberg in 1880, when his family first came to town. According to his recollection, David Ramsey had a substantial pioneer residence near his mill, with a barn and orchards. The old Rogers house stood somewhere near the old Spaulding paper mill, which is still standing on the SP Newsprint site. The Hageys owned a claim closer to town, and their home was at the location of the Hoover house. From the Hagey house down to the river, everything was scrub oak and fir except for the Rogers house. Edwards also noted that at the bottom of the hill below where the SP Newsprint is now located, freight was unloaded from boats for the community. This was probably the site of today's Rogers Landing Boat Ramp and Park, which before that was Rogers' landing, and before that, Ewing Young's landing.

In his article, Edwards also recalled that people at that time traveled mainly by river. According to him, if Chehalem Valley residents wanted to go to Portland, they would get an early morning boat in Dayton and get into Portland in late afternoon. By horse and wagon, it would take a day to get to Portland and a day to get home.



View up the Willamette toward Ash Island

Photo courtesy of Yamhill County Historical Society

The view above is taken from what is likely the current site of SP Newsprint, looking upstream toward Ash Island. This is likely how the river looked at the time that Edwards first came to the Newberg area, in the 1880's. The river served as an early transportation corridor. Sternwheelers connected the cities on the Willamette with each other, and with Portland. However, as Edwards' reminiscences show, these boats did not stop in Newberg. People residing in the vicinity of Newberg had to travel to catch one of the regularly scheduled boats. In addition, a number of ferries crossed the Willamette, and provided the main connections across the river prior to the construction of bridges.

Gearin's Ferry, shown in the picture to the right, illustrates early ferry service and what it looked like. The photo also shows a closer view of how the riverbanks looked shortly after pioneer settlement in the Willamette Valley.



Photo courtesy of Yamhill County Historical Society

View of a ferry across the Willamette.

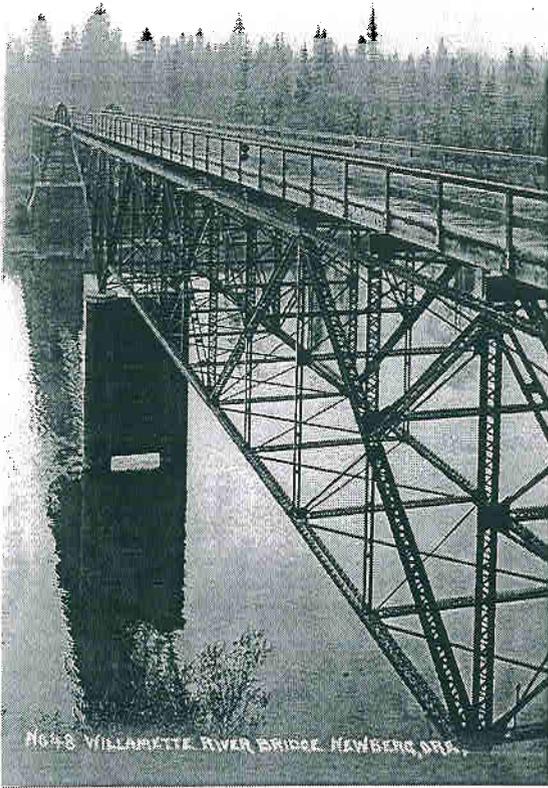


Photo courtesy of Yamhill County Historical Society

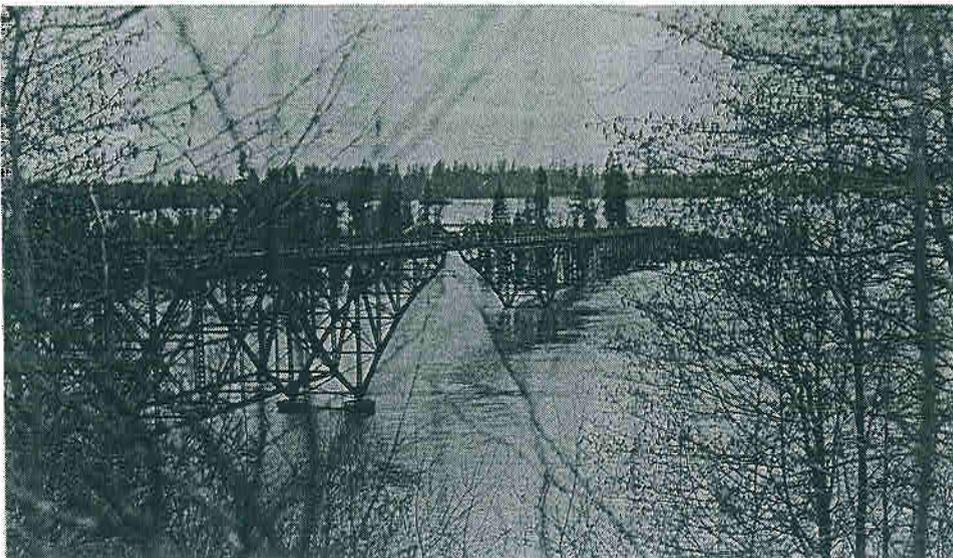
A bridge was constructed across the Willamette around 1915. This bridge, depicted in the picture to left, was part of the old St. Paul Highway. The old highway road passed through what is now SP Newsprint, crossed the Willamette via the bridge, and came out on the French Prairie. A new highway bridge was built downstream, and the St. Paul Highway was moved. The road to the bridge through the SP Newsprint site was vacated, but the bridge was left in place.

This bridge is still standing, but it is used for a different purpose. In the 1980's, the decking was removed and the City's water transmission lines were run across the bridge from the wellfields on the French Prairie to the water treatment plant.

Another interesting piece of transportation history is the interurban line that connected Newberg with Portland and other points throughout the Willamette Valley. Beginning in 1914, the "Red Electric" interurban railway provided a connection between Newberg and Portland. The "Red Electric"

provided efficient service and a convenient connection to Portland until 1929, when service was stopped. The ride to Portland took about an hour, a similar length as an automobile trip today.

The Willamette River has been subject to periodic flooding, and there have been several very large historic floods. Although there are controls on the river today, flooding continues to be a



concern. The photo to the left shows the river at a very high flood stage, with water almost completely covering the bridge abutments and spilling out onto the French Prairie almost as far as the eye can see.

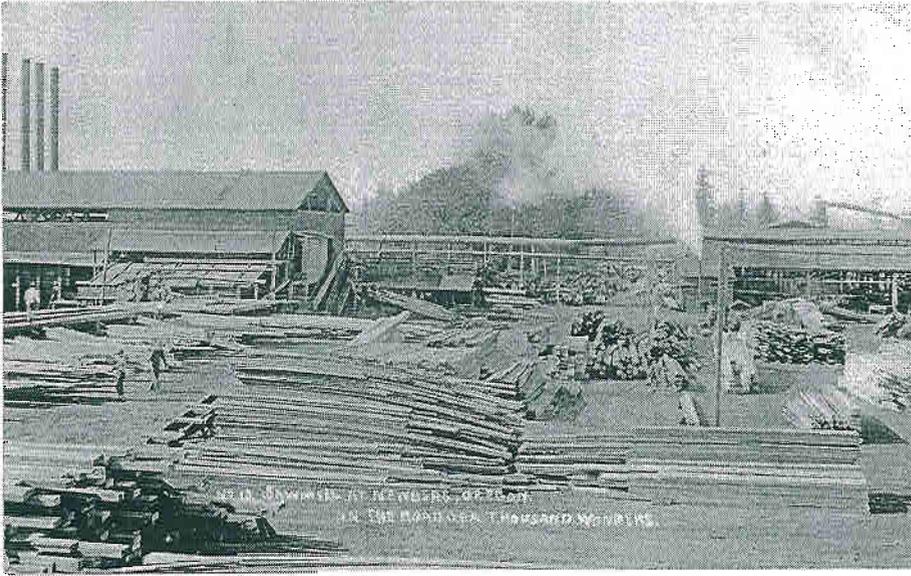
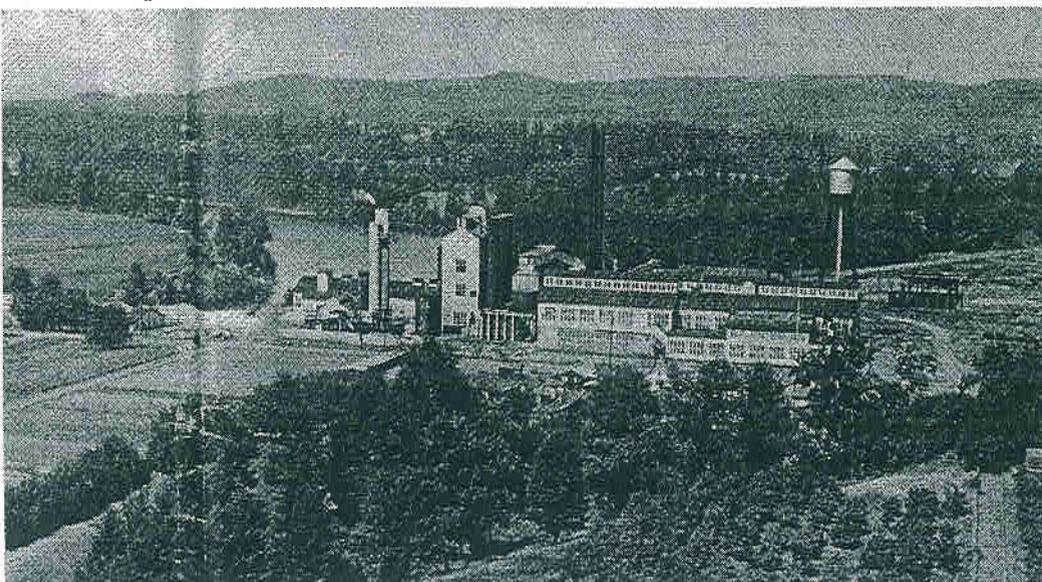


Photo courtesy of Yamhill County Historical Society

Another fascinating piece of Newberg's history is the story of the SP Newsprint site. As mentioned previously, the SP site was formerly part of the Joseph B. Rogers claim. In 1894, Charles K. Spaulding established the Charles K. Spaulding Logging Company in Newberg. He reorganized the business in 1904, when Henry Pittock and

others invested in the company. With the reorganization, he built a large sawmill on the current site of SP Newsprint. Business was successful, and Spaulding bought and rebuilt another plant in Salem in 1905. By the late 1920's, company holdings included 32,000 acres with 27,000 acres of standing timber, mostly Douglas fir. In addition to logging its own holdings, the company also purchased large quantities of logs. At their mills, all grades of lumber were manufactured, but Spaulding specialized in sashes and doors, and was the largest maker outside Portland. The company had two large door and sash plants in McMinnville and Salem, in addition to the factory in Newberg. The Newberg factory was devoted to making door and window frames, most of which were shipped to eastern markets. The firm had a large store in Portland for the sale of building materials and supplies, and sold both wholesale and retail. The photo above shows Spaulding's sawmill.

In 1927, Spaulding organized the Spaulding Pulp & Paper Company and built a 50 ton sulphite



mill at Newberg that was extremely efficient for the time. Portions of this mill are still standing and in use at the SP Newsprint site. The photo at the left depicts this paper mill, sited just below the head in the

Existing Conditions

EXISTING PLANS

A number of existing plans address the Riverfront Master Plan study area, and most of these plans have complementary visions for the area. The plans that have the most bearing on the riverfront planning effort are the City of Newberg Comprehensive Plan, the Yamhill County Comprehensive Plan, Chehalem Future Focus, the Chehalem Park and Recreation District's plan, and the Oregon Department of Transportation's Willamette River Greenway Plan. The provisions for the riverfront made in each of these plans will be discussed below.

City of Newberg Comprehensive Plan

While the project area is almost completely outside of the city limits, it is inside the City's urban growth boundary, and therefore considered to be part of the City's urbanizing area. Under the City's Comprehensive Plan, the majority of the project area is designated IND (Industrial). A small portion of the project area at the northernmost project boundary is designated MDR (Medium Density Residential). While the site that currently houses Rogers Landing is designated IND in the City's Comprehensive Plan, it is also designated as the site of a future park.

The Comprehensive Plan also contains the designation "Riverfront," but no land has been assigned this designation as yet. The Riverfront designation allows all types of residences, except manufactured dwellings, but only allows commercial uses if they can demonstrate a need to locate near the river. Open space and recreational uses are also encouraged.

The City's Comprehensive Plan has two main policy areas that apply to the riverfront area. The first is the "Open Space and Natural Resources Policy" and the second is the "Willamette River Greenway Policy." Under the "Open Space and Natural Resources Policy," the City states that floodplains and natural drainageways should be preserved with a largely open character. The policy also states that stormwater capacity, drainage, and habitat should be maintained and disturbances that might cause erosion should be minimized. Specific mention is made of the desire to have pedestrian and/or bicycle paths in open space areas. The "Willamette River Greenway Policy" adopts ODOT's Willamette River Greenway Plan by reference and then develops several specific goals for the City's riverfront. The policy focuses on keeping the riverfront open and encouraging development in uses that are river-oriented. Light recreational use is stressed as well as open space. In a potentially contradictory statement, this policy also seeks to encourage residential and commercial development while preserving the natural character of the Greenway.

The Yamhill County Comprehensive Plan

The Yamhill County Comprehensive plan also presents goals and objectives that relate to water resources. The County's policy restricts uses in the floodplain to "those which are open and undeveloped." A riparian area is established as the area within 100 feet measured horizontally

riparian areas must be reviewed so as to mitigate or prevent damage to riparian vegetation. The County's policy also supports open space, especially when the provision of such can mesh with goals for providing recreation and sport fishing opportunities.

The Park and Recreation portion of the County's comprehensive plan states that there is a lack of water-based recreational opportunities in the County. The plan indicates that the County is very willing to work with cities to increase recreational opportunities that the public supports. The section of the County's plan dedicated to the Willamette River Greenway also incorporates the ODOT greenway plan by reference. Little mention is made of policies that are specific to the County outside of the adoption of a Willamette River Greenway boundary for zoning and to comply with the provisions of Statewide Planning Goal 15.

Chehalem Future Focus

Chehalem Future Focus is a community vision statement developed by several Chehalem Valley jurisdictions, including the City of Newberg. Chehalem Future Focus has portions pertaining to the riverfront planning area. This vision identifies the riverfront as a focus of economic and recreational activity that is linked to the core areas of the participating cities. The vision also includes a greenway system to protect and conserve natural areas with pedestrian and bicycle paths along the streams and rivers. It also includes the vision of a linkage between Champoeg Park and the valley.

The vision statement was updated in 1994 to include a new aspiration for a community where active lifestyles are encouraged by community design. This update indicated that a pathway committee had been developed to work on pedestrian linkages and that plans were underway to extend a pathway over the Willamette to Champoeg Park.

Chehalem Park and Recreation District Plan

Two points in the Chehalem Park and Recreation District Plan are salient to the discussion of future uses for the riverfront area in Newberg. The first is a policy of the Chehalem Park and Recreation District (CPRD) to correlate the siting and development of parks with the roadway system. It is the belief of CPRD that the automobile is the exclusive means of transportation within the District's boundaries, and that parks should be located to allow maximum access by automobile. The second point is that the CPRD plan calls for the construction of 5 miles of trails and camping areas between 1998 and 2010. The plan states that these trails will be developed along the greenways in incorporated areas and will be looped to the extent possible in order to connect existing parks, incorporated areas, and open spaces.

Yamhill County Zoning

The riverfront project area is subject to Yamhill County zoning with the exception of one 0.32 acre parcel zoned for low density multi-family residential under the Newberg Development Code (NDC). This parcel is shown as property number 8 in Figure 2. The County zoning and the City's Comprehensive Plan designations for the parcels in the project are listed in Table 1.

Figure 5 shows the Yamhill County zoning in the project study area. In addition to the

as the Official Willamette River Greenway Boundary adopted by the State of Oregon. The County's overlay protects the land and water and provides for the review of any intensification of use or development of properties within the Greenway, as required by State regulations. Any change of use or intensification of use within the Greenway overlay district other than farming, maintenance, conservation, and restoration activities requires a Greenway permit from Yamhill County.

To receive a Yamhill County Greenway permit, a variety of provisions must be met. Among these provisions are the following:

- Natural vegetative fringe along the river shall be maintained;
- Recreational needs shall be satisfied by public and private means in a manner consistent with the carrying capacity of the land and with minimum conflict with farm uses;
- Any development shall be located away from the river to the greatest possible degree with a minimum building setback line of 50 feet from the ordinary high water line of the Willamette River except for structures in conjunction with a water-dependent use;
- Significant fish and wildlife habitats as well as natural and scenic areas shall be maintained; and
- Flood plains and wetlands are to be preserved in their natural state to the maximum possible extent.

City of Newberg Zoning

As the properties within the project area are urbanized and annexed into the City of Newberg, their zoning will change from Yamhill County zoning to City of Newberg zoning. While the future zoning of the project area will correlate to Comprehensive Plan designations, specific zoning designations can only be speculated upon at this time. However, it is clear that portions of the project area will be subject to the City's Stream Corridor Overlay Zone. The Stream Corridor Overlay zone applies to all of the identified stream corridors and Willamette River frontage within city limits. The overlay zone boundary is delineated on the City of Newberg Zoning map and is indicated with the symbol 'SC'. When the Stream Corridor Overlay was developed, the entire UGB was included in the project. Therefore, the Stream Corridor Overlay has been identified within the project area, and is shown in Figure 6. The boundary is typically located at a logical top of bank, or where no obvious top of bank exists, it is located at a distance of fifty (50) feet from the edge of the wetland.

Almost all ground-disturbing activity is subject to the provisions of the stream corridor overlay, with some specific exceptions spelled out in the Code (NDC 10.44.140). Within this overlay zone, existing single family dwellings may be expanded, but must not come closer to the stream

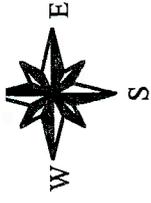
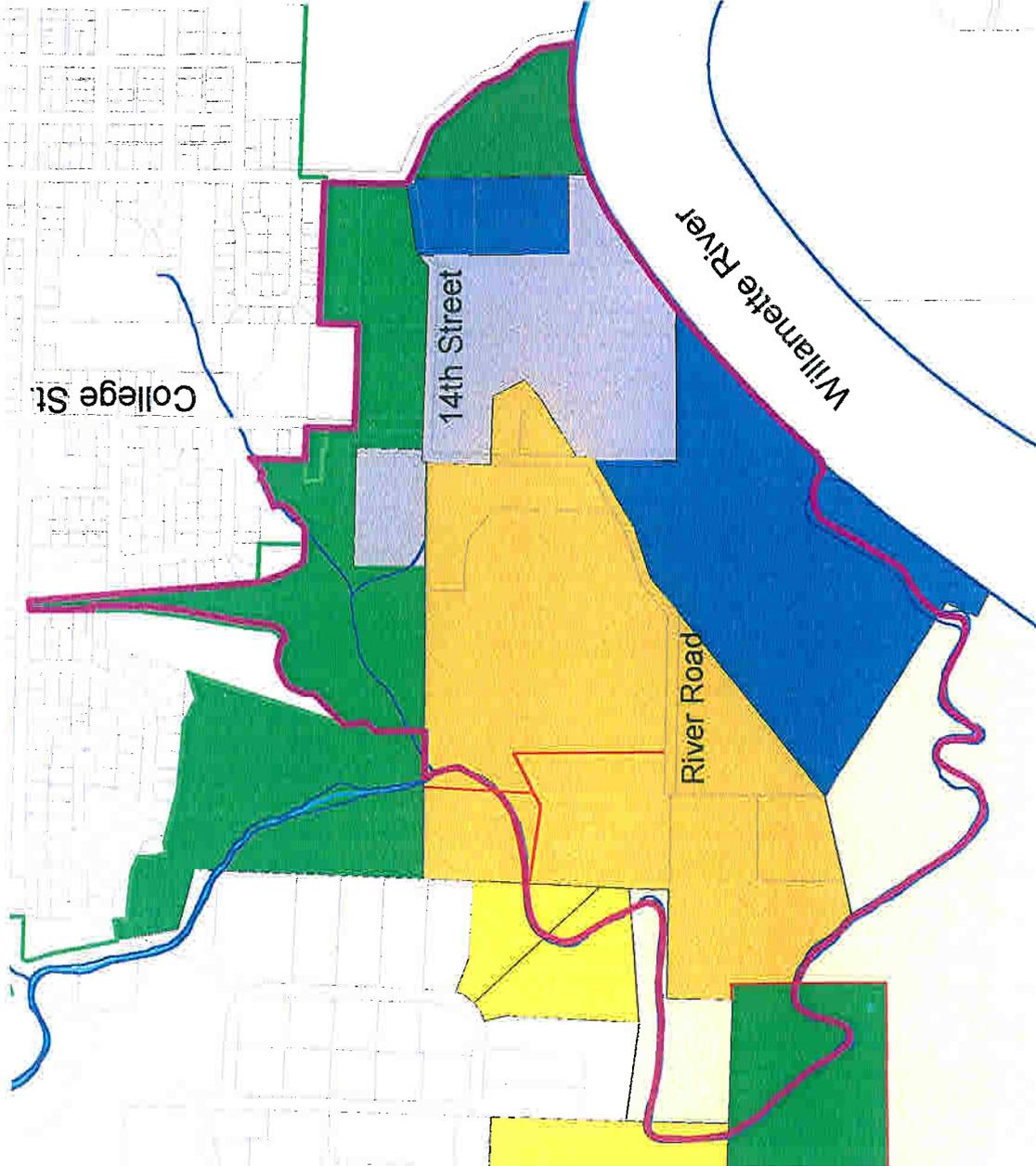
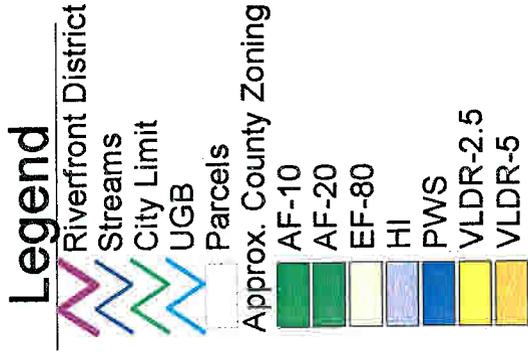


Figure Not to Scale



The red lines delineating zone and/or tax lot boundaries are approximations only and should not be considered an accurate representation of the size or shape of these zones and/or lots.

Figure 5. Yamhill County Zoning



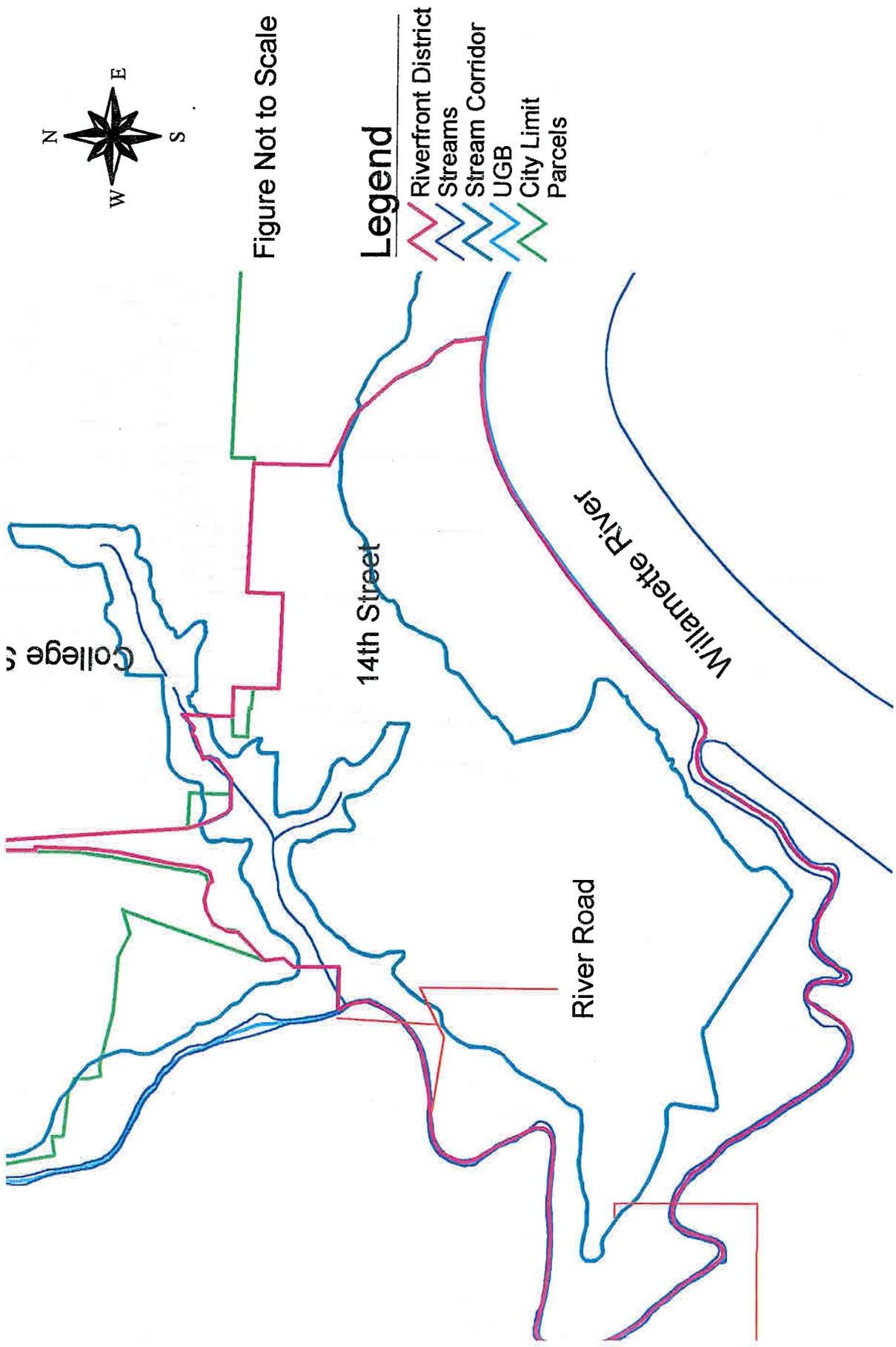


Figure Not to Scale

Legend

-  Riverfront District
-  Streams
-  Stream Corridor
-  UGB
-  City Limit
-  Parcels

Figure 6. City of Newberg Stream Corridor Overlay Zone



and may not cover more than 1,000 additional square feet than what was covered on the lot on December 4th, 1996. New single family dwellings are only allowed within the overlay zone on constrained lots. These structures may not cover more than 1,500 square feet. The transfer of development rights is allowed for residential lands in this zone. To employ transferred development rights, the development must be out of the overlay zone but still on the same site. In addition, the minimum lot size may not be reduced by more than 20 percent and the maximum dwelling unit per building area must not increase by more than 20 percent.

Existing nonresidential structures may be expanded inside this zone as long as they do not come closer to the stream or wetland and do not increase coverage by more than 1,500 square feet. No trees that are 6" in diameter at breast height or larger may be removed from this zone unless specifically exempted.

The boundary of the stream corridor may be changed up to 15% one time and one time only per parcel.

Newberg City Council Goals

The Newberg City Council holds an annual goal-setting retreat. During the retreat for 2001, the Council developed a draft vision statement for the City. Part of that vision statement addressed the riverfront:

The Willamette River has been reclaimed and is now an integral part of the community. A riverfront park has been developed that connects Newberg with Dundee and other parts of the region. The City, County, and State have been involved in creating a beautiful park that is the community gathering place. It is "the spot" for the region to gather and helps to support the sense of community and the rejuvenated downtown.

Newberg Downtown Visioning

The Newberg Downtown Association sponsored a Downtown Future Fair in March 2001 to plan for the future of downtown Newberg. This included two well-attended community workshops, which led to the development of a vision for downtown Newberg in the year 2020. Part of this vision includes a connection to the waterfront:

Newberg has successfully linked its beautifully redeveloped downtown neighborhood to the riverfront. The wide meandering walk and bikeway offer a healthy way to exercise and enjoy both of these diverse areas of the city. Folks from within our city and visitors alike take pride in the charming, restored vintage trolley that also connects the downtown and the riverfront neighborhood. The trolley, named "The Red Electric" after the electric railway system of the early 1900s, is a popular attraction to these unique areas.

EXISTING LAND USE

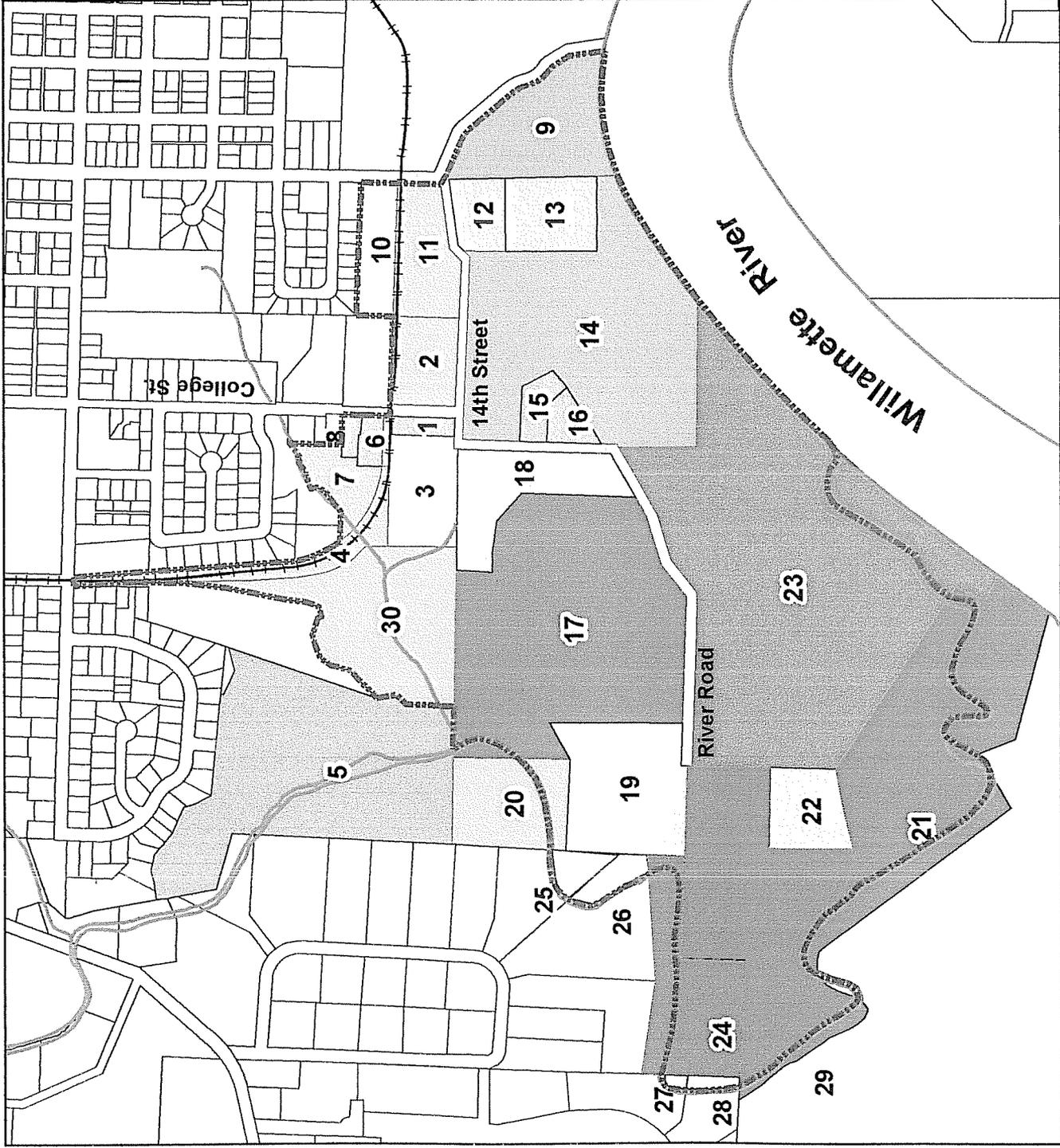
The discussion of land uses in this section will be keyed to the map of existing land uses presented in Figure 7. Identifying property numbers discussed in this section are those presented in Figure 7 (and Figure 2), and are not the parcel numbers assigned by the Yamhill County tax assessor. Please note that the lines delineating the boundaries of lots 19 and 20 are approximations only and should not be considered an accurate representation of the size or shape of these lots.

The land contained within the boundaries of the project area is generally open and employed in low density uses. Property 5 is a public park which includes a new and highly publicized skate boarding park, a BMX trail, historical interpretation, and open space. Property 20 is additional open space owned by the Chehalem Park and Recreation District. Properties 2, 4, 7, and 11 are owned by SP Newsprint and are currently undeveloped. Properties 1, 6, 8, 15, and 16 are smaller lots with residences on them. Properties 18, 19, and 22 are in rural residential and/or small farm uses. Parcels 17, 21, and 24 are hazelnut orchards.

The remaining properties contain the majority of the slopes and views in the project area, and these properties also include the Willamette River frontage in the project area. Property number 23 is a closed landfill owned by Yamhill County. According to the County's Solid Waste & Environmental Health Supervisor, the landfill closed in 1984 and is currently under a DEQ post-closure permit that expires in 2006. He also indicated that he anticipates additional post-closure permits to be issued until at least the year 2015. DEQ is required to be involved and must approve all activities proposed for the landfill property until the post-closure permit is completed and is no longer required.

Property 14 is owned by Baker Rock and contains a barge docking facility. Properties 12 and 13 formerly comprised the site of the City of Newberg's waste water treatment plant. The plant was demolished and the property is currently open space. It is still owned by the City of Newberg.

Property 9 is owned by SP Newsprint but held under long-term lease by Yamhill County. This lot contains Rogers Landing. Rogers Landing is one of the most prominent land uses in the project area. It is used by boaters, boat race spectators, and swimmers, with the heaviest use coming from boaters. Rogers Landing is the most upstream, fully accessible boat launch within the Newberg pool on the Willamette and is extremely well used. During high use days in recent years, Rogers Landing has been exceeding its capacity, and boaters have been parking on 14th Street north of the boat launching site. A master plan for the expansion and upgrading of the facility was completed in 1994. Construction has begun on these improvements. Phase I was completed in the spring of 2001. Phase II, expected to be implemented in 2002/3, will include placement of a boat launch ramp on the west end of the park.



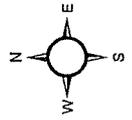
Legend

Landuses

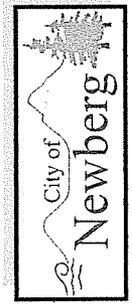
- Parcels
- Baker Rock
- Former Waste Water Treatment Plant
- Heavy Industrial
- Landfill
- Open Space
- Orchard
- Park
- Residential
- Rogers Landing
- Rural Residential
- Vacant Land

Riverfront Area

streams



Map is not to scale.



Map created by Jan Wolf 10/02
digitis_plantfigure7.mxd

Property boundaries represented on this map are approximate only, based on assessor records. They do not constitute a property survey. This map is to be used for preliminary and general purposes. It is not intended to be complete and accurate for any other purposes. The map and associated data are subject to change without notice.

Figure 7. Map of Existing Land Uses

EXISTING INFRASTRUCTURE

Storm Drainage and Waterways

The City of Newberg is drained by three major streams: Chehalem Creek, Hess Creek and Springbrook Creek. All flow into the Willamette River. The riverfront master plan study area is within the Chehalem Creek basin, and is bordered by Chehalem Creek and the Willamette. Stormwater runoff from the master plan area is conveyed to these streams through, in order of importance, natural drainages, open ditches and underground pipes.

Stormwater facilities are shown in Figure 8. The main drainage structures within the project area noted by KPFF Consulting Engineers (KPFF) in a review of existing City system maps of the master plan area are a catch basin in 14th Street, and a sewer outfall to the Willamette River that was used by the old waste water treatment plant. The pipe now conveys stormwater from the southern blocks of River Street and is designed to serve as a sanitary sewage overflow system in the event of failure of the influent pump station at the City's wastewater treatment plant.

An unnamed stream runs through the northern tip of the study area, and is a tributary of Chehalem Creek.

The southeastern portion – approximately one-third – of the master plan area lies within the 100-year floodplain of the Willamette River and Chehalem Creek. This situation imposes significant constraints on land use and development. While details can be clarified later, it is safe to say that the southeastern area lies in the primary floodplain and is immediately adjacent to the primary floodway of the river. From a regulatory perspective, this typically means that, unless direct mitigation is provided, facilities will not be permitted that have the potential to obstruct flood flows, that are not water-dependent in their use, or that impact fisheries, wildlife or riparian vegetation.

It may be worthwhile in the future to refine the floodplain boundary by locating the critical elevation contour more precisely than it is shown on existing maps. Sometimes this process will disclose additional areas that can be developed.

Sanitary Sewer

Wastewater treatment is provided for the City of Newberg at a recently constructed (mid-1980's) plant located less than one mile east of the master plan area. The treatment plant has a 36-inch outfall into the Willamette River. The old treatment plant site is located within the master plan area.

Sewer and water facilities are depicted in Figure 9. The main sanitary sewer facility noted by KPFF in a review of existing City system maps of the master plan area is an 18-inch line in River Street. The nearest connection point to the master plan area would likely be at the 30-inch River Street Interceptor at 12th Street.

It appears that a significant portion of the master plan area lies below or remote from existing



Figure Not to Scale

Legend

- Storm Drain Lines
- Storm Ditches
- Inlet Nodes
- Riverfront District
- Streams
- Stream Corridor
- UGB
- City Limit
- Parcels

Figure 8. Storm Drainage

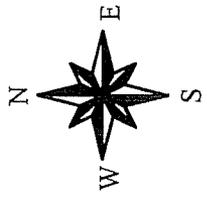
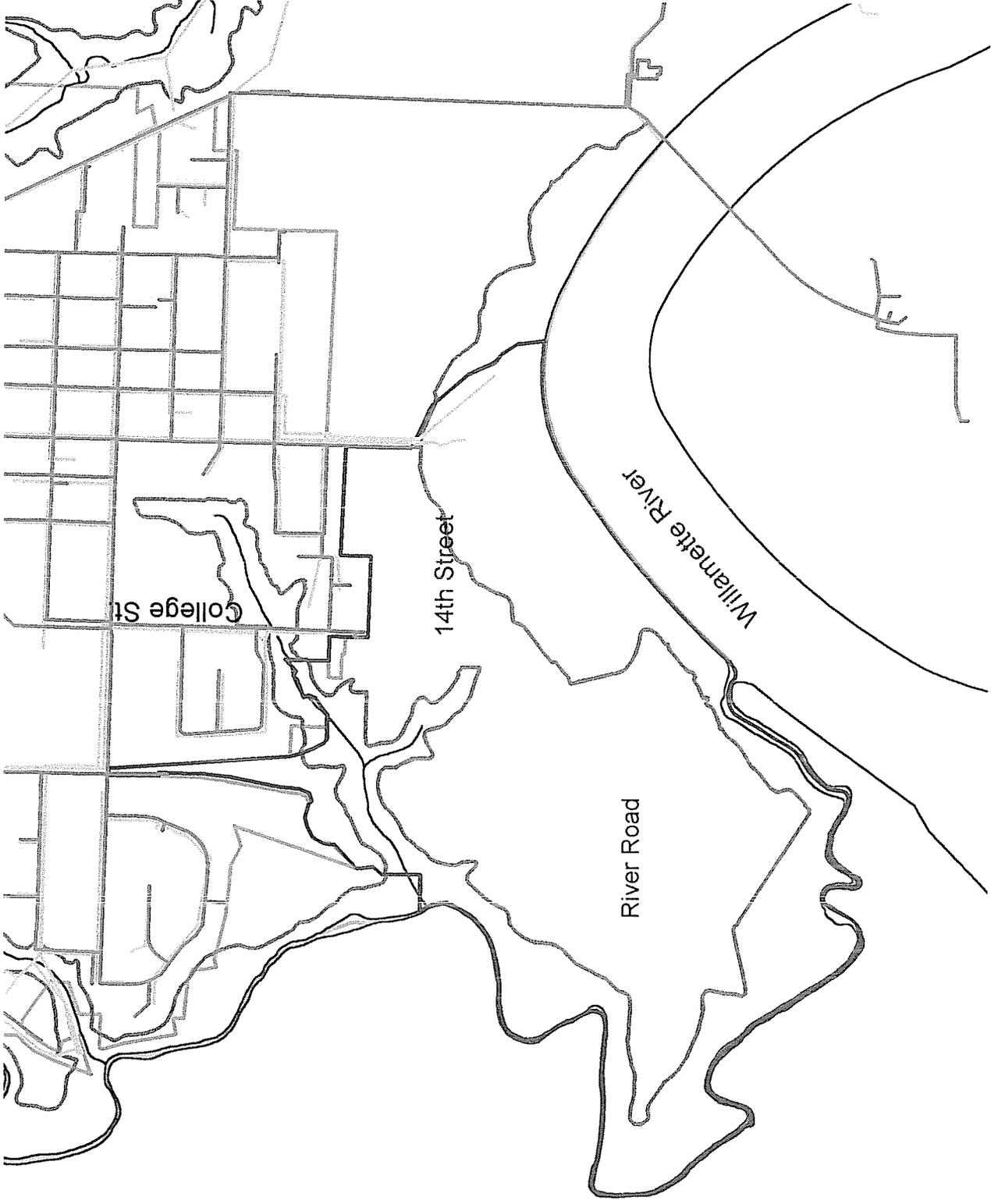


Figure Not to Scale

Legend

- Water Lines
- Sewer Lines
- Riverfront District
- Streams
- Stream Corridor
- UGB
- City Limits
- Parcels

Figure 9. Water and Sewer Lines



gravity sewers. Consequently, sewage pump stations would be necessary to provide sewer service to some areas, and certainly to all of the floodplain area. The existing restroom at Rogers Landing includes a small pump station that connects to the City's wastewater system. Seasonal inundation is a general concern in the floodplain area, with a potential for contamination of floodwaters with sewage.

Information from the Community Development Department indicates that there are no combined sewers within the City, so combined sewer flows or discharges are not a concern in the master plan area.

Water

Newberg is supplied with water from a well field south of the city adjacent to the south side of the Willamette River, as well as five springs north and northeast of the City. Water from the well field is pumped to a treatment plant located approximately one half-mile east of the master plan area, on the north side of the Willamette.

Sewer and water lines are depicted in Figure 9. KPFF's review of existing City system maps disclosed no public water supply facilities in the master plan area. The nearest connection point to the master plan area would likely be at a 6-inch main in 14th Street and River.

Transportation

Circulation

Access to Master Plan Area

Regional access to the Newberg Riverfront Master Plan area is by State Route 99W, which runs in a one-way couplet through downtown Newberg on First Street (eastbound) and Hancock Street (westbound). From First Street, River Street provides the main local access south to the east end of the riverfront area. Blaine Street provides local access from First Street south to the west end of the riverfront area via Ninth Street and College Street. Highway 240/219 is located to the east of the project area, and also provides some access to the riverfront area, via Wyooski Street, Eleventh Street, and River Street.

The intersection of River Street with First Street / Route 99W is located immediately west of Hess Creek. It is an important local hub, serving as:

- The gateway to the old downtown street grid for westbound travelers from Portland.
- The west end of the Route 99W commercial strip.
- The east end of the Route 99W one-way street couplet through downtown.
- The gateway to the Riverfront area, Hoover-Minthorn House National Historic Site, and Herbert Hoover Park.

Strengthening the identity of this hub will strengthen the identity of the Newberg Riverfront Master Plan area.

River Street

River Street is fully improved from First Street south to Fourth Street, with two traffic lanes, two parking lanes, curbs, parking strips, sidewalks and underground storm drains. From Fourth Street south to Twelfth Street, the cross-section is the same except that there are no parking lanes parking is prohibited on the west side of the street and the parking strips are wider.

The segment of River Street from First to Twelfth is a pleasant urban residential corridor with landscaping and large old trees in the parking strips. The neighborhood consists of a mix of housing quality and types, and includes some well-maintained older houses with architectural and historical interest. The pavement width in this section of street is quite narrow. The existing street improvements, although substandard, appear to be basically sound but in need of maintenance. This segment provides a good entrance to the riverfront area, but is not conducive to collector traffic volumes in its current configuration. As the riverfront develops, River Street will need further study to determine the appropriate improvements. In planning future maintenance or improvements, it will be important to optimize the character of this segment of River Street.

River Street also provides access to the west end of the SP Newsprint site. Primary access to SP Newsprint is via Wynooski Street. South of Twelfth and Thirteenth Streets, River Street is improved to a rural County road standard and lacks pedestrian facilities. Gravel shoulders and roadside ditches are present in some segments. Minor ponding and muddy verges were noted where gravel shoulders and ditches are missing.

Rogers Landing Access Road

River Street ends in a tee intersection at the top of the bank overlooking the floodplain of the Willamette River. The east leg of the intersection is the access road leading down to Rogers Landing, a boat launch ramp with a parking facility operated by Yamhill County. This road was recently reconstructed as part of the Rogers Landing expansion project. The cross-section includes a gravity-block retaining wall on the east side, two traffic lanes and an asphalt curb on the west side. There are no dedicated pedestrian facilities. Given that this access road appears to accommodate heavy volumes of vehicles towing boats, this lack could constitute a significant obstacle to pedestrian access to the riverfront. Yamhill County maintains the access road to the park.

Fourteenth Street / Waterfront Road

From the south end of River Street, Fourteenth Street provides access to the west, along the top-of-bank overlooking the floodplain and affording good views of the river. The road is improved to a rural standard, with minimal shoulders or ditches. Although pedestrian facilities are missing; Fourteenth Street appears to be a popular recreational and scenic route for pedestrians. Fourteenth meets College Street at a tee intersection.

The top-of-bank route continues west from College Street, signed as Waterfront Road. It is improved to the same rural standard as Fourteenth Street and provides access to the former sanitary landfill site and several residential and farm acreages. It appears to be less used by pedestrians, perhaps because it comes to a dead-end on a point of land above the confluence of Chehalem Creek and the Willamette River. Any opportunity to provide trail connections from

this location down to the riparian area would be valuable. However, all of the surrounding land appears to be in private ownership.

College Street / Ninth Street / Blaine Street

The western access from the riverfront area north to downtown Newberg and First Street / Route 99W runs along the alignments of College, Ninth, and Blaine Streets. The southern end of this route is improved to a rural standard, without pedestrian facilities. The northern part of the route is improved to an urban standard, with curbs and sidewalks. There are several important destinations along this route, including Edwards Elementary School and a civic complex that includes Memorial Park, the Public Safety building, the fire station, City Hall, the City Library, and a future community center at the old Central School.

South of Ninth, Blaine is a gravel road that ends at Ewing Young Historical Park. The park is located on a point of land that overlooks the confluence of Chehalem Creek and its unnamed tributary. Given that the park is owned by Chehalem Park and Recreation District, it could afford significant opportunities for stream corridor trail connections in the master plan area.

River and Floodplain Access

The only public access to the Willamette River and the floodplain in the master plan area identified is the Rogers Landing access road, which is described earlier. Several other existing roadways appear to lead from the upland part of the master plan area down to the floodplain through the former sanitary landfill and sewage disposal sites. These roadways are abandoned or closed to the public but provide significant opportunities for future access for vehicles or trails. These alternate access points could also be used to provide looped access into the parking lot at Rogers Landing.

Rogers Landing, located in the floodplain next to the Willamette River, is the site of a boat launch ramp and restroom, as well as a parking lot for boaters that has recently been enlarged and reconstructed. Sidewalks and walkways at Rogers Landing are laid out for users of the boating and parking facilities. However, the sidewalk along the south side of the parking lot provides a good route from east to west through Rogers Landing, as well as good views of the river. This route could also provide access to the large area of undeveloped floodplain that lies between Rogers Landing and the mouth of Chehalem Creek.

There is no clear pedestrian route through the existing boat launch, and plans for the future boat launch at the west end of the parking lot do not appear to include a pedestrian route. Significant conflicts between pedestrian use and boat staging and launching traffic can be anticipated without a designated route.

Willamette River shoreline access east (downstream) and west (upstream) of the master plan area is constrained by private ownership and topography. The high, steep bank of Dog Ridge constrains access to the east and riparian wetlands and the mouth of Chehalem Creek constrain access to the west. The best opportunities for regional shoreline access may be in the upland areas above the floodplain. It will be especially worthwhile to explore shoreline access to the east, given the interest expressed by the City of Newberg and Yamhill County in eventually developing trail connections to Dundee and Champoeg State Park.

There is a barge landing facility to the west of Rogers Landing, associated with the Baker Rock parcel. This facility has been routinely used to tie up and for loading and unloading gravel barges. Exploration of this facility was not possible because of a lack of access to it. However, the presence of it offers an opportunity for future development.

Street Designations

Newberg's Transportation System Plan (TSP) was adopted in 1994, and updated in 1999 to comply with the State Transportation Planning Rule. Street designations in the city include limited access highway, arterial, major collector, minor collector, and local street designations. Figure 10 depicts street designations in the vicinity of the project area. Within the project area, there are mainly local streets with some minor collectors nearby. Nearby minor collectors include:

- Ninth Street from Blaine Street to River Street
- Eleventh Street from River Street to Wyooski Street
- Blaine Street from Second Street to Ninth Street
- College Street from First Street to Fourth Street
- River Street from Fourth Street to Eleventh Street

The Transportation System Plan also shows a limited access highway passing through the project area. This is the southern bypass option discussed under the "Bypass" section below.

Bicycle Routes

Newberg's standards for arterials and major collectors require a designated bike lane. A bike route is designated down River Street to Fourth Street, and down College Street to Ninth Street. A future bike route is identified within the TSP from Fourteenth Street to Highway 99W, along the bypass alignment.

Pedestrian Routes

All Newberg street standards require sidewalks. As streets within the City are constructed or improved, they will be brought up to current City standards. Because the project area is outside of City limits, streets were constructed to County standards and consequently lack sidewalks.

Transit

The Chehalem Valley Senior Citizen Council provides limited bus service. This service runs through the project area, making a loop along College Street to Fourteenth and River Streets.

Water Transportation

The Willamette provides minor transportation, mainly for barging sand and gravel. Recreational boating also occurs on the river.

Rail

A rail line passes through the project area, and connects to the SP Newsprint facility. SP has a franchise on this track leased from the City of Newberg, which is used daily for freight service to and from SP's operation.

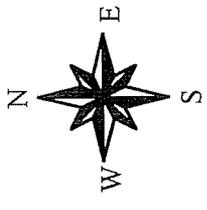
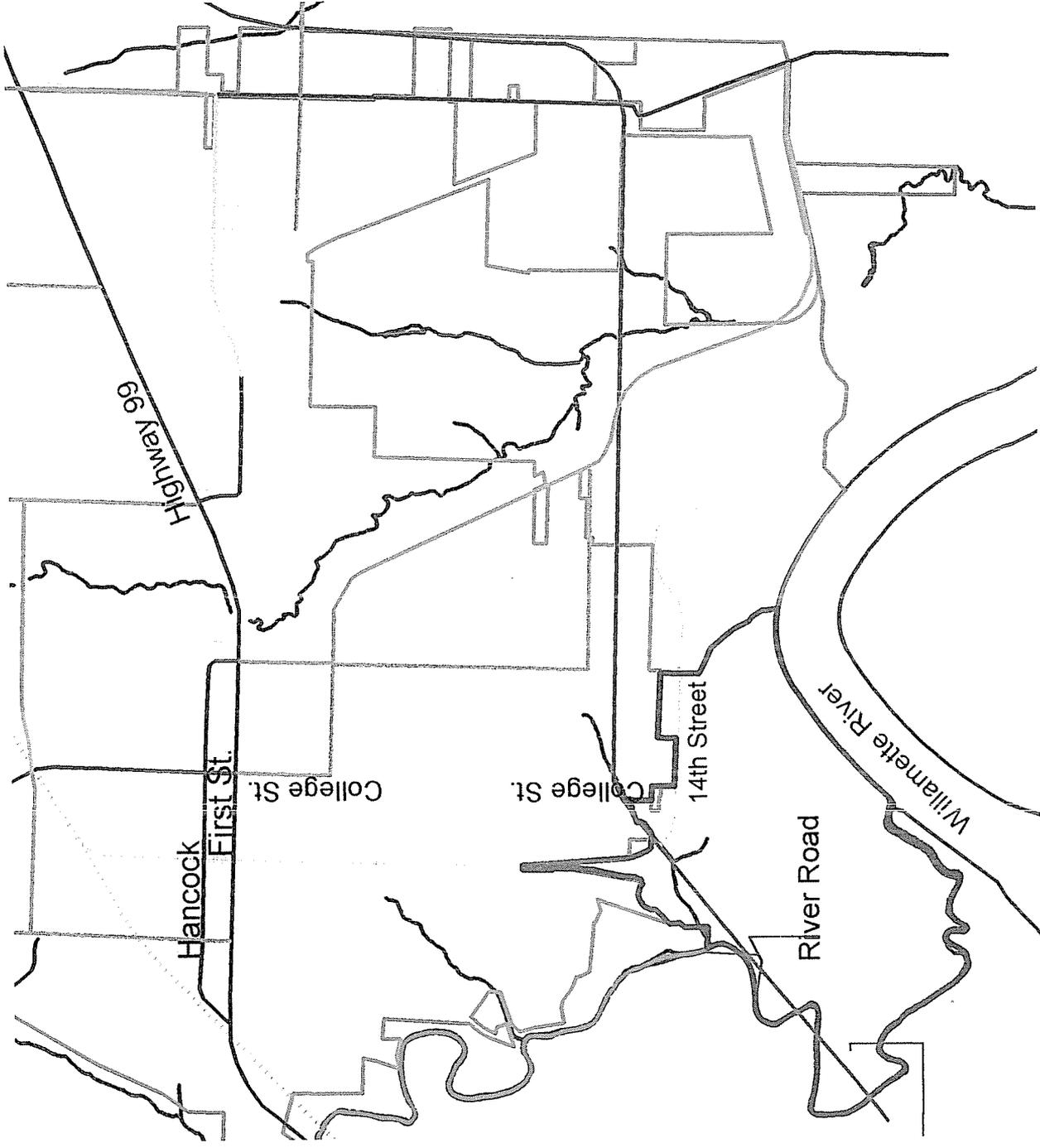


Figure Not to Scale

Legend

- TSP
- Limited Access Highway
- Major Arterial
- Major Arterial - Future
- Major Collector
- Major Collector - Future
- Minor Arterial
- Minor Arterial - Future
- Minor Collector
- Minor Collector - Future
- Riverfront District
- UGB
- City Limits
- Parcels
- Rail Road
- Streams



Figure 10: Transportation System Plan Designations

Highway 99W Bypass

Highway 99W passes through downtown Newberg, and brings a significant volume of traffic through the City. Because of the traffic impacts, a bypass of Highway 99W has been identified as a need through various planning efforts over the years. The idea of a bypass was first discussed in Newberg planning efforts more than 20 years ago. The Oregon Department of Transportation (ODOT) began a project in 1997 to address Highway 99W traffic issues.

Through the 1997 study, 3 solutions were identified. The project became stalled because of a lack of funding, when all new highway improvements were suspended throughout the State due to budgetary constraints.

Since 1997, the suspension on new highway projects has been lifted. Recently, ODOT funded the Newberg Dundee Transportation Improvement Project, which will include an Environmental Impact Statement for the location of the bypass. The Northern Bypass alternative, which was rejected as infeasible through the 1997 study, is being reconsidered because of increased regulation and ESA concerns may increase the feasibility of the northern route, which is located far away from the river. The alternatives that are being evaluated are:

- *Transportation management.* This alternative would result in no bypass. Traffic would be handled by improvements to existing streets and by transportation management.
- *Southern bypass.* This alternative passes through the project area. Previous highway planning efforts have identified this alignment as the most likely. However, new regulations such as ESA may affect the feasibility of the southern alignment.
- *Northern bypass.* The northern bypass would connect from the base of Rex Hill to Highway 99W, just south of Dundee.
- *Regional bypass.* The regional bypass alternative would connect Interstate 5 at the Donald interchange to Highway 99W via Marion County at Highway 18, past Dundee.

Through the Newberg Dundee Transportation Improvement Project, these four alternatives will be evaluated to determine which solves the traffic problems with the fewest impacts, and a preferred alternative will be identified.

NATURAL RESOURCES

Fish Issues

Existing Site Conditions

The study area is a generally slow-moving reach of the Willamette River extending from approximately river mile 50 to 51, with the Yamhill County boat ramp (Rogers Landing) marking the downstream boundary and the confluence of Chehalem Creek marking the upstream boundary. The Willamette River meanders through agricultural lands between river miles 26.5 and 60. This reach is referred to as the Newberg Pool. The gradient is nearly flat and flow is sluggish; consequently, sediments are deposited along the edges of the main channel. The study area is located adjacent to an outside bend so the banks are subject to erosive forces. However, bank erosion through the reach is attenuated by the lack of velocity.

Riparian habitat conditions through the study area are characterized by steep bank slope conditions (approximately 1.5H:1V). Slope areas support dense growth of Sitka and Piper's willow, red-osier dogwood, Douglas spirea and reed canarygrass with scattered young Oregon ash and black cottonwood. The terrace at the top of bank supports mature black cottonwood and Oregon ash, with snowberry and Himalayan blackberry dominating the understory. The width of the riparian area at the top of bank varies from approximately 25 feet wide to more than 100 feet wide. The lower 300 feet of the study area lack the large tree fringe on the terrace that is present along the remainder of the riverfront. The lack of trees is probably attributable, in part, to the active erosion of the bank through this section. Bank stability through the study area is generally good with the exception of the area adjacent to the parking area at Rogers Landing.

Upstream of Rogers Landing, the streambank is armored with concrete aggregate debris and is relatively stable although it is littered with debris such as cable and abandoned equipment from previous industrial uses.

Habitat conditions within the river are not conducive to salmonid spawning or rearing. This reach acts primarily as a migration corridor for migrating salmonids. Chehalem Creek supports winter rearing of juvenile steelhead and chinook that seek refuge from the high winter flows in the Willamette River. Juveniles are thought to move out of Chehalem Creek in spring when water temperatures warm.

Newberg Pool Water and Sediment Quality Issues

Water quality conditions in the Newberg Pool reach are monitored by the Oregon Department of Environmental Quality (ODEQ) at the Newberg Bridge (Highway 219), downstream of the Dundee and Newberg Sewer Treatment Plants (STPs) and the SP Newsprint industrial discharge. Water quality through this reach is impacted by high concentrations of fecal coliform, total phosphates, nitrate and ammonia nitrogen, and biochemical oxygen demand with additional influence from high total solids. Summer water temperatures are relatively high. Because of the slow flow in the pool, the Willamette River is less likely to assimilate pollution and is more prone to variations in water quality. On the average, Oregon Water Quality Index (OWQI) scores for the Willamette River at Newberg Bridge are fair in the summer and poor in the fall, winter,

and spring. Skeletal deformities and lesions have been documented in a significant number of fish in the Newberg Pool. Additional work by ODEQ and OSU is underway to look at causes of fish deformities through analysis of patterns of skeletal deformities including distributions across sizes, species, space and time.

Vegetation

There are large populations of invasive species in the project area. On the hillslope above the parking lot and landfill understory vegetation is dominated by Himalayan blackberry and English ivy. Both of these species retard and/or prevent the growth of native species. Without the variety of native species, food and cover resources are limited for wildlife.

Wetlands are suspected in several locations within the floodplain of the Willamette. These locations are identified on the map in Figure 11. In project area wetlands, vegetation is dominated by reed canarygrass and purple loosestrife. Reed canarygrass can be enhanced by overplanting it with trees and shrubs tolerant of wetland conditions. Purple loosestrife, which is located around the gravel extraction pond and on an island inside it, will need a more proactive control approach.

ESA Issues

Special-status species are species that are federally or state listed as threatened or endangered, candidate species for federal listing or other state species of special concern. Two fish species are of primary concern with regard to the study area: Upper Willamette River steelhead (*Oncorhynchus mykiss*) and Upper Willamette River chinook salmon (*O. tshawytscha*). These species are presently listed as threatened species under the ESA (64 FR 14517; 64 FR 14308). Coastal cutthroat trout (*O. clarki clarki*) may also occur in the project area, but were recently found not warranted for listing by NMFS (64 FR 16397). The Pacific lamprey (*Lampetra tridentata*) is categorized as a Species of Concern by the USFWS and is also included on the State of Oregon Sensitive Species List.

Vegetation in the project area has been impacted by past land use activities and it is unlikely that sensitive plant species, which typically require undisturbed native habitat, could occur on site. The understory within the forested hillslope and riparian communities is dominated by invasive English ivy and Himalayan blackberry and emergent wetland areas are dominated by reed canarygrass.

The bald eagle (*Haliaeetus leucocephalus*) is a federal and state threatened species. It is associated with rivers and lakes with nearby tall trees or cliffs for nesting. It feeds mainly on fish and also eats a variety of carrion. The bald eagle was observed flying over the river in the project area. The large cottonwood trees along the riverbank could potentially be used by bald eagles for nesting, but no nests were observed.

The little willow flycatcher (*Empidonax trailii brewsteri*) is a federal species of concern and a state vulnerable species. It is found in willow thickets at the edges of streams or forest clearings. It eats mostly flying insects. It is a summer resident that typically arrives in Oregon in mid-May. It could potentially nest in willow thickets in the project area.



Figure Not to Scale

Legend

-  Suspected Wetland Areas
-  Riverfront District
-  Stream Corridor
-  UGB
-  City Limit
-  Parcels

Figure 11. Suspected Wetland Areas

The northern red-legged frog (*Rana aurora*) is a federal species of concern and a state sensitive species of undetermined status. It inhabits wetlands and slow moving streams. It breeds in seasonal ponds where it deposits large egg masses in January/February. There is potential breeding habitat in the project area but no frogs were observed during the brief field visit.

The northwestern pond turtle (*Clemmys marmorata*) is a federal species of concern and a state critical species. It inhabits a variety of permanent and seasonal pondings including lakes, streams, rivers, sloughs and ponds; basking areas, in-water and bank refugia, and aquatic and emergent vegetation are important. Nearby terrestrial habitats are used for egg laying, dispersal and overwintering. There is potential turtle habitat in the project area.

A variety of federal species of concern and state sensitive bat species could occur in the project area. Bats roost and/or nest in large, hollow trees.

Preliminary Management Recommendations

- Stabilize bank erosion upstream of existing boat ramp.
- If boat ramp location is relocated to an upstream location, minimize removal of riparian vegetation.
- Consider diversifying shoreline fish habitat by adding inwater structure.

OPEN SPACE

Parks

There are several parks in the Newberg area, but very few that will have a direct impact on the project area. There is a wonderful opportunity to tie many of these parks together with new trails or improved connections. The City of Newberg, Chehalem Park and Recreation District (CPRD), and Yamhill County all have some land ownership both in and around the Riverfront Master Plan Project.

Within the Riverfront Master Plan area, there are two public landowners: Yamhill County, which controls the most land in the project area (Newberg Landfill & Rogers Landing), and City of Newberg, which owns two tracts of land totaling 5.45 acres. There are several private land owners using their properties in a variety of ways, from orchards to industrial uses. The Newberg Landfill site is the largest piece of contiguously owned public property within the project area and will likely provide the best opportunity, from a land standpoint, to create a park. However, because it is a closed landfill there will be associated permitting and use issues that will need to be overcome. Rogers Landing is the only piece of property in the project area that is currently being used as a park. Several years ago, Yamhill County Public Works completed a thorough master plan for a new and expanded boat launch and park at Rogers Landing. The first phase of the plan was constructed in Autumn 2000 and Spring 2001, and the next phases are planned for construction in Summer 2001 and Autumn 2001. The master plan calls for pedestrian connections to adjacent lands, both east and west, of the park in future hopes of tying in to a Willamette Greenway or other regional trail system.

Outside the study area, there are a number of local parks, schools, and other pedestrian-oriented amenities that should be considered in the planning of any development in the Riverfront Master Plan Project. Discussions with CPRD have indicated that there is a large public desire for pedestrian connections between the Willamette River, local parks, schools, and the downtown Newberg area. Ewing Young Historical Park, maintained by CPRD, is the largest, most established park in the area and will likely have the most direct connection to any future plans in the project area. Other local parks that could play an important role are Scott Leavitt, Memorial Park, Hoover Park, and Pool Park.

Trails and Connections

There are currently very few formalized trails and connections between the Riverfront Master Plan area and any of the best amenities in Newberg. The existing streets and sidewalks provide the only connections. There is, however, a great deal of potential for better and more formalized trails and connections.

Down the river from Newberg, there is a well-used bike path that runs along the opposite side of the Willamette. Many cyclists park at the public marina in Charbonneau and ride along the county road to Butteville. In Butteville, cyclists can pick up a trail along the riverfront and ride it to Champoeg State Park. This trail currently terminates at Champoeg State Park, but presents an opportunity to provide a connection to Newberg and other points on the river.

The downtown core of Newberg has struggled in the recent past and is currently undergoing revitalization, starting with the renovation of City Hall. It is hoped that in the near future many

of the vacant buildings downtown will be replaced with shops, restaurants, and other such amenities. A symbiotic relationship with the downtown core will likely be important to any riverfront development. It will also be critical to develop strong pedestrian and vehicular connections that currently do not exist. These connections can both strengthen the downtown core and riverfront development as well as tie together existing parks and amenities such as; Scott Leavitt Park, Ewing Young Historical Park, Memorial Park, Hoover Park, the Renne Middle School site, and Edwards Elementary School.

At a larger scale, the Willamette River Greenway policies adopted by Yamhill County and supported by both the City of Newberg and CPRD will go a long way in helping implement a regional trail system and connections to some of the area's best amenities. In discussions with CPRD, it was noted that there is a strong desire to link this area, along the Willamette River Greenway and a potential Yamhill River Greenway, to Dundee, Dayton, and eventually Lafayette to the west, and to Champoeg State Park to the southeast.

It is important to note that one potential route for the proposed Newberg Bypass runs through the northern portion of the Riverfront Master Plan Project and would have a significant impact on the ability to tie the riverfront together with the downtown core with a safe and enjoyable pedestrian experience.

Nearby Recreational and Parks Facilities

As mentioned earlier, there are a number of parks in the Newberg area that could play an important role in the development of the Riverfront Master Plan. The links between the Newberg downtown core, local parks and schools, along with regional parks, such as Champoeg State Park will have a direct impact on the riverfront development.

Champoeg State Park is an important regional draw for both locals and area visitors, and will be celebrating its 100th anniversary this year. There is a large day use component to Champoeg State Park, including outdoor concerts in the amphitheater, popular trail facilities, and picnic sites. Some overnight facilities are available, including several of the very popular yurts that Oregon State Parks provides in selected state parks. Plans are currently being made to increase the overnight usage by expanding the campground facilities. There is a tremendous cultural history in this area and it is important to the history of the formation of the government of the State of Oregon. The interpretive opportunities on trails and other connections from Newberg to Champoeg State Park are nearly limitless.

There are also a number of other local recreational opportunities and park facilities that could have an impact on the riverfront development. Ash Island, which has a historically agricultural use, has been talked about as being redeveloped into a regional park. Because of its proximity to the riverfront study area, these two areas could have complementary uses, such as ferry services to the island from Rogers Landing. Also, the Dundee and Newberg vineyards have a rich and detailed history of wine making in the Willamette Valley. This area is becoming well known throughout the world for the quality of wines that are being produced and could become a valuable passive recreational opportunity.

Last, but certainly not least, the Willamette River will be a very important consideration as a recreational element of the Riverfront Master Plan Project. The proximity of the river itself may provide for some special types of development within the project area that might not otherwise be possible.

Regulatory Framework

STATEWIDE PLANNING GOALS

The two Statewide Planning Goals that are directly applicable to the Riverfront Master Plan Project are Goals 5 and 15. Goal 5 protects natural resources, scenic and historic areas, and open spaces. Goal 15 establishes and protects the Willamette River Greenway. Both of these goals are discussed separately below.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Under Goal 5, local governments are required to adopt programs that will protect natural resources, scenic and historic areas, and open spaces in order to promote a healthy environment and natural landscape now and for future generations. As part of the adoption of such a program, jurisdictions are required to do an inventory of the various types of resources present and then analyze this inventory to determine which of these resources are significant and need to be protected. The analysis must take into account the Environmental, Social, Economic, and Energy (ESEE) consequences related to protecting or not protecting these resources. Communities and the jurisdictions that represent them must then prioritize the resources and decide which to protect and which to allow development on or around.

The City of Newberg has undertaken such an inventory and developed a strategy for protecting Goal 5 Resources. The first inventory was done in 1981 and is entitled “Inventory of Natural and Cultural Resources.” This inventory was updated in 1995 with an additional inventory entitled “Stream Corridors as a Goal 5 Resource.” As a result of these inventories, goals and policies regarding the protection of stream corridors and other Goal 5 resources were incorporated into the Comprehensive Plan of the City of Newberg. These goals were implemented with the adoption of a Stream Corridor overlay zone and a Historic Landmarks subdistrict in the Newberg Development Code.

The stream corridor overlay was developed specifically to address stream corridors as Goal 5 resources. An analysis was completed of all the stream corridors inside the Newberg UGB, including Hess Creek, Chehalem Creek, Springbrook Creek, and the Willamette River. Significance criteria were developed, and the stream corridor boundaries were drawn for the entire UGB. The Newberg Development Code (NDC) Stream Corridor Overlay standards apply only to those areas within city limits. Under the stream corridor overlay, almost all ground disturbing activity is regulated, especially the creation of additional impervious surfaces such as paving or decks. The overlay’s boundary is set at top of bank or 50 feet from the edge of a wetland. For a more specific discussion of the provisions of this overlay, refer to the section on City of Newberg Zoning. The riverfront planning area is currently outside of city limits, but will eventually become part of the City and will at that time be subject to the stream corridor standards. Chehalem Creek and the Willamette River are adjacent to the Riverfront Master Plan study area.

Newberg also has a historic landmarks subdistrict designation in its development code. The historic landmarks subdistrict extends protection to any building or area designated as an historic landmark. The designation of landmark is extended to all structures on the National Register of Historic Places and buildings, structures, sites, or objects that have been identified as Landmarks in the historic resources element of the City's comprehensive plan. Nothing within the project area has been designated with the historic landmarks subdistrict designation.

Goal 15: Willamette River Greenway

Goal 15 establishes and protects the Willamette River Greenway. This goal establishes a framework for local and state governments to establish a cooperative program for the protection, conservation, enhancement, and maintenance of the Greenway. The Greenway boundaries are delineated by ODOT and have been adopted by Yamhill County as the County's Willamette River Greenway (WRG) overlay. Guidelines for establishing the boundary were set up in ORS 390.318(1) and include all lands situated within 150 feet of the ordinary low water line on each side of the River, but not in excess of 320 acres per river mile, not counting land included in state parks or recreation areas.

This goal provides several specific measures for protecting or enhancing features of the river. Among these provisions are statements establishing the following rules:

- The natural vegetative fringe along the river is to be protected and enhanced to the maximum extent practicable.
- Adequate public access is to be provided to the river with an emphasis on urban or urbanizable areas.
- Fish and wildlife are to be protected as well as the river's scenic qualities and views.
- Development is to be directed away from the river to the greatest extent possible except that lands along the river already committed to urban uses will be allowed to continue in urban uses.
- Aggregate extraction may be permitted when done in a way that is compatible with the purposes of the Willamette River Greenway.
- The partial harvesting of timber resources shall be permitted beyond the natural vegetative fringe of the river when the harvest is conducted in accordance with provisions of an approved plan that has undergone a Greenway compatibility review.

Yamhill County has adopted comprehensive plan policies relating to the Willamette River Greenway and has adopted zoning implementing these policies in the form of a Willamette River Greenway Overlay District. The boundary for this overlay zone is the same as the state's official Willamette River Greenway Boundary. The overlay protects the Greenway area and provides for the review for any intensification or change of use except for farm uses and conservation or maintenance actions.

In order to obtain a greenway permit, an applicant must demonstrate that the natural vegetative fringe will be maintained and that the water and land resource quality will be maintained. Proof must be given that habitat and scenic views will be protected and that the floodplain will not be further developed. An applicant must also provide a plan for minimizing erosion. If the applicant is proposing the intensification of a recreational use or is proposing changing a current use to a recreational use, then the applicant must also prove that the carrying capacity of the land

will not be exceeded. All intensification or changes of use must also demonstrate that they will minimize conflict with farms.

The minimum setback line under this overlay zone is 50 feet from the Willamette River's ordinary high water line except for structures built in conjunction with a water dependent use. When structures are erected in the Greenway, then the maximum possible landscaped area, open space, or vegetation must be provided between the development and the river.

The City of Newberg has comprehensive plan policies relating to the Willamette River Greenway as well. These policies mostly encourage open space and light recreational uses. According to the policies, when development occurs within the Greenway, river-oriented uses should be encouraged and property owners should be encouraged to donate land within the 100-year floodplain to either the City or Chehalem Park and Recreation District. The Comprehensive Plan recommends that transfer of development rights and other alternative approaches be considered as a way of implementing this policy.

An implementation measure was adopted to allow these policies to be translated into actions. A Riverfront District (RD) comprehensive plan designation was adopted, but no land has been assigned to this designation as yet. Under the adopted RD designation, all types of residences except manufactured homes would be allowed, but commercial uses must have a demonstrated need to locate near the river.

ENDANGERED SPECIES ACT

Several evolutionarily significant units (ESUs) of salmonid fish have been listed by the federal government under the Endangered Species Act (ESA). Two ESUs – Upper Willamette River steelhead (*Oncorhynchus mykiss*) and Upper Willamette River chinook salmon (*O. tshawytscha*) – are listed as threatened and have designated critical habitat within the lower Willamette. Critical habitat designations for these ESUs include “all river reaches accessible to listed salmon or steelhead within the range of the ESUs listed” and consist of the water, substrate, and adjacent riparian zones of riverine reaches listed in tables prepared by the National Marine Fisheries Service (NMFS) (50 CFR Part 226). Accessible riverine reaches “are those within the historical range of the ESUs that can still be occupied by any life stage of salmon or steelhead.” (50 CFR 226.212) Riverine reaches are considered to be accessible unless they are blocked by longstanding natural barriers, such as waterfalls.

In June 2000, the National Marine Fisheries Service (NMFS) adopted rules under section 4(d) of the ESA regarding the “take” of the listed species. These rules prohibit anyone from “taking” a listed salmon or steelhead, except in cases where the “take” is associated with an approved program. “Take” is defined to include harass, harm, pursue, hunt, shoot, wound, kill, trap, or collect, or to attempt any of these. For species listed as threatened, such as the Upper Willamette River steelhead and Upper Willamette River chinook salmon, Section 4(d) of the ESA requires the federal government to issue regulations “necessary and advisable to provide for the conservation of the species.” These 4(d) regulations may include any or all of the prohibitions, such as “take” prohibitions, that automatically apply to endangered species under ESA Section 9. The rules apply to ocean and inland areas, and to any authority, agency, or private individual

subject to U.S. jurisdiction. Activities or development not likely to “take” protected species will not be affected.

The rules identify a number of activities that NMFS finds likely to “take” the protected fish. Two activities that could be applicable to the Riverfront Master Plan project are:

- J. Conducting land-use activities that may disturb soil and increase sediment delivery to streams such as logging, grazing, farming, and road construction in riparian areas and areas susceptible to mass wasting and surface erosion.*
- O. Shoreline and riparian disturbances (whether in the river, estuary, marine, or floodplain environment) may retard or prevent the development of certain habitat characteristics upon which the fish depend (e.g., removing riparian trees reduces vital shade and cover, floodplain gravel mining, development, and armoring shorelines reduces the input of critical spawning substrates, and bulkhead construction can eliminate shallow water rearing areas.)*

NMFS has identified a general process that agencies or governments can use to evaluate whether proposed activities will result in “taking”. First, the agency should identify the program or activity. Next, the agency should evaluate whether the program or activity is likely to take or harm listed fish. The two factors to consider are whether the action or program will degrade existing habitat processes or functions, and whether the action or program will help restore degraded habitat processes or functions. If the program or activity is not likely to take or harm listed fish, then there is no need for the agency to modify it or contact NMFS. However, if it seems likely that it will take or harm listed fish, or if there is uncertainty whether “taking” will occur, the agency should contact NMFS.

In addition to identifying activities likely to result in “taking”, the 4(d) rules include 13 limits on “take” prohibition. These limits include specific programs reviewed by NMFS that were determined to either minimize harm to threatened fish or to contribute to their conservation and general categories of programs. Two limits that may be applicable to the Riverfront Master Plan are the habitat restoration limit and the development limit. Habitat restoration activities that are identified within watershed conservation plans are one of the 13 limits. Another limit that may be applicable to the riverfront project is the Municipal, Residential, Commercial and Industrial Development and Redevelopment limitation. NMFS will not apply “take” prohibitions to development or redevelopment conducted in accordance with ordinances that NMFS has found to provide adequate protection to listed species. There are 12 evaluation criteria that will be considered by NMFS when determining whether development ordinances adequately protect fish.

OTHER APPLICABLE REGULATIONS

If the Riverfront Master Plan includes elements that could affect rivers, creeks, or wetlands, there may be additional regulatory agencies, such as the U.S. Army Corps of Engineers and the Oregon Division of State Lands who will need to be involved when implementation occurs. If marina facilities are proposed or affected, the Oregon Marine Board may need to be involved.

Developing Alternatives

INITIAL RIVERFRONT OPTIONS

Based on research into the opportunities and constraints within the riverfront project area and consultation with the City, the team developed four alternatives for the riverfront area to present to the public. These alternatives were intended to show a range of options for the riverfront. Plans of each of the four options are included on the next four pages, and the major elements for each option are described below.

Some elements were incorporated into all of the plans. All four options included a riverfront trail as part of the Willamette River Greenway, pathway connections from the upper bank to the waterfront, and a connection across the Willamette via the old Wyooski bridge now used for water line transmission. All four options also included improved transportation connections from downtown, showing connections down River Street and College Street. All four included an open space on the site of the landfill.

Option 1

Option 1 leaves the zoning as it is currently shown on the Comprehensive Plan, and reflects a “do nothing” alternative. Option 1 leaves most of the project area in industrial use, with open space zoning on the site of the former landfill and stream corridor zoning below the top of the slope on the Baker Rock and City of Newberg properties. This option keeps buildable areas in industrial zoning designations, and provides a minor greenway and riparian corridor.

Option 2

Option 2 shows a residential mix for the riverfront area. The western part of the project area is designated for low density residential use, in the vicinity of the existing hazelnut farms. Medium density residential areas are included in the upland areas between College and River Streets. Option 2 also includes open space on the landfill site, and stream corridor zoning below the top of the slope on the Baker Rock and City of Newberg properties. A stronger connection is provided to downtown on College and River Streets.

Option 3

Option 3 shows a new “tourism commercial” zone in the upland area between College and River Streets that is specifically targeted toward river-oriented uses. The western half of the project area is designated for low density residential use, in the vicinity of the existing hazelnut farms. A more intensive trail system is established, connecting the commercial district, the low density residential zones, a more established Greenway corridor along the banks of the Willamette River, and stronger pedestrian connections to downtown. Stronger vehicular and pedestrian connections are provided to downtown on College and River, with two gateways to the riverfront at River Road and the entrance to Rogers Landing.

Option 4

Option 4 is very similar to Option 3, but incorporates a medium density zone near the “tourism commercial” zone, in addition to low density residential uses on the western portion of the project area.

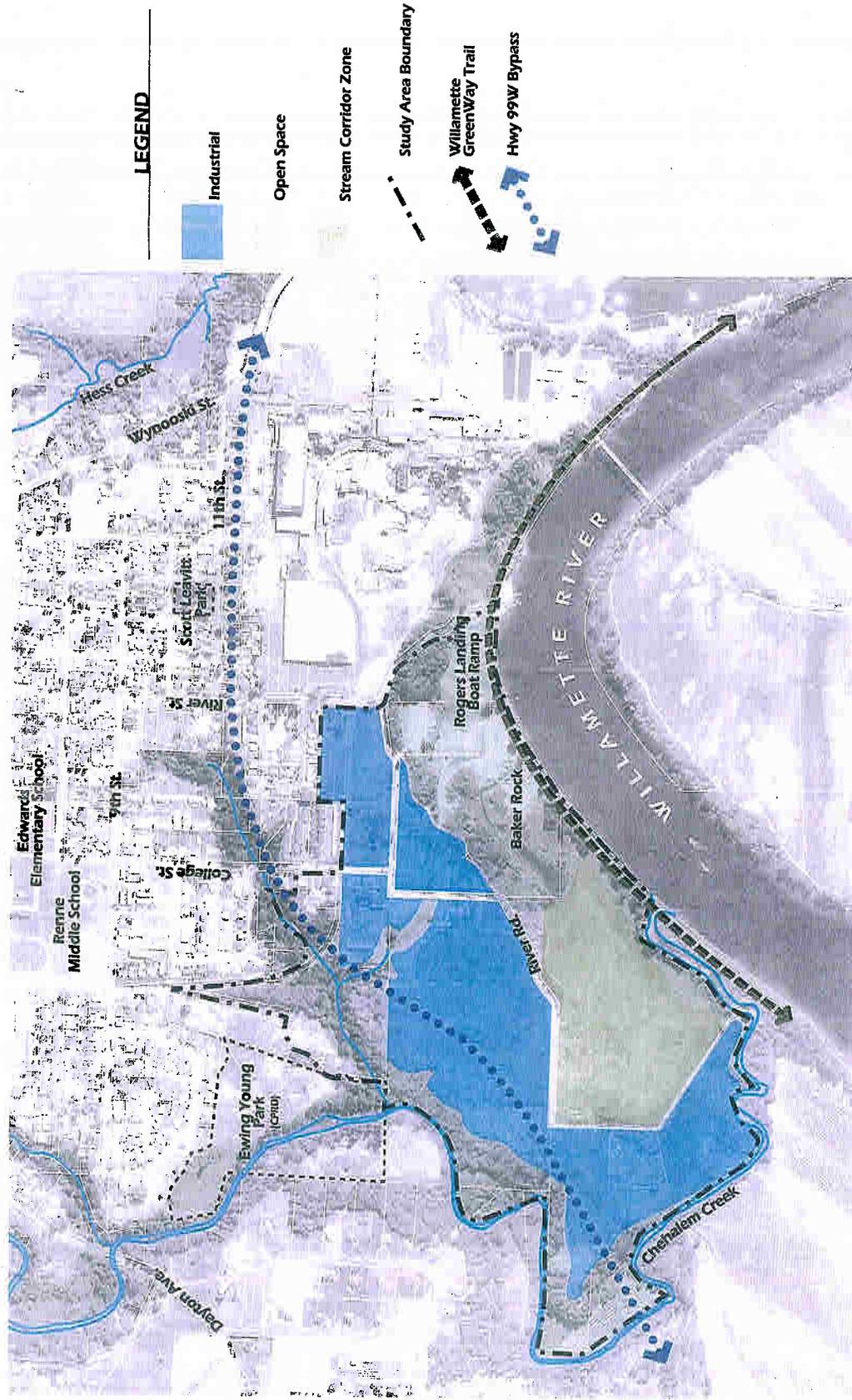
PUBLIC INPUT ON THE FOUR OPTIONS

The first of two public meetings was held on April 18, 2001 to obtain public input on the four options. The meeting began with an introduction to the project, including a slide presentation that provided an overview of the project area and key issues for the planning process. The Regional Settings map shown on the next page was used to provide an overall context for the riverfront planning project. Each of the four options was then introduced to the meeting participants, with the major elements of each concept described. The team prepared a matrix describing each of the four options, and listing pros and cons for each option. Participants were given this matrix as a handout, and were asked to comment on the pros and cons and add any others that they thought were applicable. The matrix is included within this narrative as Figure 17 for reference.

The next part of the meeting was a gallery session for review of the four plan alternatives. Participants were asked to walk around the room and review the four alternatives more closely. A member of the project team was stationed at each alternative to answer questions, take down comments, and provide additional information about the concept. Each participant was given a stick-on “dot”, and was asked to place the dot on the alternative they preferred after examining all four options.

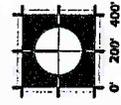
After the gallery session, the participants were brought back together to review the results of the preferences. Options 1 and 2, the “do nothing” and residential concepts, received no support. Options 3 and 4, which both included the “tourism commercial” zone, received 14 and 10 “dots” respectively. Documentation of the April 18 public meeting, including an agenda and recorded comments, is included in Appendix B.

Figure 12



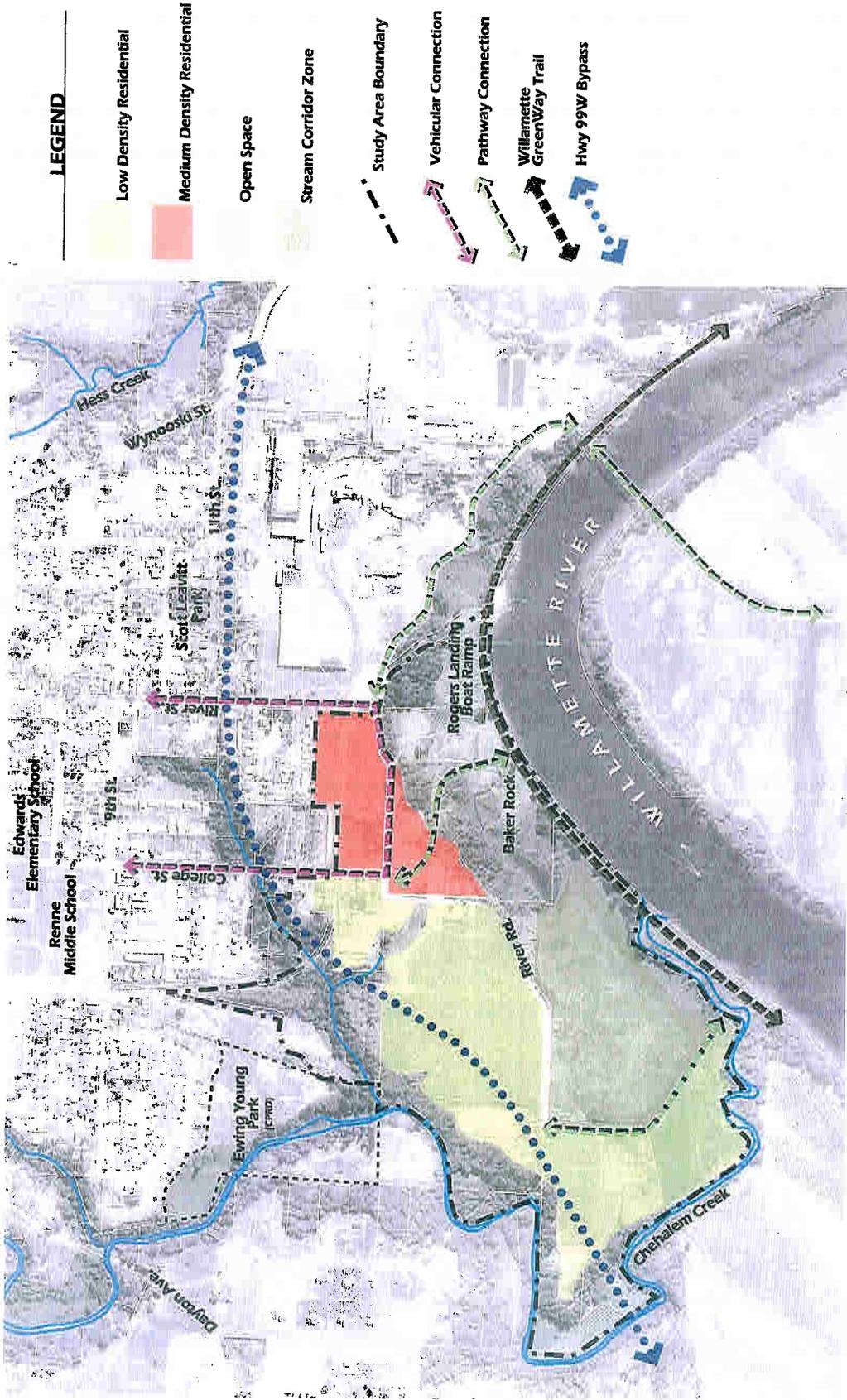
- Industrial
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Willamette GreenWay Trail
- Hwy 99W Bypass

NEWBERG RIVERFRONT MASTER PLAN OPTION 1



- Buildable areas remain in industrial zoning designations
- Designates landfill site for future open space
- Provides minor greenway and riparian corridor

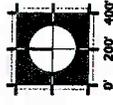
Figure 13



LEGEND

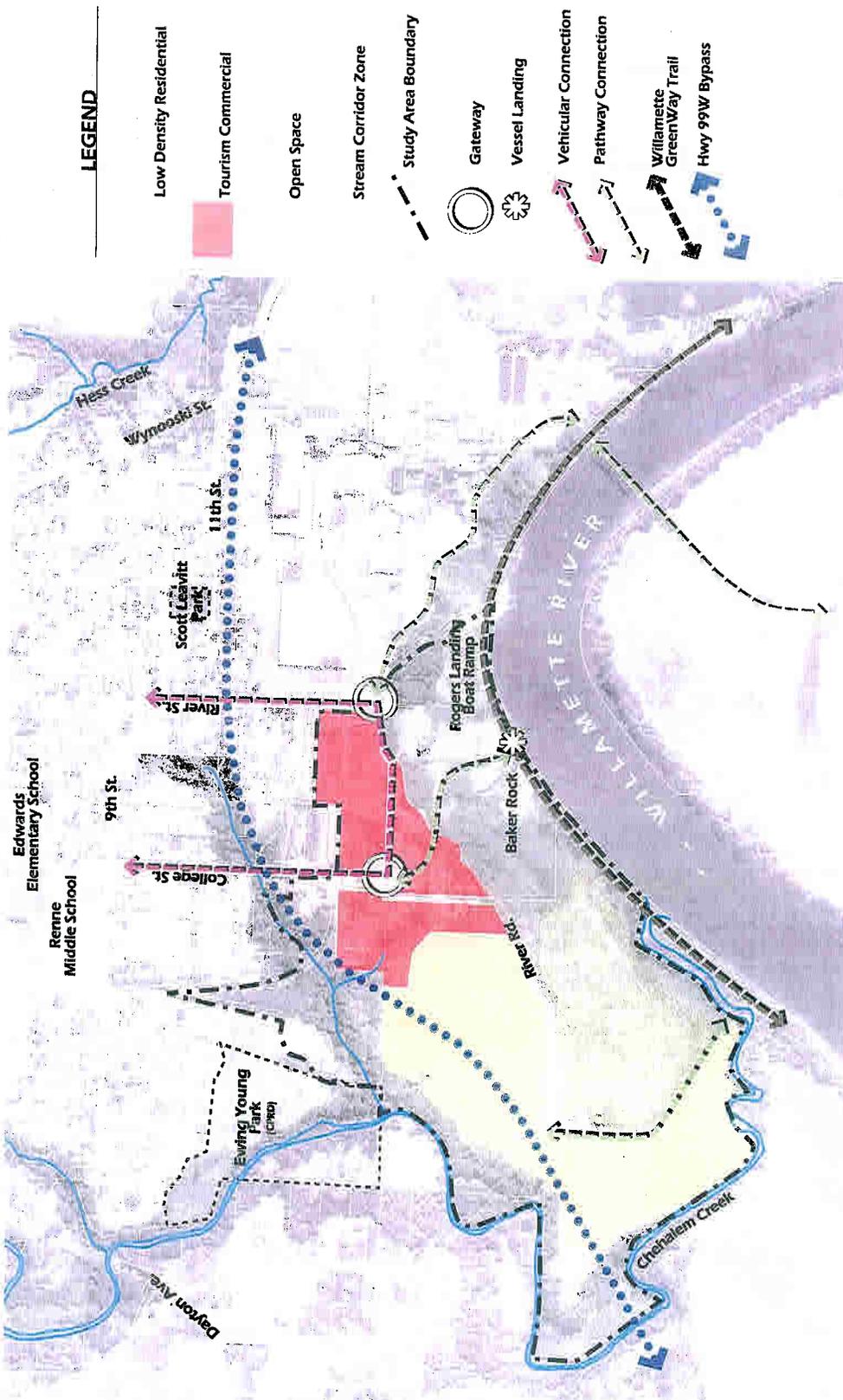
- Low Density Residential
- Medium Density Residential
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Vehicular Connection
- Pathway Connection
- Willamette GreenWay Trail
- Hwy 99W Bypass

NEWBERG RIVERFRONT MASTER PLAN OPTION 2



- Medium density residential areas in upland areas between College and River.
- Low density residential on western half of project area, in vicinity of existing hazelnut farms.
- Somewhat stronger connections to downtown on College and River.
- Provides greenway and riparian corridor.

Figure 14



LEGEND

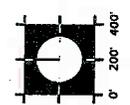
- Low Density Residential
- Tourism Commercial
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Gateway
- Vessel Landing
- Vehicular Connection
- Pathway Connection
- Williamette GreenWay Trail
- Hwy 99W Bypass

• New "Tourism Commercial" area in the upland area between College and River.

• Low density residential on western half of project area, in vicinity of existing hazelnut farms.

• Stronger connections to downtown on College and River with riverfront "gateway" area at River and the entrance to Roger's Landing.

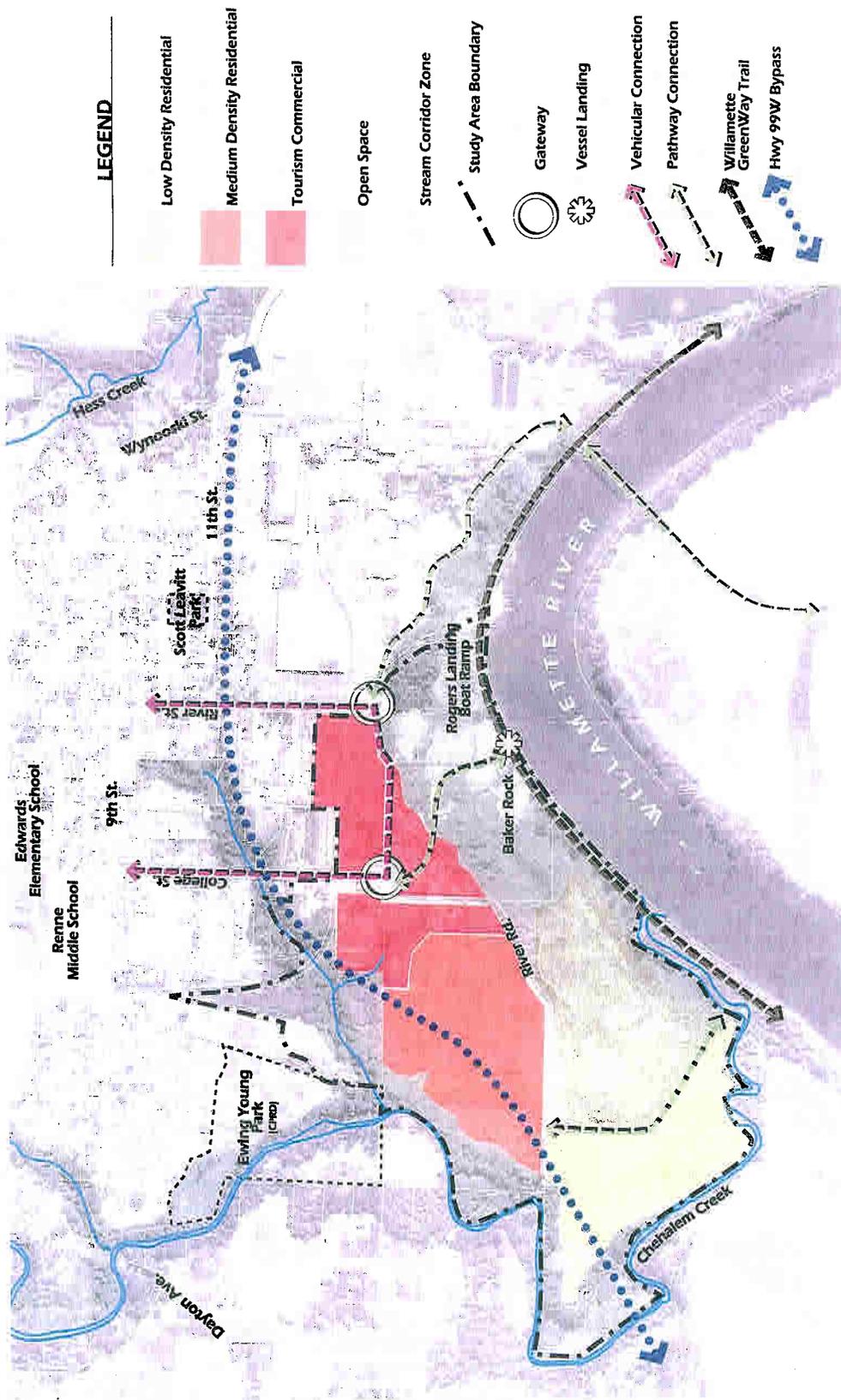
• Provides greenway and riparian corridor.



NEWBERG RIVERFRONT MASTER PLAN
OPTION 3



Figure 15



LEGEND

- Low Density Residential
- Medium Density Residential
- Tourism Commercial
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Gateway
- Vessel Landing
- Vehicular Connection
- Pathway Connection
- Willamette GreenWay Trail
- Hwy 99W Bypass



NEWBERG RIVERFRONT MASTER PLAN
OPTION 4

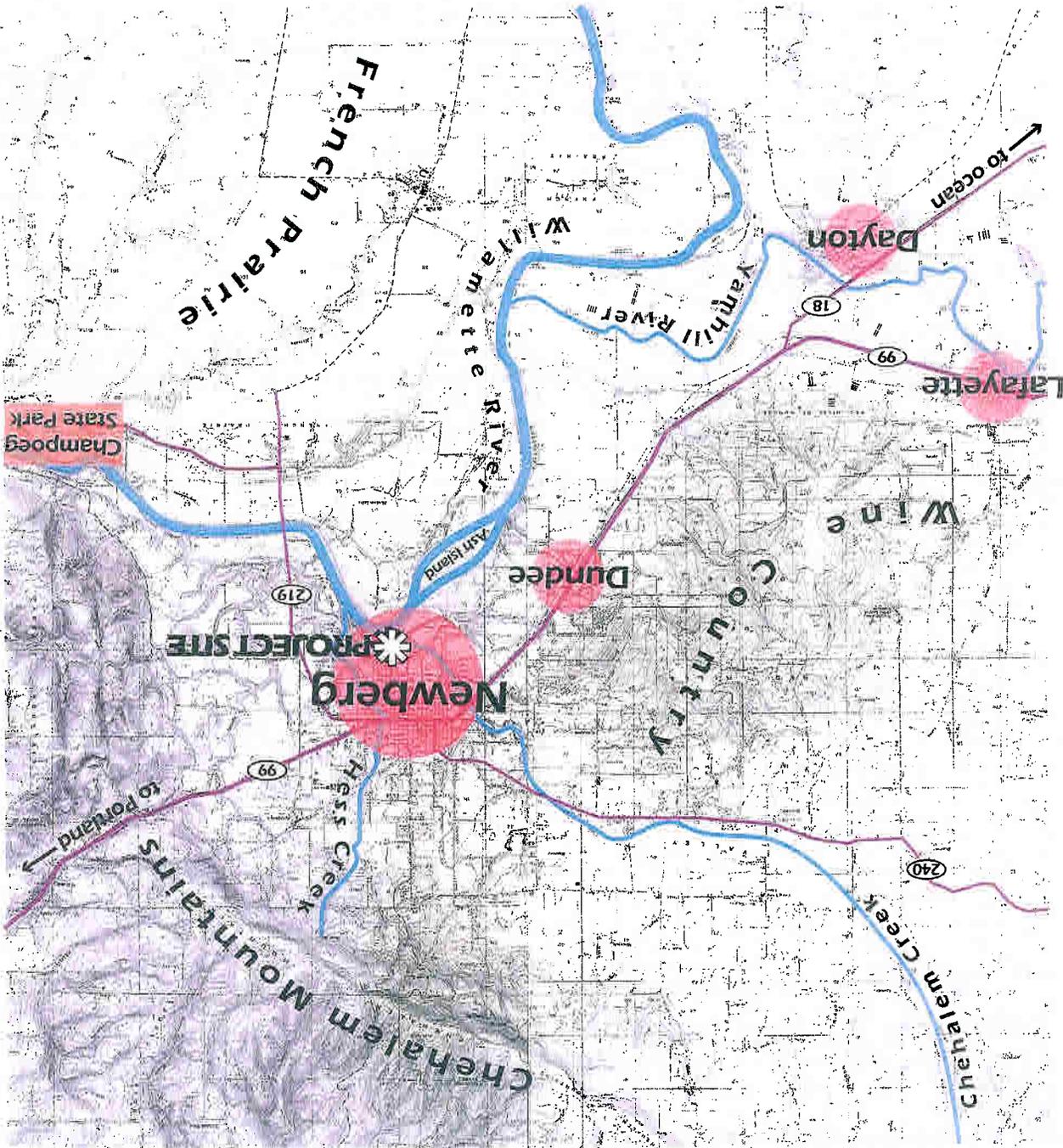


• Similar to Option #3, except Medium Density Residential area is included to the west of the Tourism Commercial area.

Figure 16



NEWBERG RIVERFRONT MASTER PLAN REGIONAL SETTING MAP



Newberg Riverfront Master Plan

Draft Riverfront Alternatives

<p>Option #1</p>	<ul style="list-style-type: none"> • Buildable areas remain in industrial zoning designations • Designates landfill site for future open space • Provides minor greenway and riparian corridor 	<p>Pros</p> <ul style="list-style-type: none"> • Maintains existing industrial land • Provides for more habitat corridor than currently required <p>Cons</p> <ul style="list-style-type: none"> • Does not address concerns about conflicts between industrial uses and the waterfront • May result in heavier truck traffic. • May not be the best land use fit with the floodplain and slopes present in the project area
<p>Option #2</p>	<ul style="list-style-type: none"> • Medium density residential areas in upland areas between College and River. • Low density residential on western half of project area, in vicinity of existing hazelnut farms. • Somewhat stronger connections to downtown on College and River. • Provides greenway and riparian corridor 	<p>Pros</p> <ul style="list-style-type: none"> • More opportunity for housing in proximity to downtown • Housing use would allow river views • Lower density uses close to prime Chehalem Creek habitat areas • Smaller scale of housing may be more compatible with slopes <p>Cons</p> <ul style="list-style-type: none"> • Doesn't provide commercial opportunities • Provides only minor recreation opportunities • Not compatible with Southern Bypass option • May increase conflicts between residential and industrial uses.
<p>Option #3</p>	<ul style="list-style-type: none"> • New "Tourism Commercial" area in the upland area between College and River. • Low density residential on western half of project area, in vicinity of existing hazelnut farms. • Stronger connections to downtown on College and River with riverfront "gateway" area at River and the entrance to Roger's Landing. • Provides greenway and riparian corridor 	<p>Pros</p> <ul style="list-style-type: none"> • Provides for river-oriented commercial and residential development. • Allows for use of riverfront for tourism and recreation-oriented economic development. • Provides stronger connections with downtown. • Provides increased recreation opportunities <p>Cons</p> <ul style="list-style-type: none"> • Increase in overall traffic within the area • May increase conflicts with habitat areas. • May not be compatible with Southern Bypass
<p>Option #4</p>	<ul style="list-style-type: none"> • Similar to Option #3, except Medium Density Residential area is included to the west of the "Tourism Commercial" area. 	<p>Pros</p> <ul style="list-style-type: none"> • Same pros as Option #3 above <p>Cons</p> <ul style="list-style-type: none"> • Same cons as Option #3.

We appreciate your comments!

CREATING THE DRAFT RIVERFRONT MASTER PLAN

Based upon the support for Options 3 and 4 and the community's interest in creating a special river-oriented commercial zone, the project team proceeded with creating a draft riverfront master plan that incorporated Options 3 and 4 with refinements and additional detail.

Through the creation of the draft riverfront master plan, the team continued to refine the plan and add detail. Key views were identified. The segment of Waterfront Road near the entrance to Rogers Landing was moved back from the edge of the bluff to allow development sites on the river side of the road. In addition, a minor River Road realignment was shown to facilitate development of a strong gateway intersection. The pathway connection across the Willamette to the French Prairie was maintained, and the old Wynooski Bridge continued to be shown as the crossing.

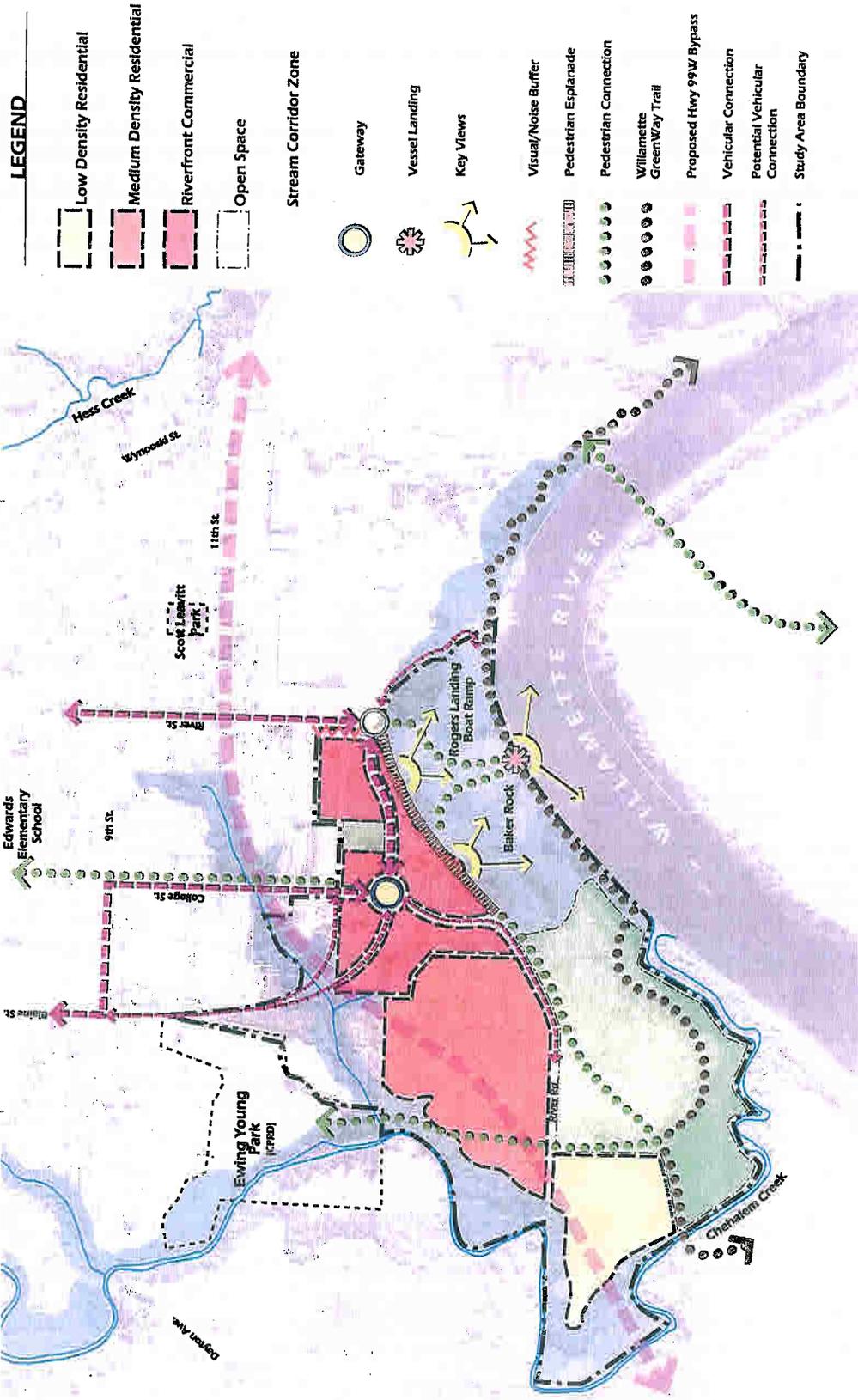
Further review was made of the old Wynooski Bridge and the railroad alignment. The bridge was reviewed to determine whether the development of a pathway using the bridge is possible, and the railroad alignment was reviewed to determine whether it is possible to extend Blaine Street through the alignment. The memo resulting from this brief review is included in Appendix C. As a result of the review, the pathway connecting to the bridge was moved to midway down the slope in response to significant site constraints along the top of the bank. Another possibility for this area would be a floating walkway, as was recently constructed in Portland, for areas where slope constraints.

The gateway in the center of the riverfront commercial area was shown as the main entrance to the riverfront area, with the eastern gateway (near the Rogers Landing drive) providing a secondary riverfront entrance. A park or open space has been added to the riverfront commercial area to take advantage of an existing oak grove and to provide a public open space in the central portion of the riverfront commercial zone. Buffering on the east edge of the riverfront commercial area is shown as a plan element to provide a visual and noise buffer for the commercial area from the operations on the SP Newsprint site. The draft master plan also includes an esplanade along the top of the bluff through the riverfront commercial area to provide opportunities for the public to view the river.

Some of the refinements to the plan were specifically based on comments from the April 18 meeting. The draft master plan extends the open space area on the landfill site to include the floodplain land immediately to the west. In Options 3 and 4, this was shown as low density residential housing. The Willamette Greenway trail is moved back from the river near the mouth of Chehalem Creek to protect the high quality habitat in the creek corridor. The Greenway trail is now shown crossing over the creek further upstream, near where a tractor crossing was previously located. Also, a stronger path connection to Ewing Young Park is created, with a connection to the esplanade and riverfront commercial district. Because of community interest, Blaine Street is shown as a major transportation connection from downtown.

Along with development of the draft master plan map, the team began to develop a framework for the riverfront commercial district, including identifying land uses, design features, and potential standards. To define the riverfront commercial district, the team began to identify uses

Figure 18



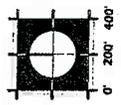
LEGEND

- Low Density Residential
- Medium Density Residential
- Riverfront Commercial
- Open Space

Stream Corridor Zone

- Gateway
- Vessel Landing
- Key Views
- Visual/Noise Buffer
- Pedestrian Esplanade
- Pedestrian Connection
- Willamette GreenWay Trail
- Proposed Hwy 99W Bypass
- Vehicular Connection
- Potential Vehicular Connection
- Study Area Boundary

**NEWBERG RIVERFRONT MASTER PLAN
Draft Master Plan**



that should be permitted outright, permitted conditionally, and prohibited. Design and site planning issues were identified that could be addressed through design standards. Part of this effort included assembling illustrative photo images to show to the community in order to gauge preferences for design features and development character. A draft circulation plan was developed to identify major auto, bike, and pedestrian connections within the project area and between the riverfront and downtown.

PUBLIC INPUT ON THE DRAFT PLAN AND DESIGN FEATURES

The second public meeting for the Riverfront Master Plan project was held on May 15, 2001. The main purpose of this meeting was to obtain community input into the draft plan and the design features and types of land uses for the project area.

Documentation of the May 15 public meeting, including an agenda and recorded comments, is included in Appendix B.

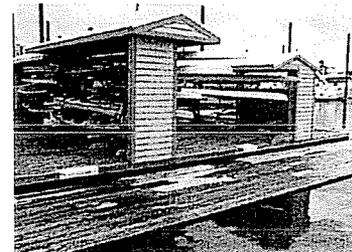
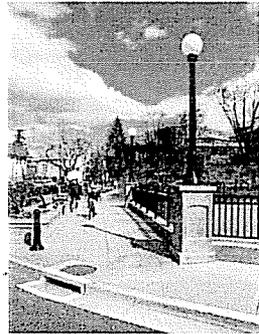
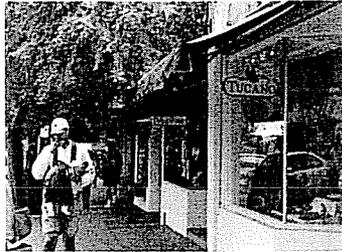
At the beginning of the meeting, there was a brief review of the results of the April 18 meeting and the work effort to develop the draft plan. The draft master plan was described, and the circulation concept plan was reviewed. After initial comments and discussion from the community, the preference exercise for the next phase of the meeting was explained.

Six boards with photographic images illustrating various types of land use character, main street character, streetscapes, esplanades, riverfronts, and residential areas were displayed around the room. Participants were asked to review the photographs to determine what they liked and disliked. They were then asked to put yellow dots on the images they especially liked and blue dots on images they didn't like. After a half hour of gallery review, the meeting was called back to order and the results of the preference exercise were discussed.

Preferences identified through the May 15 meeting are explained on the following pages.

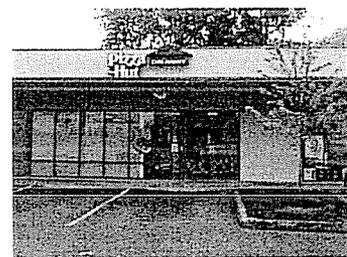
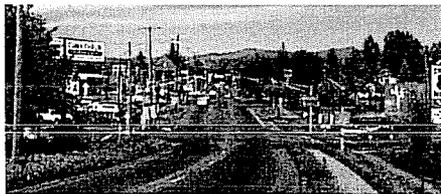
Land Use Character

Yes



- Allow land uses that are oriented towards pedestrians.
- Provide smaller scale storefronts with glass display windows.
- Provide lodging that is more residential in character — such as bed & breakfast scale lodging or “Residence Inn” style hotels. Incorporate trees, porches, gardens to provide lodging with more residential character than an “urban hotel” built up the street.
- Provide pedestrian-scale decorative lighting.
- Provide high quality infrastructure facilities that are well-designed.
- Provide bicycle facilities.
- Provide a streetscape that has sidewalks with street trees and interesting windows and storefronts.
- Provide waterfront access for non-motorized recreation.
- Avoid low-lying single story development with horizontal massing.
- Avoid commercial strip development where auto facilities, parking lots, and large signs predominate the landscape.
- Do not allow gas stations or auto repair as a use in the riverfront.
- Do not permit prominent parking between buildings and the street.
- Do not permit large auto-oriented signs.

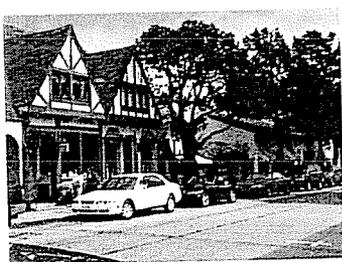
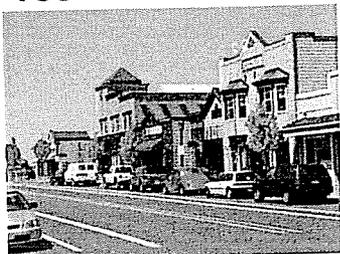
No



An analysis of the results of the preference exercise is included here. Each category, as identified on the photo boards displayed at the May 15 meeting, is listed, followed by bullet points interpreting the preferences that meeting participants indicated for each category.

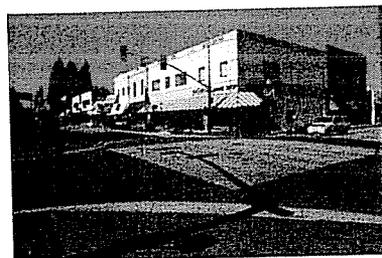
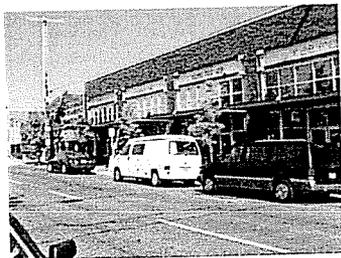
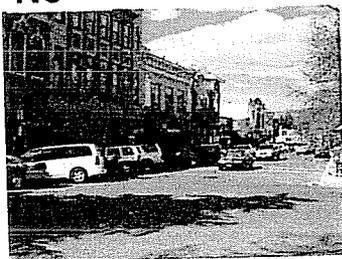
Main Street Character

Yes



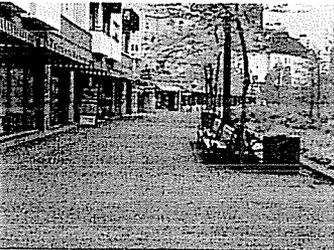
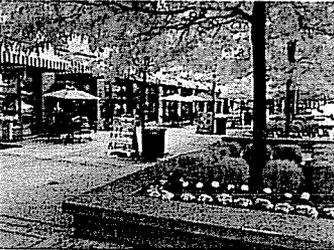
- Encourage a diverse streetscape, with small scale storefront development with a variety of heights ranging from 1 to 3 stories.
- Provide for smaller scale development that is different from downtown.
- If there is single story development, be sure that it has some presence. A minimum height standard may be necessary.
- Articulate the streetscape with varied building designs and rooflines, but maintain unity by keeping buildings with similar massing and setbacks.
- Articulate building frontages and avoid long flat expanses.
- Provide storefront windows with displays and keep buildings built up to the sidewalk for pedestrian interest.
- Provide sidewalks of a comfortable width for pedestrians, with street trees.
- Integrate signs into the building and keep them at a pedestrian scale. Avoid internally illuminated signs.
- Provide on-street parallel parking.
- Avoid large-scale office park buildings.
- Avoid tinted or mirrored glass.
- Prohibit parking lots between the building and the street.

No



Esplanade

Yes



- Provide outdoor seating areas.
- Provide trees and planters.
- Provide storefront windows onto the esplanade with awnings and other pedestrian oriented details.
- Encourage outdoor cafes on the esplanade.
- Incorporate decorative elements into the paving.
- Provide for views of the river from inside buildings as well as from on the esplanade.
- Avoid long walls without articulation, even if storefront windows are provided.
- Provide plaza areas with benches or seating walls.
- Provide riverfront access where possible.
- Provide swings and individual movable seating.

No



Greenway

Yes

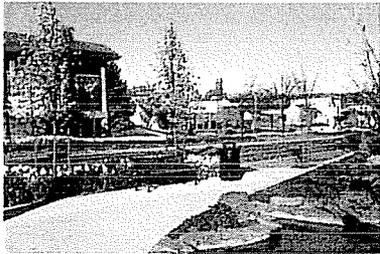
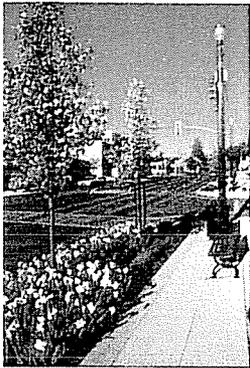
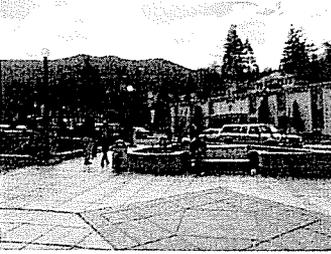


- A variety of types of paths are appropriate, depending on location and use



Streetscapes

Yes



- Provide street trees and decorative lighting.
- Where appropriate, provide planting strips between the sidewalk and the street.
- Provide high-quality benches and other street furnishings such as trash cans and bike racks.
- Allow for sidewalk cafes.
- Use decorative paving for plazas and crosswalks or to mark important nodes in the street.
- Provide impromptu seating areas, such as seating walls around planters.

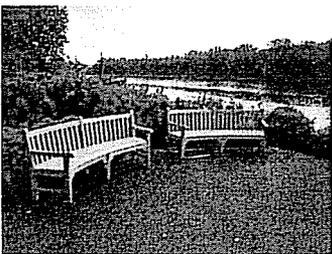


Riverfront

Yes



- Provide pathways and trails along the riverfront.
- Provide landscaping or native plantings around the riverfront.
- Avoid free-standing kiosks.
- Avoid a hard-edged treatment at the riverfront
- Provide seating areas with river views along the pathways.

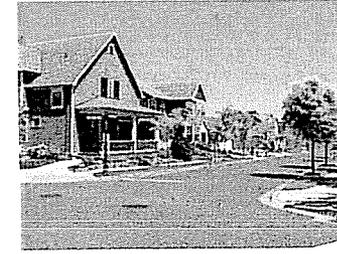
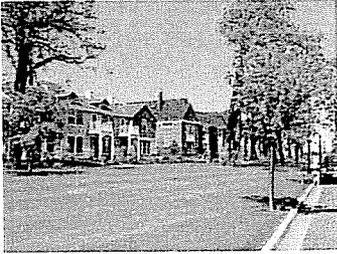


No



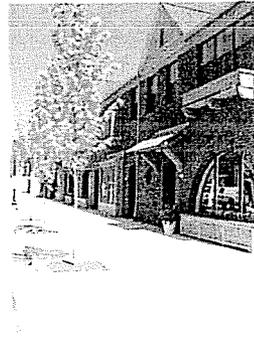
Residential

Yes



- Set back residences from the street.
- Provide a lawn or landscaping between the residence and the street.
- Provide street trees on residential streets.
- Provide a smaller-scale character for multi-family housing. If multi-family housing is constructed, provide individual front doors and porches, balconies, or patios.
- Clapboard siding, porches, and double-hung windows are good design features for housing.
- Townhouses are a good option for medium density areas, provided the units are individualized by roof forms, porches, and entries and there is landscaping.
- If apartments are constructed, providing them in buildings that look more like single family homes is better than in larger scale buildings with a single entry and double-loaded corridors.
- Avoid prominent garages and car parking. Make front doors more prominent, and tuck parking under or behind buildings. If garage doors are provided at the front of a unit, the garage entry should appear subordinate to the front door of the residence.
- Single story development is not preferred. Two to three story housing is preferred.
- For building massing, provide this or this , not this .

No



ECONOMIC FEASIBILITY

ECONorthwest Review

Concurrent with the master planning effort, an economic evaluation of the riverfront district was completed by ECONorthwest. The purpose of this review was to identify possible uses that the market would support in the riverfront area, and to identify favorable or likely uses and unfavorable or unlikely uses.

In general, ECONorthwest's review identified that recreation, residential, and retail uses are all good for the riverfront, given current market conditions. Mixed use development is another possibility, although it is usually more difficult to achieve. ECO noted that mixed use development would need to be in scale with the site and surrounding neighborhoods, and that a neo-traditional center would likely be a good fit. The review also noted that office uses are possible, but that large scale office development or office parks would not be good matches for the site. A hotel was seen as unlikely given the market and available amenities, but smaller scale lodging such as a bed and breakfast would be economically possible. ECO also indicated that a key factor in the development of the riverfront area would be funds for public improvements.

ECONorthwest's evaluation also examined the Southern Bypass, which could pass through the project area. Overall, ECO noted that the bypass would limit transportation connections between the river and downtown or would make them more expensive. The study noted that if a bypass was located closer to downtown, it would isolate the riverfront from the rest of Newberg, and that if it is too close to the river, it would isolate the riverfront district from the river itself. Also, ECO noted that noise and visual impacts from a bypass would make the riverfront area less attractive for any type of nonindustrial development, and that a southern bypass would overall create difficulties for development.

ECO examined two basic bypass scenarios: a southern bypass going through the riverfront project area but without access and a southern bypass going through the project area with an at-grade intersection allowing access to the riverfront area. The review found that a southern bypass without an access would present serious difficulties for development, because the riverfront area would be subject to all the problems associated with a bypass, including using a high percentage of the project area solely for transportation and through traffic and dividing the developable upland area, and none of the benefits that access would provide, such as an increased customer base. ECO noted that under the scenario of a bypass with an access, there would be more traffic and better access to the study area, thus facilitating commercial and recreational. However, the review found that a bypass with an access would still have the disadvantages associated with a bypass, such as noise and barriers. ECO's report indicated that a bypass with an access would be preferable to a bypass without access.

As part of the economic review, ECONorthwest also evaluated the potential of a variety of uses for the riverfront. Recreation, including an RV park and a riverboat landing, was one category of uses evaluated. Overall, ECO found that recreation would probably not be impacted by the southern bypass, and that a bypass with access would likely help recreational uses to succeed. In addition, they noted that views of the river and access to recreation are important factors for attracting other non-recreation development. ECO found that the riverfront is ideal for active and

passive recreation, and that the development of additional recreational and cultural amenities to complement already existing amenities in the area would be a good idea. An interesting idea that ECO noted as a potentially unique recreation element is horse trail development, for which there is apparently a fairly high demand.

The evaluation noted that an RV park could be feasible for the area if it was developed in a high-quality setting with good connections to nearby recreation. ECO noted that tent camping could be incorporated into an RV park, but that tent campers tend to look for more remote areas and want cheap sites. The challenge noted in the evaluation for an RV park in the riverfront area is location. ECO noted that locating an RV park along the river makes the most sense, except for aesthetics, which are likely to be very important in this particular area because of the effects on upland development. The evaluation noted that development potential on the upland would likely be diminished if it overlooked an RV park, rather than the river. ECO also noted that if a single person were developing the upland and the river's edge, they would likely not build an RV park near the river because the RV revenue would probably be less than the loss in value of the view properties on the upland. The evaluation did suggest that it could be possible to tuck a few RV spaces in near the base of the slope and screen them from view from the upper bank. Although the ECO report indicated that an RV park might be economically feasible, we believe that an RV park is not in keeping with the potential for the riverfront, and is particularly incompatible with the riverfront commercial district. It may be possible to provide some RV spaces on the former landfill site in a way that is compatible with the vision for the riverfront district, but overall, this use is not recommended.

Part of the evaluation included research into the possibility of providing recreational riverboat access and landing. ECO's research indicated that it is possible to bring some boats through the locks and up to Newberg, with enough water. However, riverboat operators indicated that demand is low for regular service to Newberg, and they are unwilling to speculate on such a route because of the high cost of operating a boat. Special charter excursion trips are a possibility, particularly if they occur in conjunction with a festival or other special event. Planning a special trip in the off-peak season (from January to early April and October to November) would also be easier. ECO's research indicated that riverboat operators prefer facilities that include a floating dock with a backpiling to prevent drifting, and water, sewer, and power available. An example of a special excursion that the economic report's findings appear to support is a wine country grape crush excursion in October.

Residential use was another land use that ECONorthwest considered in the economic evaluation. The evaluation noted that residential uses were a good choice for the riverfront area, and were supported by market conditions. River views and recreation access would make the project area an attractive site for residential development. A retirement center would likely also be a viable residential choice, given market conditions and the potential for high quality locations along the riverfront. However, ECO noted that any bypass option would be likely to lessen the value of residential property nearby, regardless of whether there is an access or not.

ECO also looked at industrial use, and indicated that this would not be a good use of the riverfront, which is view property. Industrial development would not take advantage of the view and would preclude access and views for other properties. In addition, ECO noted that

waterfront locations are no longer important to industrial firms, which don't need water transport or untreated water anymore, and that proximity to rivers is becoming unattractive to industrial uses because of increasing environmental regulations.

ECONorthwest considered the economics of a variety of commercial uses. In general, ECO found that a bypass with no access to the riverfront would not support commercial use, but that a bypass with an at-grade access would. The report did note, however, that with a bypass and access, the types of development that are easily attracted are highway and auto-oriented uses, which may not be compatible with the community vision for the riverfront.

Some of the commercial uses the ECO report indicated would be possible in the riverfront area include small retail stores, a restaurant in proximity to Rogers Landing, small-scale food and specialty retail serving the recreation area, medium scale grocery and convenience store, and mixed use development in a neo-traditional neighborhood environment. ECO indicated that a bypass with no access would make a neo-traditional center hard to achieve.

ECO indicated that smaller office uses would be best if they were mixed in with other uses, and that large corporate campus development would not be compatible because it would inhibit public access. The report findings also noted that office development, campus commercial, or retail power center are not the best uses for the site.

ECO was also asked to look at the possibility of a hotel or conference center in the riverfront area. They found that neither of these uses are likely, and indicated Newberg and the riverfront are not enough of a tourist or business destination to support a hotel, but franchise-type motels might be expected along the highways. An unlikely possibility that ECO mentioned was a specialty hotel – along the lines of a small, high quality lodge – that capitalized on recreation, a rural atmosphere and the wine country. Smaller scale Bed & Breakfast type operations are more likely for the riverfront. ECO also found that a conference center would be unlikely, mainly because these are not money-makers. The report indicated that either public agencies build them to attract people to the city or hotels develop them to sell rooms. ECO's opinion was that Newberg doesn't have enough revenue to subsidize construction and operation of a conference center, and that this is likely not the best use of funds.

The Riverfront Master Plan and the Economic Findings

Overall, the economic findings support the ideas contained in the proposed Riverfront Master Plan. The Master Plan focuses recreational, residential, and small-scale river-oriented commercial uses within the riverfront project area, which is supported by the finding that these uses make sense for the riverfront under current economic conditions.

The Riverfront Master Plan focuses recreational uses along the waterfront and in the floodplain. This takes advantage of and builds on existing recreational resources at Ewing Young Park and Rogers Landing Boat Ramp. The former landfill site is targeted for future park use. The Willamette Greenway is designated through the project area connecting to the greater Willamette Valley, and a secondary trail system connects parks within the project area and links into the Greenway. Pedestrian access to the river is improved to bring more people to the river, and better access is provided for bicyclists and non-motorized boaters. All of these recreational