



Final Memo #1: Newberg Downtown Improvement Plan Existing Conditions Analysis

Prepared for

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1. INTRODUCTION

Background and Purpose

This Existing Conditions Analysis memo summarizes the contextual background informing the preparation of Newberg’s Downtown Improvement Plan (NDIP, or Plan). This report is based upon the review of data provided by the City of Newberg, research conducted by members of the project team, and observations from a walking tour of the study area taken with City staff and the Project Management Team on August 27, 2015. The purpose of this report is threefold:

- To summarize and briefly analyze the existing conditions and issues within the study area associated with land use, transportation, parking, infrastructure, urban form, and the built environment.
- To summarize the planning and regulatory context of this project and to highlight those policy, planning, and regulatory requirements that may have an impact upon the NDIP.
- To briefly highlight the potential opportunities and constraints posed by the existing conditions within the study area.

A companion report will address the overall economic and market conditions present within the study area. Taken together, these two assessments of current conditions will inform the work of the community to identify opportunities and establish a future vision and concepts for improving downtown Newberg.

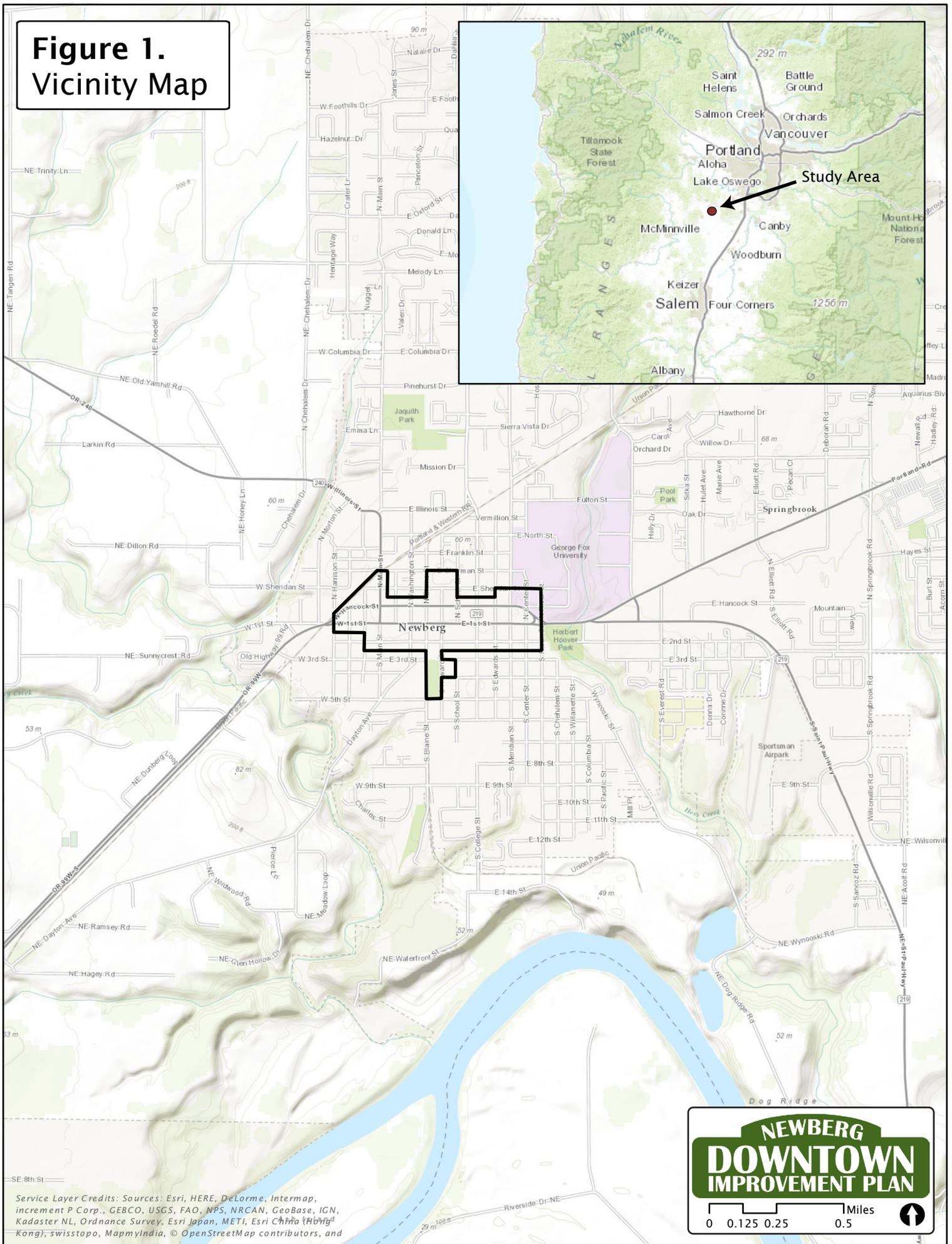
Report Organization

This report summarizes the contextual policy framework and existing conditions found within the study area for the topic areas of transportation, public facilities, public parking, land use, and urban design. Individual memoranda providing additional detail addressing the specific topics are attached as appendices to this report.

Study Area

The NDIP is focused upon a study area consisting of approximately 65 acres (see Figure 1) and is generally bordered by Harrison Street on the west, Sheridan Street on the north, River Street on the east and 2nd Street to the south. The study area is bisected by three important state highways—99W (running east to west), 219 (running north to south), and 240 (running north to south). Figure 1 illustrates the project boundary for the NDIP.

**Figure 1.
Vicinity Map**



Service Layer Credits: Sources: Esri, HERE, DeLorme, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and

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0 0.125 0.25 0.5 Miles

2. TRANSPORTATION SYSTEM

2.1 Policy Framework

The following section summarizes relevant transportation policies for downtown Newberg as reported in the ongoing Newberg Transportation System Plan (TSP) Update.¹ More information is available in Appendix A.

Newberg TSP Update Transportation Goals

The following five transportation goals were used during the TSP update process:

- Goal 1: Maintain or improve access to existing properties and employment areas; improve freight traffic and/or minimize downtown trips for through traffic; have minimal impact on adjacent properties.
- Goal 2: Emphasize visual and aesthetic qualities in their design; minimize any potential energy, social, environmental, and economic impacts; improve rail, water, and air transportation systems where possible.
- Goal 3: Enhance access for emergency response; include improvements meant to reduce crash frequency and severity and/or to enhance pedestrian/bicyclist safety.
- Goal 4: Include complete street² principles with both vehicle and pedestrian/bicycle improvements; improve the connectivity of the street and/or sidewalk system; improve access to public transit.
- Goal 5: Provide the most cost effective improvement option and identify stable funding sources for improvements; repair, maintain, and/or improve existing facilities and protect needed right-of-way for future projects; or constructed as a mitigation requirement by private development.

Highway Classification and Designation

Oregon Highway Plan (OHP) Policy 1A categorizes state highways for planning and management decisions. Updates to the TSP will support the existing highway classifications and will enhance the ability of the highways in Newberg to serve transportation needs consistent with their defined functions. The following classifications apply to state facilities in Newberg:

- OR 99W (Pacific Highway West, No. 91/1W) is classified as a Statewide Highway, part of the National Highway System (NHS), a Truck Route, and a Freight Route. Statewide Highways primarily serve interurban and interregional travel and strive to provide safe and efficient, high-

¹ Newberg TSP Volume 2: Technical Memorandum 2 – Background Document Review for Newberg TSP Update

² The following description of complete streets is provided by the National Complete Streets Coalition: “Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations...” For more information: <http://www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals/complete-streets-faq>, October 2015.

speed operation with minimal access and interruption. Operation may be affected by special land use designations described below.

- OR 240 is classified as a District Highway. District Highways function as county and city arterials or collectors and provide connections between small urbanized areas. The goal of these facilities is to provide moderate to high-speed operation in rural settings and moderate to low-speed operation in urbanized areas.
- OR 219 is classified as a District Highway, except for the portion where it joins with OR 99 (MP 20.19 to 20.73) where it becomes a Statewide Highway and truck route.
- OR 18 Newberg-Dundee Bypass (under construction) is expected to be classified as a Bypass and Expressway. Expressways are characterized by limited access. The primary purpose of Expressways is to serve interurban travel and provide for high-speed and high-volume traffic with minimal access and interruption.

Special Designations

OHP Policy 1B permits special highway segment designations where specific types of land use patterns foster compact development and in areas where the need for appropriate local access outweighs the considerations of highway mobility. Currently, there are no Special Transportation Area (STA) designations on OR 99W in Newberg. Such designations may be considered during the TSP update or subsequent planning processes to acknowledge that the highway (and couplet) serves as some of Newberg's primary streets (including retail store-fronts in the downtown area) and that mobility and through traffic needs must be balanced with local access needs.

State Highway Freight System

OHP Policy 1C addresses the need to balance the movement of goods and services with other uses. It states that the timeliness of freight movements should be considered when developing and implementing plans and projects on freight routes. Within Newberg, OR 99W is classified as a Federal Truck Route and an Oregon Freight Route. This classification could change with the completion of the Newberg-Dundee Bypass.

Roadway Mobility Targets

There are two primary methods used to rate traffic mobility: a numeric volume to capacity (v/c) ratio and a level of service (LOS). The v/c ratio is a decimal representation (between 0.00 and 1.00) of the proportion of capacity that is being used (i.e., the saturation) at a turn movement, approach leg, or an intersection. It is determined by dividing the peak hour traffic volume by the hourly capacity of a given intersection or movement.

A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 1.00, congestion increases and performance is reduced. If the ratio is greater than 1.00, the turn movement, approach leg, or intersection is oversaturated and usually experiences excessive queues and long delays.

The LOS is a "report card" rating (A through F) based on the average delay experienced by vehicles at the intersection. LOS A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. LOS D and E are progressively worse operating conditions. LOS F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity. This condition is typically evident in long queues and delays.

OHP Policy 1F sets mobility targets for ensuring a reliable and acceptable level of mobility on the highway system.³ The OHP assesses mobility in terms of the v/c ratio. The mobility targets are applicable to long-range planning for state highways in Newberg during peak hour operation,⁴ pursuant to Policy 1F, Table 6.

It is anticipated that the findings of the transportation analysis for the TSP update may support a change of mobility targets for OR 99W within the city; the TSP update process is an opportunity to develop and apply alternative mobility targets. The Oregon Transportation Commission (OTC) must approve proposed alternative mobility targets on state highways.

The City of Newberg TSP⁵ states that LOS D is typically regarded as the minimum operational threshold for signalized intersections, while LOS E is the minimum operational threshold for unsignalized intersections.

The motor vehicle conditions in Newberg vary based on the time of year. Operations at the four downtown study intersections analyzed in the TSP Update, listed in Table 1, were evaluated during the p.m. peak hour of the peak seasonal period (30th highest annual hour) and the average weekday. All locations currently meet mobility targets.

Table 1. Intersection Operations (2012 p.m. peak)

Intersection	Mobility Target	Peak Seasonal		Average Weekday	
		V/C Ratio	LOS	V/C Ratio	LOS
Hancock Street (99W)/Main Street	0.85	0.70	B	0.64	B
Hancock Street (99W)/College Street	0.85	0.76	B	0.70	B
1st Street (99W)/Main Street	0.85	0.57	B	0.52	B
1st Street (99W)/College Street	0.85	0.58	B	0.53	B

Access Management on State Highways

The Oregon Access Management Rule⁶ (OAR 734-051) strives to balance the safety and mobility needs of travelers along state highways with the access needs of property and business owners. ODOT’s rule

³ In particular, the mobility targets in Table 6 of OHP Policy 1F are applicable to state facilities in Newberg and are considered standards for purposes of determining compliance with Transportation Planning Rule (OAR 660-012).

⁴ OHP Policy 1F uses the 30th highest annual hour as the peak hour. Alternatives to the 30th highest annual hour may be established as part of adopting an alternative mobility target.

⁵ Newberg TSP (2005), Section 3

sets guidelines for managing access to the state’s highway facilities in order to maintain highway function, operations, safety, and the preservation of public investment consistent with the policies of the 1999 OHP. Access management rules allow ODOT to control the issuing of permits for access to state highways, state highway rights of way, and other properties under the State’s jurisdiction.

Table 2 identifies the minimum private access spacing standards for streets in Newberg. Within developed areas of the city, streets not complying with these standards could be improved with strategies that include shared access points, access restrictions (through the use of a median or channelization islands), or closed access points as feasible. New streets or redeveloping properties must comply with these standards, to the extent practical (as determined by the city engineer).

Table 2. Access Spacing on Newberg Streets

Roadway Functional Classification	Minimum Public Street Intersection Spacing (feet)*	Frontage Required per Additional Driveway** (feet)	Driveway Setback from Intersecting Street† (feet)
ODOT Statewide Highway		NA	NA
Speeds 30 & 35 (Urban)	500		
Speeds 40 & 45 (Urban)	800		
Major arterial		NA	NA
Urban (outside Central Business District)	500		
Central Business District	200		
Minor arterial			
Urban (outside Central Business District)	300	200	150
Central Business District	100	200	150
Major collector	200	150	100
Minor collector	150	75	100
Local streets	100	75	50

*Street Spacing measured centerline to centerline

**Requirement is the minimum frontage required per additional driveway beyond the first. Where two driveways are constructed, at least one curb parking space shall separate each driveway approach.

†The setback is based on the higher classification of the intersecting streets. Measured from the curb line of the intersecting street to the beginning of the driveway, excluding flares. If the driveway setback listed above would preclude a lot from having at least one driveway, including shared driveways or driveways on adjoining streets, one driveway is allowed as far from the intersection as possible.

Improvements on State Highways

The Highway Design Manual⁷ (HDM) provides uniform standards and procedures for ODOT and is in general agreement with the 2001 American Association of State Highway and Transportation Officials (AASHTO) *A Policy on Geometric Design of Highways and Streets*. Some key areas where guidance is provided are the location and design of new construction, major reconstruction, and resurfacing,

⁶ Access Management Rule: http://arcweb.sos.state.or.us/rules/OARS_700/OAR_734/734_051.html

⁷ ODOT Highway Design Manual: http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy_manuals.shtml

restoration or rehabilitation (3R) projects. The HDM should be used for all projects on state highways in Newberg to determine design requirements, including the maximum allowable v/c ratios for use in the design of highway projects.

2.2 Existing Conditions Summary

The completion of the first phase of the Newberg-Dundee Bypass will provide an alternate route for regional traffic that currently passes through downtown Newberg on OR 99W. The initial 20 percent reduction⁸ in traffic along the existing OR 99W couplet (1st Street and Hancock Street) provides an opportunity for the community to consider options for enhancing the downtown area. The Newberg TSP Update explored several concepts for reducing travel lanes through downtown. The City Council supported the concept of removing a lane of traffic along both 1st Street and Hancock Street, resulting in two lanes in each direction. The NDIP will further develop this potential concept.

As state highways, OR 99W (1st Street and Hancock Street), OR 219 (College Street), and OR 240 (Main Street) are under the jurisdiction of ODOT which controls decisions related to traffic control, signing, striping treatments, and access location. These requirements are maintained through various state policies. ODOT would continue to control and maintain the existing 1st-Hancock couplet (following the Bypass opening) without a formal agreement to transfer authority to the City. However, some portions of the highways through downtown are “resoluted”⁹ and ODOT only manages between each curb, including 1st Street (Harrison Street to River Street), Main Street (1st Street to Illinois Street), and College Street (1st Street to Vermillion Street). ODOT has acquired in fee right of way and manages from right-of-way line on either side of the street along Hancock Street.

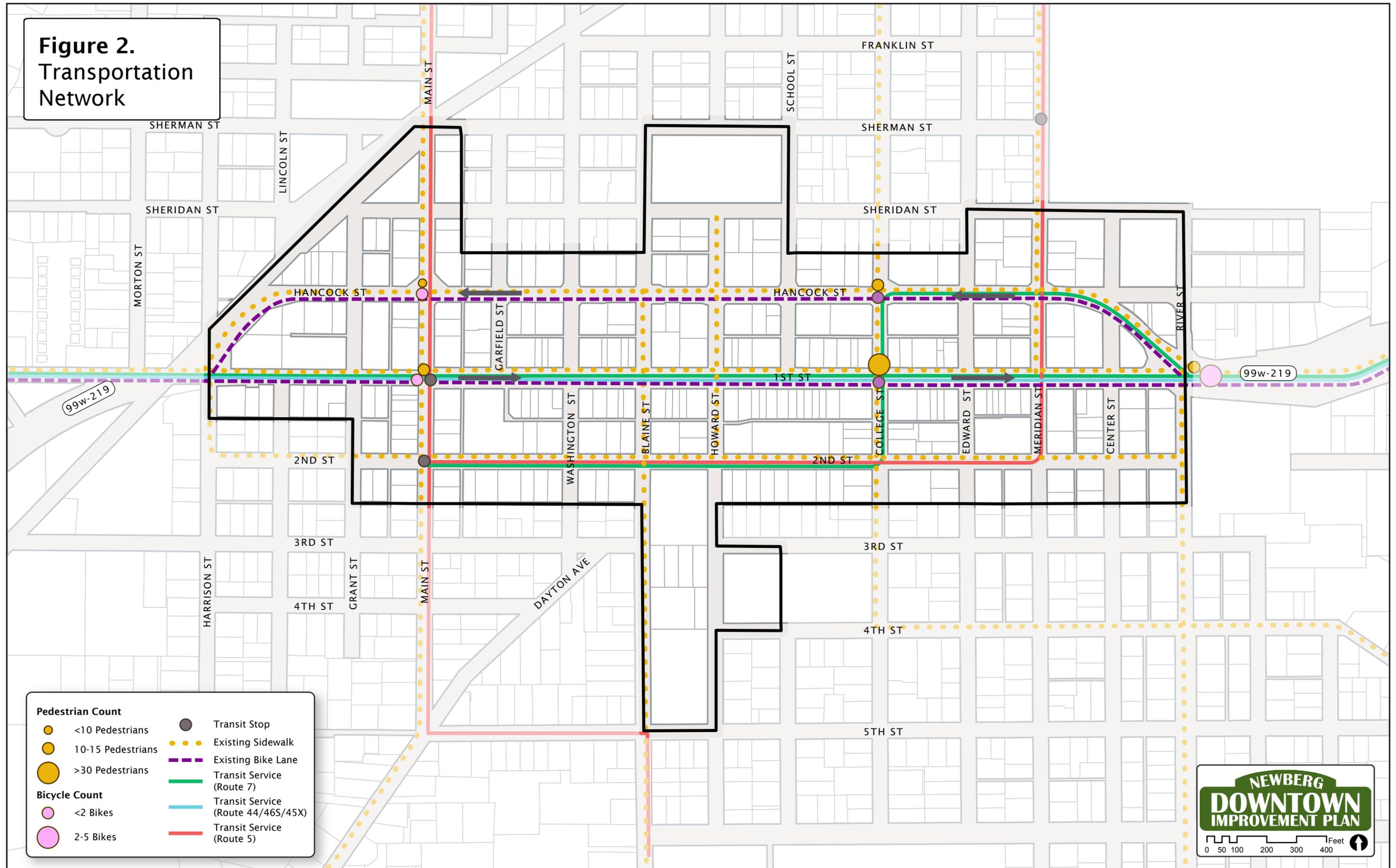
The current transportation conditions through downtown Newberg vary by mode (see Figure 2). As a state highway, OR 99W serves regional movement with three travel lanes in each direction along the 1st-Hancock couplet. Traffic signals along the corridor are timed to facilitate the movement of vehicular traffic and freight along the corridor, and the four intersections analyzed in the TSP currently meet ODOT mobility targets. Due to the traffic volume and width of the corridor, crossing the street at unsignalized intersections can be difficult for both motor vehicles and pedestrians/bicyclists that wait for gaps to travel north-south. The downtown area is well connected with sidewalks for pedestrian travel. Bicycle lanes are provided along the couplet and some connecting roadways. Transit service is provided along the couplet, but local and regional routes have limited service frequency with headways of one hour or longer. Additionally, transit stop information and other amenities are limited.

⁸ Traffic reduction based on average daily traffic volumes. *Memo: Newberg-Dundee Bypass - Phase 1 Technical Report Addendum*, prepared by Kittelson & Associates, September 2011.

⁹ Email from Gerry Juster, ODOT, July 13, 2015.

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Figure 2.
Transportation Network



- Pedestrian Count**
- <10 Pedestrians
 - 10-15 Pedestrians
 - >30 Pedestrians
- Bicycle Count**
- <2 Bikes
 - 2-5 Bikes
- Other Symbols:**
- Transit Stop
 - Existing Sidewalk
 - Existing Bike Lane
 - Transit Service (Route 7)
 - Transit Service (Route 44/46S/45X)
 - Transit Service (Route 5)

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0 50 100 200 300 400 Feet

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Opportunities and Constraints

Based on the review of transportation policies and the state of the existing and planned transportation system, the following opportunities and constraints were identified.

Opportunities

- Phase 1 of the Newberg-Dundee Bypass will shift regional traffic away from downtown Newberg and reduce traffic volumes along OR 99W.
- Reallocation of the current couplet configuration (such as removing a travel lane in each direction) may provide additional space for other amenities and opportunities.
- Removing a lane of traffic in each direction could reduce the distance needed to cross OR 99W and could make the area more welcoming for pedestrian and bicycle travel.
- ODOT has jurisdiction of OR 99W and could be a partner in developing, funding, and implementing future strategies and improvements along the corridor.
- The rail corridors (north-south on Blaine Street to the riverfront and east-west in Willamette & Pacific line) have not been analyzed through this plan but may provide future opportunities.
- Changing designation along the corridor (such as adding STA designation or removing freight designation/truck route from 99W due to the Bypass) would provide additional flexibility for vehicular mobility and enhancement for other modes.

Constraints

- While Phase 1 of the Newberg-Dundee Bypass will initially reduce volume on OR 99W downtown, additional local and regional growth will later return traffic to current levels within about 15 years.¹⁰
- ODOT has jurisdiction of OR 99W and has authority for future decisions along the corridor.
- Under current highway designations and state policies, OR 99W may require design exceptions or other considerations to achieve potential transformations that are identified through the NDIP.
- Existing development along the highway corridor constrains the available right of way for serving all modes of travel.

¹⁰ Estimates based on Phase 1 traffic projections east of College Street found in Table 1. *Memo: Newberg-Dundee Bypass - Phase 1 Technical Report Addendum*, prepared by Kittelson & Associates, September 2011.

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3. PUBLIC FACILITIES

3.1 Policy Framework

The water distribution, storm sewer, sanitary sewer, and transportation systems must be designed and maintained according to local, state and federal guidelines and regulations. The 2015 City of Newberg Design & Construction Standards Manual in concert with the Master Plans for each of these systems outline the policy and design standards applicable in the design of new facilities or revisions to the existing systems. The 2004 City of Newberg Water Distribution System Plan,¹¹ 2014 City of Newberg Stormwater Master Plan,¹² 2007 City of Newberg Sewerage Master Plan Update,¹³ and 2015 Newberg Transportation System Plan Update Draft¹⁴ each provide policy guidance.

3.2 Existing Conditions Summary

This section provides a summary of public facilities information. Additional details are available in Appendix B.

Water Distribution System

The water distribution system serving the Newberg downtown area is well established. There are no specific projects within the study area identified in the City of Newberg Water Distribution System Plan to make improvements to the system, though the plan recommends replacing aging pipelines as part of the annual City budgeting process. One location identified by the City of Newberg as having insufficient pressure for future development is the pipe on the south side of 1st Street.

Storm Sewer System

The downtown stormwater system is concentrated on Hancock Street, 1st Street, and Howard Street. The City of Newberg Drainage Master Plan identified a number of observed drainage problem areas, as reported by City staff. The plan identified one project within the study area. This project, located from Hancock near Howard Street, diagonally to Blaine Street, and only partially within the study area, recommends decommissioning a storm sewer line that runs on private property and upsizes surrounding lines to accommodate future anticipated flows.

Sanitary Sewer System

Oriented on a grid system in downtown Newberg, the sanitary sewer system is well established to serve the study area. One of four named sanitary trunklines in the city, the 21-inch-diameter Wyooski Trunkline cuts through the east end of the study area. The City of Newberg Sewerage Master Plan

¹¹ 2004 City of Newberg Water Distribution System Plan, CH2MHill, December 2004.

¹² City of Newberg Stormwater Master Plan, Brown and Caldwell (Alissa Marie Maxwell), June 5, 2014.

¹³ City of Newberg Sewerage Master Plan Update 2007, Brown and Caldwell (James R. Hansen), June 21, 2007.

¹⁴ Newberg Transportation System Plan Update, DKS Associates, September 21 2015 DRAFT version.

recommends upsizing a portion of this trunkline in the study area from 21 inches to 24 inches to increase its capacity for modeled 2040 flows.

Transportation System

Under a combination of state and local jurisdiction, the downtown Newberg roadway system is a well-established grid system providing connectivity for automobiles, bicycles, and pedestrians. The Newberg TSP Update identifies a number of recommended future projects, categorized by transportation mode and classified by the likelihood they will receive funding based on analysis and forecasting of funding through 2035.

Opportunities and Constraints

Potential opportunities for and constraints to development in the Newberg Downtown area were identified through the existing conditions analysis and conversations with City staff. The following opportunities and constraints were identified:

Opportunities

- ODOT jurisdiction over some or all of the 1st Street and Hancock Street (99W) right-of-way can be beneficial from a partnering perspective for future development in the corridor. Communication of goals and objectives and formulation of mutually beneficial solutions with regard to the future of the corridor may be keys to successful partnering.

Constraints

- The locations of private underground utilities and abandoned underground oil storage tanks in the downtown area are uncertain. If uncovered during construction, they could present challenges not previously foreseen and add to project costs for relocation, remediation and removal.
- Sidewalk vaults in unconfirmed locations could inhibit or constrain roadway reconstruction, especially widening.
- City staff noted that there have been abandoned railroad ties discovered during past construction projects embedded in roadways in the downtown area. Wooden railroad ties encased in concrete approximately six inches under the asphalt are known to be located in 1st Street west of Harrison Street and at Meridian Street in the center of the roadway.
- The existing water lines on the south side of 1st Street are currently undersized and unable to support any new service on that line. This would hinder building development in the area served by the water line.
- Coordination with the rail owner and Portland & Western Railroad (which has an expired franchise agreement) is required for work on or in Blaine Street due to the active rail line in the right-of-way.

4. PUBLIC PARKING

4.1 Policy Framework

Developments that occur in the downtown area are subject to the design and development guidelines outlined in Chapter 15.440 of the Development Code. Generally, new commercial development targeted for the C-3 zone (Downtown) is not required to provide off-street parking. If a builder chooses to provide off-street parking, the parking is subject to minimum landscaping requirements per City lot design guidelines. In 2015, the City began a new program called the Newberg Street Seat Pilot Program. The program allows eating/drinking establishments to apply for a semi-permanent “street seat” which converts on-street parking spaces to additional outdoor seating for restaurants.

4.2 Existing Conditions Summary

The consultant team assembled a complete inventory of all parking located within the study area. This section presents a summary, while additional details are available in Appendix C. The inventory was initiated using a combination of aerial maps and Google Maps Streetview imagery. Two draft Excel databases were developed from this assessment: one for the on-street and one for the off-street system. The on-street database identifies all curbside parking within the study area by block face and by stall type (i.e., 15-Minute, 2-Hour, Handicap, etc.).

The off-street database was populated with information derived from multiple on-site inspections by consultant team surveyors. Inspections included visits to sites, physical counts of parking stalls, supportive research on property (site) ownership, and type of parking identified (e.g., retail, office, residential, etc.). Table 3 provides an accounting of downtown Newberg’s on- and off-street parking system.

Table 3. 2015 Newberg On- and Off-Street Parking Inventory

Stalls by Type	Total Stalls	% of Total Stalls
10 Minutes	3	<1%
15 Minutes	14	1.5%
30 Minutes	1	<1%
1 Hour	6	<1%
2 Hours	267	28.3%
No Limit	640	67.8%
Handicap	9	1.0%
Theater	3	<1%
Reserved	1	<1%
Subtotal	944	100%
<i>Total On-Street Stalls</i>	944	45.1%
<i>Total Off-Street Stalls</i>	1,146	54.8%
Total Stalls	2,091	100%

The combined downtown parking system for Newberg includes 2,090 stalls nearly evenly split between on-street (45 percent of all spaces) and off-street (55 percent of all spaces) options. The on-street system is comprised of nine different stall types, the majority (68 percent) of which are unregulated, with no time restriction. An additional 28 percent of stalls are 2-Hour stalls, primarily located along 1st Street and the south side of Hancock Street. The remainder of stall types is a mix of 10- to 60-Minute stalls, Handicap, Theater, and Reserved stalls.

Table 4 provides an aggregated list of off-street parking lots by their observed use type.

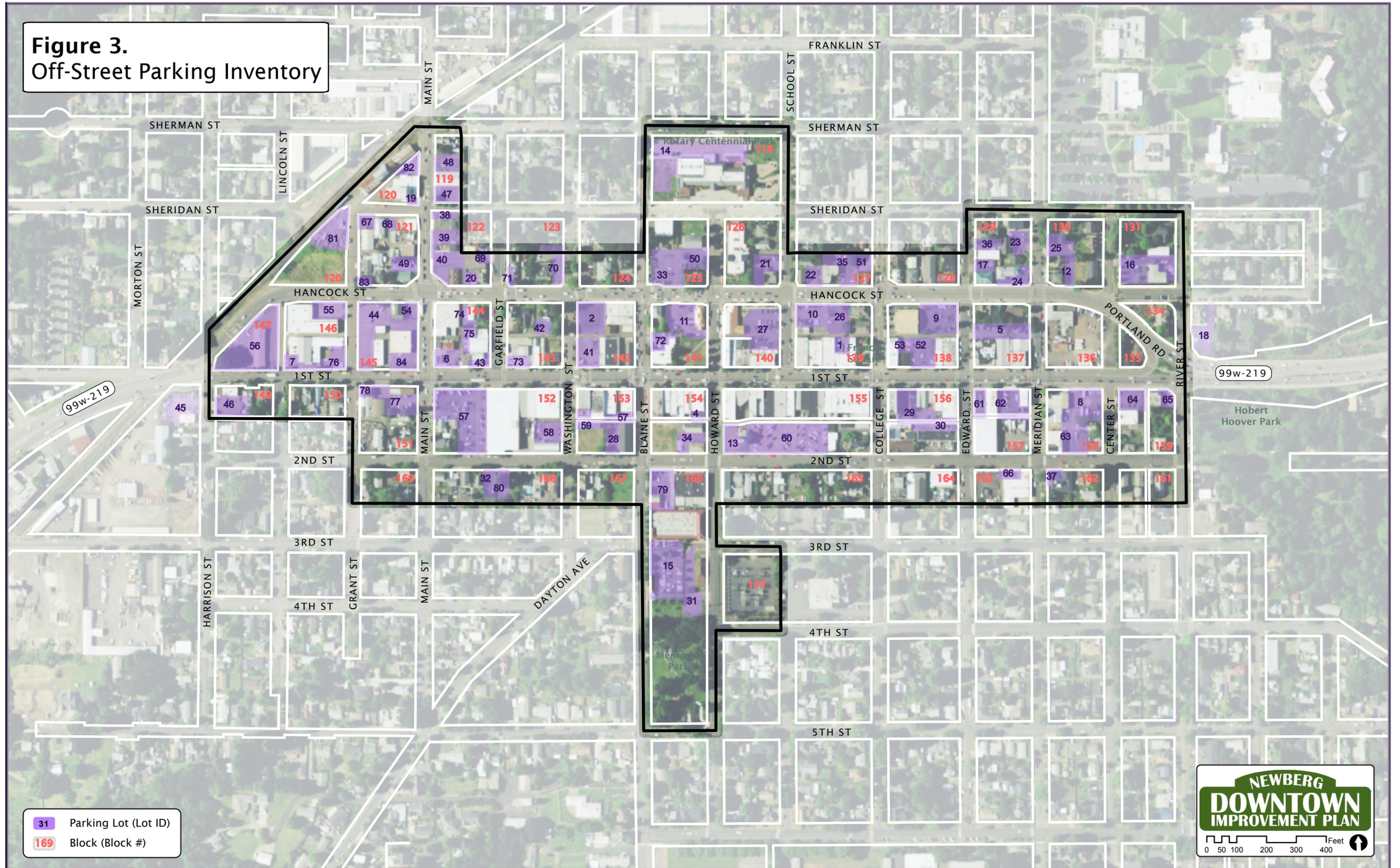
Table 4. Downtown Newberg Off-Street Parking Inventory by Use Type

Use Type	Number of Lots	Stalls	% of Total
Auto	4	36	3%
Bank	3	48	4%
Church	2	18	2%
Civic	5	121	11%
Institution	1	32	3%
Medical	2	24	2%
Office	13	146	13%
Public	3	131	11%
Residential	3	33	3%
Restaurant	10	128	11%
Retail	20	279	24%
Service	14	98	9%
Unknown	5	59	5%
Total	85	1,146	100%

The table above shows a thematic interpretation of how parking is allocated based on observed land use types based on parking surveyor observation. Nearly a quarter (24 percent) of off-street parking is dedicated to retail uses, 14 percent serves office uses, and 11 percent each is dedicated to civic, restaurant use, and public (general) uses.

Figure 3 shows locations and capacities of off-street parking lots. More information about these lots can be found in Appendix C.

Figure 3.
Off-Street Parking Inventory



31 Parking Lot (Lot ID)
169 Block (Block #)

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0 50 100 200 300 400 Feet

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Opportunities and Constraints

Downtown Newberg is a quintessential “main street” town with the majority of its retail and restaurant business focused on 1st Street (and Hancock Street). 1st Street provides for a pleasant pedestrian experience with its scarcity of off-street parking lots and with zero-lot-line buildings fronting the sidewalks. Hancock and 2nd Streets are secondary retail streets with more punctuated building frontages interspersed with surface parking lots. The on-street parking on 1st Street and perpendicular streets is nicely formatted with individual stalls delineated with pavement striping, which is a customer-friendly treatment. In general, on-street parking signage is clear to the user, but the system could benefit from design standards for how the frequency of signage is deployed in the right of way.

Opportunities

- Parking activity downtown at first glance appears brisk, particularly on-street—a visitor’s first choice in parking—while in general, the off-street system has much greater stall availability.
- Consequently, the off-street lots, in cooperation with willing property owners, present an opportunity for additional shared use supply. For example, there are at least two downtown banks that are closed on weekends that could provide additional visitor (or employee) parking with proper signage.
- Another opportunity is the availability of select developable parcels in the study zone, which could provide for a branded district parking facility.

Constraints

- The potential for shared surface parking lots must meet the requirements of Newberg Development Code outlined in 15.440.050 (A and B).
- Any new or redeveloped parking in downtown would also be required to meet the landscaping/coverage requirements in the Development Code.
- The City may want to consider the allowance of more urban style treatments in the C-3 zone to create visual separation of parking, such as an urban fence or similar treatments that maximize parking capacity and also provide an urban aesthetic to the district.

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5. LAND USE AND URBAN DESIGN

5.1 Policy Framework

Land use planning in Oregon is governed by 19 statewide planning goals. State law requires each city and county to have a comprehensive plan consistent with the goals as well as zoning and ordinances needed to put the plan into effect. The local comprehensive plan guides a community's land use, conservation of natural resources, economic development, and public facilities. It includes a policy element that sets forth the community's long-range objectives and the policies by which it intends to achieve them. The policy element of each community's plan is adopted by ordinance and has the force of law.

The City of Newberg's Comprehensive Plan was adopted by the City Council in 1979 and has been amended numerous times since then. There are many land use policies that apply in general to the NDIP. Policies that mention the downtown area specifically include:

- Section H. The Economy. Policy 3.a. "The City shall encourage the retention of the downtown core as a shopping, service and financial center for the Newberg area. New commercial developments shall be encouraged to locate there."
- Section J. Urban Design. Policy 5-Downtown Policies d. "The City shall discourage the use of the central business district for nonintensive land uses or uses which have a low floor area to site size ratio."
- Section J. Urban Design. Policy 5-Downtown Policies e. "The City shall encourage a higher utilization of downtown space, encouraging intensive use of all building levels."
- Section J. Urban Design. Policy 5-Downtown Policies f. "A concerted effort should be made to revitalize the central business district through rehabilitation or redevelopment of existing areas."
- Section J. Urban Design. Policy 5-Downtown Policies h. "Benches, street trees, and other pedestrian-scaled amenities shall be planned for and encouraged in the downtown area."

Urban design deals with the larger scale of groups of buildings, streets and public spaces, whole neighborhoods and districts, and entire cities, with the goal of making urban areas functional, attractive, and sustainable. Because urban design transects many aspects and categories found in the City of Newberg's Comprehensive Plan, the following additional sections are also relevant.

- Section G. Open Space, Scenic, Natural, Historic and Recreational Resources. Polices 1, 2 and 3.
- Section H. Housing Goal: "To provide for diversity in the type, density and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels." (Ordinance 2006-2634)
- Section K. Transportation:
 - Goal 5: "Maximize pedestrian, bicycle and other non-motorized travel throughout the City."
 - Goal 6: "Provide effective levels of non-auto oriented support facilities (e.g. bus shelters, bicycle racks, etc.)"

Goal 8: “Maintain and enhance the City’s image, character and quality of life.”

Goal 9: “Create effective circulation and access for the local transportation system.”

- Section L. Public Facilities and Services Goal, “To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.”
- Section M. Energy, Goal: “To conserve energy through efficient land use patterns and energy-related policies and ordinances.”

There are several land use plans and other documents in addition to the Comprehensive Plan that provide guidance regarding downtown Newberg.

Declared Future for Downtown Newberg in 2020. The Newberg Downtown Association created this document during a visioning workshop in 2001. While not an official City document, it describes some of the community’s aspirations for its downtown. These include aesthetics such as historic street lighting, streetscape amenities and public art, and land uses such as linkages to the riverfront and public parking.

Beyond the Vision: The Chehalem Valley in 2020. This Chehalem Valley strategic plan was a cooperative effort of the City of Dundee, City of Newberg, Chehalem Park and Recreation District, Newberg Public Schools, and Yamhill County. The document mentions downtown development, stating that the City of Newberg is engaged in a plan to revitalize its downtown area and that the Newberg Downtown Coalition and Chehalem Valley Chamber of Commerce are partners in this effort.

Ad Hoc Committee on Newberg’s Future. In 2004, the Newberg City Council created this document to provide a forum for citizen involvement in planning for Newberg’s future land use patterns. The committee made recommendations to help the City Council make future amendments to the comprehensive plan, including one specifically related to the downtown area: “Downtown should continue as a commercial center and should expand.”

City of Newberg Economic Opportunities Analysis (EOA). This analysis was adopted by the Newberg City Council in 2006 and revised in 2013. The City subsequently repealed the 2013 EO in 2015. The EOA includes a list entitled Comprehensive Plan Policies and Recommended Supportive Economic Development Actions. One of these actions recommends the City “develop a Downtown Revitalization Master Plan prior to the construction of the Newberg-Dundee Bypass. Identify funding sources necessary to implement the plan.”

City of Newberg Historic Resource Inventory- 1985 (Updated 1990). An initial inventory of historic properties for the City of Newberg was conducted in 1984 and 1985 and encompassed assets within the city limits of Newberg and the urban growth boundary. A final report was prepared including a historical overview of the city’s development, major historical themes, building types and styles, methodology, the evaluation process, findings, and preservation recommendations. In 1990, the City of Newberg updated the 1985 study documenting the alterations, rehabilitations, and demolitions since the completion of 1985 inventory.

Newberg Street Seat Pilot Program. In 2015 the City of Newberg launched a pilot program allowing eating/drinking establishments located downtown to apply for a semi-permanent street seat (regular or daily occupancy) repurposing on-street parking spaces to add additional outdoor seating for a restaurant so people can stop, sit, and take in the life of the street. The pilot program is limited to six parking spaces.

City of Newberg, Downtown Bike Rack Cost Share Program. Businesses and the City partner in this pilot program to provide more bike racks downtown. The City purchased bike racks within the color range suggested by the Newberg Downtown Coalition’s recommended color palette. Downtown businesses may purchase them, and the City will install and provide long-term maintenance for them.

City of Newberg, Title 15 Development Code, Chapter 15.420 Landscaping and Outdoor Areas. This section of Title 15 provides required minimum standards for landscaping and outdoor spaces, and landscaping and amenities in public right-of-ways.

Downtown Development Plan

The Downtown Development Plan was adopted in 1986 to “guide in the revitalization of the downtown area.” At that time, the City of Newberg was seeing a decline in downtown business since 1970 despite the large increase in population (70 percent) and traffic flow (50 percent). This pattern indicated that the traffic through downtown was stifling the businesses by creating an unsecure shopping environment. However, the City also recognized that this created a potential economic development opportunity if they could control and re-route the traffic.

The plan identified four important assets of downtown Newberg that provide the highest revitalization potential:

1. The 1st Street business district providing a strong core of neighborhood shopping
2. Civic functions being retained within the downtown area
3. Building character of the “main street” environment
4. Market potential of OR 99W

The findings of the transportation analysis conducted in association with the development of this plan concluded that approximately two-thirds of the through traffic did not stop in Newberg. Furthermore, the findings stated through traffic speeds were too high for a downtown setting and that many of the current and future traffic problems would be solved with a bypass, although this would require traffic solutions to offset the negative impacts to the revitalization and redevelopment efforts. The document also includes plans to maximize short-term parking in the core without impacting the residential neighborhoods. Other traffic circulation plan elements included a one-way couplet between Hancock and 2nd Streets and converting 1st Street into a two-way shopping street.

Urban Renewal Plan

The Newberg Urban Renewal Plan was developed and approved by the Newberg City Council in 2001 with the assistance of a 12-member community task force, but was subsequently repealed through voter referendum in 2002. The plan provides goals and objectives to implement development strategies, aimed at eliminating blighting influences in the renewal area, many of which are incorporated into the Newberg Comprehensive Plan. The downtown area is only a portion of the full renewal area.

Major goals of the urban renewal plan included:

- Promote private development and job creation
- Rehabilitate building stock
- Improve streets, streetscapes, and open spaces
- Improve utilities

- Provide adequate parking
- Provide adequate public facilities
- Support the arts, culture, and heritage
- Support other City policy goals

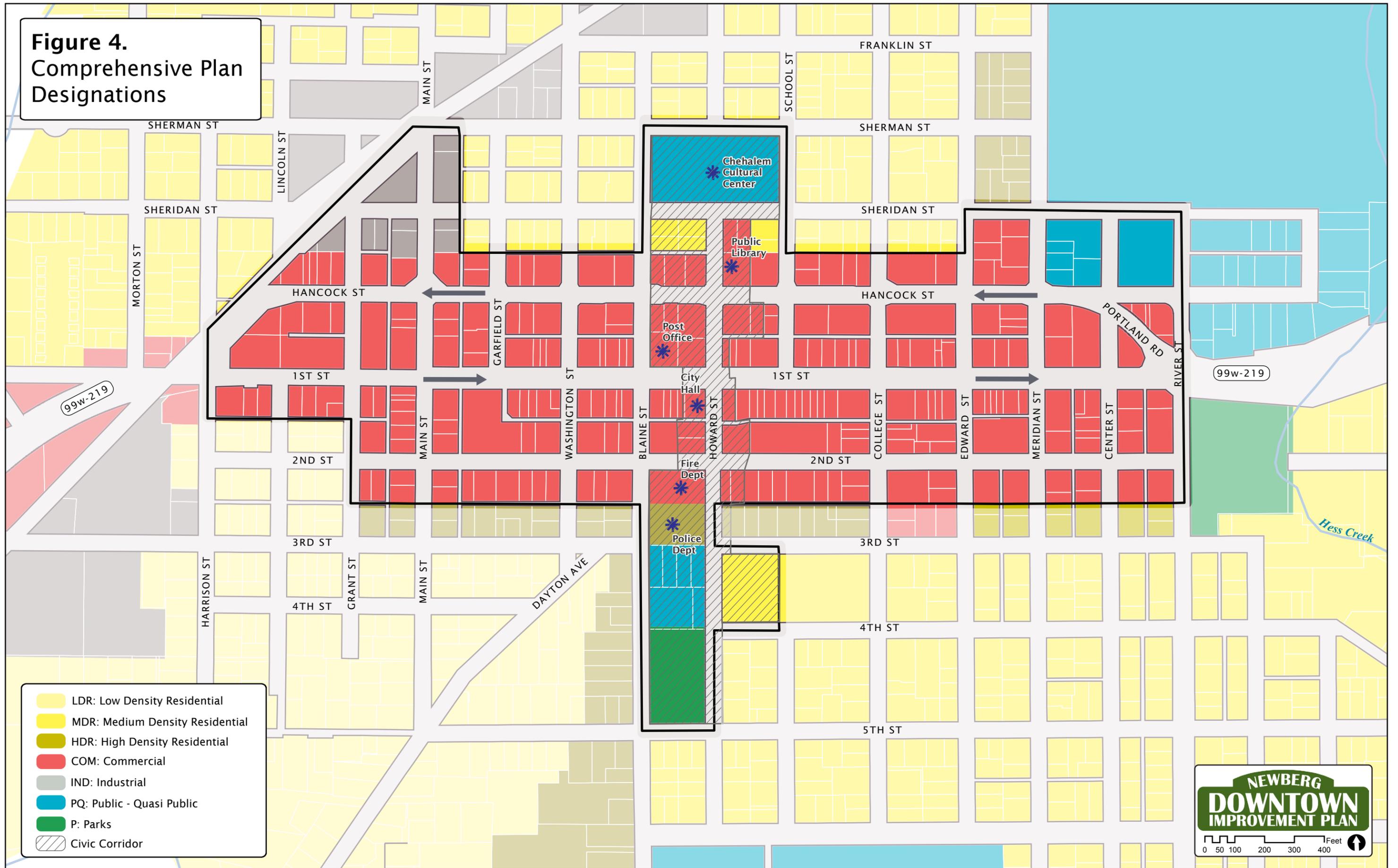
Downtown Transformation Report

The 2014 Downtown Transformation Report was written by the Newberg Downtown Coalition after visioning sessions in 2014. The report was accepted by the Newberg City Council as an advisory document for future planning processes. The report contains many creative ideas for making downtown more pedestrian-friendly, including streetscape improvements and public art programs. The report was accepted by the City Council as an advisory document for future planning efforts.

5.2 Existing and Planned Land Uses

This section provides a summary of the full Land Use Technical Memo in Appendix D. There are 299 tax lots in the study area totaling approximately 65 acres. The primary land use designation in the study area is commercial, as shown in Figure 4. Additional uses include industrial, high density residential, medium density residential, mixed-use, parks, and public-quasipublic (public non-park facilities). Comprehensive plan designations and zoning support most existing land uses, though several lots within the study area are non-conforming. Section 15.205.010 of the Newberg Municipal Code on Nonconforming Uses states “it is the intent of this code to permit these nonconformities until they are removed or abandoned, but not to encourage their survival.”

Figure 4.
Comprehensive Plan
Designations



- LDR: Low Density Residential
- MDR: Medium Density Residential
- HDR: High Density Residential
- COM: Commercial
- IND: Industrial
- PQ: Public - Quasi Public
- P: Parks
- Civic Corridor

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As shown in Table 5, Central Business is the most prominent zone in the area with more than 74 percent of the total acreage. The Central Business District extends north and south of OR 99W from Harrison Street to River Street. Other significant zone designations include Medium Density Residential and Institutional. Areas adjacent to the study area are primarily residential and institutional with some industrial land located along the railroad. A majority of properties within the study area are owned by people residing in Newberg or nearby Oregon communities. The Land Use Technical Memo, Appendix D, includes a table with comprehensive plan and zone designations, development and ownership status, and existing uses.

Table 5. Newberg Study Area by Zone Designation, 2014

Zone	General Location	Approximate Area (acres)	Approximate % of Study Area
Central Business (C-3)	Between E Sheridan and E 3rd Sts. and between Harrison and River Sts.	48.2	74.3%
Medium Density Residential (R-2)	North and south of the Central Business District within the Civic Corridor.	10.1	15.6%
Institutional (I)	Between E Sherman and E Sheridan Sts. and between N Blaine and N School Sts.; Between E Hancock and E Sheridan Sts. and between N Meridian and N River Sts.	1.0	1.5%
Light Industrial (M-2)	Adjacent to P&W Railroad north of OR 99W.	4.6	7.0%
Community Commercial (C-2)	At the east end of the study area adjacent to OR 99W and N Hancock St.	0.7	1.1%
Residential Professional (RP)	Between OR 99W and E Sheridan St and N Meridian and N Center Sts.	0.3	0.5%

Source: Newberg GIS parcel layer data, November 13, 2014 and Cogan Owens Greene.

Current land uses in the study area also are predominantly commercial, as shown in Table 6. Approximately 33 percent of existing uses are classified as commercial and 12.9 percent are parking lots that serve the Central Business District. Other significant uses include single family residential (15.8 percent) and public (12.4 percent). There are 18 vacant lots in the study area, totaling approximately 3.8 acres or 5.8 percent of the total area.

Table 6. Newberg Study Area by Existing Land Use, 2014

Use	Approximate Area (acres)	Approximate % of Study Area
Commercial	21.6	33.2%
Single family	10.3	15.8%
Parking lot	8.4	12.9%
Public	8.1	12.4%
Industrial	3.8	5.8%
Vacant	3.8	5.8%
Park	3.2	4.9%
Multifamily	2.9	4.5%
Institutional	2.6	4.0%
Duplex	0.2	0.3%
Access	0.2	0.3%

Source: Newberg GIS parcel layer data, November 13, 2014 and Cogan Owens Greene.

Zoning code establishes the uses, dimensional standards, design standards, and impact regulations (see Figure 5). Notable provisions for the zoning districts in the study area include:

- Central Business District (C-3).** The predominant zone designation in the study area; there are 257 tax lots zoned C-3 totaling approximately 48.2 acres. These parcels serve as the Central Business District where the greatest concentration of retail sales and business occurs. More than half of the parcels (130) are currently used for commercial purposes. All other existing uses are permitted outright or conditionally and include single- and multi-family residential, industrial, institutional, park, parking lot and public uses. Sixteen of the 257 parcels are vacant. There are no height limits, front setbacks, or lot coverage limits in the C-3 zone, though the design review criterion siting “design compatibility” would affect heights and design. There are design standards for façade details and materials and, in some cases, additional design standards for buildings in the Historic Landmark overlay subdistrict.
- Medium Density Residential District (R-2).** There are 18 tax lots in the study area zoned R-2 totaling approximately 10.1 acres. These parcels lie entirely in the Civic Corridor Overlay (described below) in the center of the study area, just to the north and south of OR 99W. The zone allows for a wide range of dwelling types and styles at an average overall density of nine units per gross buildable acre. Typical housing types include single-family dwellings on small lots; attached single-family, duplex, or multifamily dwellings; and manufactured dwelling parks. The district also is intended to allow low intensity institutional uses. Existing uses in the R-2 zone within the study area are all permitted outright or as a conditional use and include single-family residential, commercial, institutional and park and public uses. There is one nonconforming industrial use in the area—a Portland General Electric substation.
- Institutional District (I).** There are seven tax lots zoned for institutional use totaling approximately 1.0 acre. The district allows large institutional campuses and accessory and

compatible uses. The parcels within the study area include the Rotary Centennial Park/Chehalem Cultural Center and George Fox University Newberg Campus.

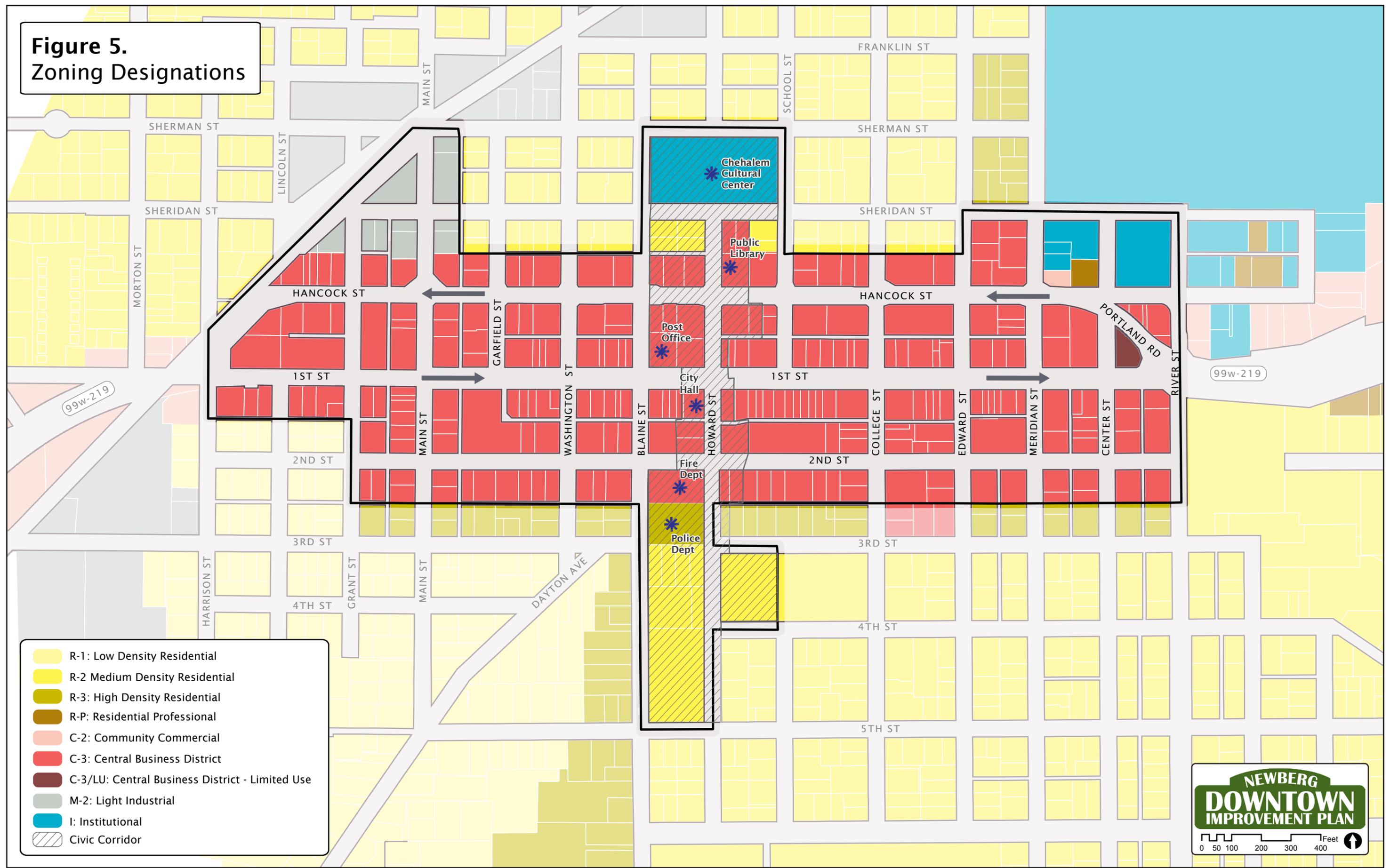
- **Light Industrial District (M-2).** There are 12 tax lots totaling approximately 4.6 acres in the Light Industrial District. These parcels are located at the western edge of the study area, north of OR 99W. The M-2 district allows a wide range of manufacturing and related establishments, typically on sites with good rail or highway access. A majority of existing uses on parcels zoned M-2 within the study area is industrial. Other uses include commercial and parking lot. One parcel has a nonconforming single-family residential use. Two of the parcels are vacant.
- **Community Commercial District (C-2).** There are three tax lots zoned C-2 totaling approximately 0.7 acre. These parcels are located adjacent to Hancock Street at the east end of the study area. The C-2 district allows a wide range of retail sales, commercial services, and offices. All three parcels are currently used for commercial purposes.
- **Residential Professional District (R-P).** There are two tax lots designated R-P totaling 0.3 acre. The R-P zone is a transitional zone that mixes residential, medical, and local business office uses. The zone is intended to be compatible with abutting property. Existing uses on the two parcels are single-family residential and are adjacent to commercial and institutional uses adjacent to Hancock Street near the eastern study area boundary.

The following subdistricts also apply to portions of the study area:

- **Historic Landmarks Subdistrict (H).** Some lots within the study area are subject to the Historic Landmarks Subdistrict. Codes for the subdistrict govern alterations, new construction, and demolitions for designated landmarks. The purpose of the Historic Landmarks Subdistrict is to 1) safeguard historic landmarks; 2) promote the historic, educational, cultural, economic, and general welfare of the public; 3) foster civic pride in the accomplishments of the past; 4) protect and enhance the city's attractions to tourists and visitors; and 5) carry out the provisions of Statewide Planning Goal 5.
- **Civic Corridor Overlay Subdistrict (CC).** Approximately 37 parcels in the center of the study area are within the Civic Corridor Subdistrict. The north-south corridor extends across OR 99W between N Blaine and N School Streets. The CC subdistrict is intended to emphasize the civic and historic character of this portion of downtown Newberg. This is done primarily through design standards, but also by limiting some uses such as automobile sales and service stations.
- **Limited Use Overlay Subdistrict (LU).** There is one parcel in the study area that lies within the LU subdistrict toward the northeast corner of the study area. The City has a sign easement on this undeveloped lot. The limited use overlay is designed to restrict uses permitted in a base zone that may not be allowable or desirable in a particular location or permitting uses prohibited by a base zone in a particular location.

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Figure 5.
Zoning Designations



- R-1: Low Density Residential
- R-2: Medium Density Residential
- R-3: High Density Residential
- R-P: Residential Professional
- C-2: Community Commercial
- C-3: Central Business District
- C-3/LU: Central Business District - Limited Use
- M-2: Light Industrial
- I: Institutional
- Civic Corridor

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Building Stock

The downtown area is the historic and commercial heart of Newberg. The study area along OR 99W predominantly consists of beautiful, early twentieth-century buildings of architectural significance. See Section 5.3 Urban Design Existing Conditions for a description of buildings in the study area.

Opportunities and Constraints

The long term goal for this area is “to create an attractive and vibrant downtown that is unique to the City.” More specific objectives include:

- Establish a pattern and density of complementary and market-feasible residential and commercial development.
- Bring about economic growth.
- Provide an attractive and inviting streetscape and amenities including appropriate parking.
- Create a safe and attractive environment for pedestrians and cyclists.
- Increase the attractiveness, convenience, and capacity for future transit service.
- Capitalize on new commercial and residential development opportunities within and adjacent to the study area.

Current zoning within the study area presents several opportunities and constraints to achieving project objectives.

Opportunities

- Downtown largely consists of one- and two-story buildings, providing an opportunity for increased density, intensity, and building heights.
- There are nearly 12 acres of parking lots and vacant properties that provide opportunities for development, including several along 1st, 2nd, and Hancock Streets.
- The western and eastern ends of the study area provide opportunities for larger anchor/“gateway” developments, particularly at the eastern end where the current gateway sign and large parking area are located.
- The City-owned “Butler property” across from City Hall and adjacent to the post office offers an opportunity for future development. Re-use of the post office is a possible associated opportunity.
- Under-utilized industrial property in the northwest quadrant of the study area provides an opportunity for adaptive re-use.
- There are several opportunities for second-story redevelopment, particularly along 1st Street.
- The proximity to George Fox University presents an opportunity to develop housing to serve university students.
- Several buildings provide an opportunity for redevelopment in a manner that reflects or enhances their historic character.

Constraints

- Single-family detached housing units are currently listed as a conditional use within the C-3 zone. While existing houses within the project area are increasingly transitioning into commercial, professional or service-related uses, new single family detached housing is not normally considered an appropriate use within downtowns seeking to increase their density, intensity and mix of uses.
- Restrictions on “first floor storefront area” of multi-family dwellings may be a barrier to development of desired housing types, such as student housing.
- Parking garages as a conditional use may be a barrier to having parking provided on a district-wide basis and encourage permitted surface parking lots.

5.3 Urban Design

This section provides a summary of the urban design characteristics in downtown Newberg. The complete technical report can be found in Appendix E. The downtown area builds on a rich history of architecture and historic properties that date from the 1880s to present and represent the Commercial Style and Commercial with Decorative Masonry Style, which is considered a building type, more than a particular style of architecture from the late 1800s to early twentieth century. These structures included the use of brick or stucco exterior walls, modest decorative details, and flat roofs with parapet walls. Through time, many of these historic buildings have been lost, and those that remain have been repurposed and house a variety of business types while preserving their original aesthetic quality and façade informing the present streetscape.

The streetscape of downtown Newberg is also affected by OR 99W. Completed in 1917, it transects downtown Newberg as a couplet; westbound traffic travels along Hancock Street and eastbound traffic flows on 1st Street. OR 99W directly affects the current streetscape and aesthetic quality of the downtown area due to its high traffic volumes and serving as a major freight corridor.

Buildings

Building Scale. Throughout downtown Newberg, there are one- and two-story buildings that house commercial, industrial, and residential uses. These common building types create an intimate scale, due to their height and texture, along the city streets, as well as give way to views of the sky and other elements beyond the buildings. A large amount of buildings have retained their original brick façades, while others have either been resurfaced with a different material, painted over, new signage added, or awnings installed over storefront windows.

The building scale on 1st Street is vastly different when compared to Hancock Street. Because the building facades on 1st Street are located adjacent to sidewalks and are positioned in close proximity to each other, the street is walkable and can be easily traversed as a pedestrian. Conversely, Hancock Street is much less dense, and most buildings located here are either positioned within large asphalt parking lots, have no street frontage, or are set back from the adjacent sidewalk making for an unfavorable walking condition.

Re-Use. Many buildings from the 1900s have been reprogrammed over their histories and some of the historic buildings have kept their original façades and architectural details. Two examples of this can be found on 1st Street: the First National Bank Building from 1910, which is now home to a vineyard tasting

room, and a former gas station that has been repurposed as a small restaurant. Others along 1st Street have been repainted, awnings added above storefronts, or signage added. In some places, these details are currently in a degraded condition, and have a visual impact on the streetscape.



Photo 1. Re-Use building on Hancock Street.

On Hancock Street and near George Fox University, there are former houses that have been converted into small restaurants, mixed use development, offices, and retail shops. These houses have been repainted or refinished, and most have signage added to their exteriors.

Historic. Newberg’s historic buildings stem from its roots as the brick-making capitol in Oregon during the 1900s and are characterized by a predominant red brick color with cream accents, distinct patterning due to the size of the brick, unique textural quality, and welcoming height and scale.

Through time, many of these historic buildings have been lost, but those that remain include City Hall, the post office, Chehalem Cultural Center, and the Newberg Public Library. Others, mostly located along 1st Street, have been repurposed and house a variety of business types. Many buildings include their original aesthetic qualities and façades, thus informing the present streetscape.

Residential. As the downtown block pattern moves north of Hancock Street and south of 2nd Street, the urban design language of downtown begins to transition to residential uses. These residential uses span multiple building time frames and include examples of architecture spanning from the 1900s to present. The façades present a different type of quality to the street, such as garage doors and undisclosed entrances that do not provide the same urban design aesthetic as those found on 1st Street and Hancock Street.



Photo 2. Library building showing historic character.

Industrial. Industrial uses are integrated into several downtown areas within and surrounding the couplet. These uses are important to the overall economy of the City of Newberg. These façades and building types present a different kind of character to the city because of their land use designation and require more investigation in compatibility for creating and continuing an urban design component of the downtown.

Buildings are typically larger in scale; some require freight loading docks and sizeable space for maneuvering trucks. These buildings sometimes present challenges with pedestrian use and access interfering with their service needs. The NDIP will need to specifically investigate these areas to help facilitate maintaining service and access to these industrial uses while creating a better aesthetic quality to the pedestrian urban design component.

Pedestrian Amenities

Sidewalks. Sidewalks play a vital role in city life. As conduits for pedestrian movement and access, they enhance connectivity and promote walking. As public spaces, sidewalks serve as the front steps to the city, activating streets socially and economically. Safe, accessible, and well-maintained sidewalks are a fundamental and necessary investment for cities and have been found to enhance general public health and maximize social capital.

1st Street: Sidewalks contain scoring patterns of a rectangular shape, ranging from 4 feet to 12 feet. At several locations bricks are used to delineate specific areas and intersections.

Hancock Street: Sidewalks on both sides of the roadway typically have a 7-foot-square scoring pattern interrupted at the bulb-outs at several intersections.

Overall: A majority of the concrete sidewalks include a curb, and at times, have a consistent scoring pattern; however these patterns are not consistent throughout the downtown area due to remnant street markings or in some locations, the more recent concrete does not conform to a specific pattern.

Street Lighting. The distribution of lighting along the street can have a dramatic effect on the nature of the street and its secondary uses.

1st Street: In general, there are street lights with a nonpainted metal finish with “cobra-head”-type lighting; at intersections they include an armature for traffic lights. These are placed a 100 feet to 150 feet apart.

Hancock Street: Nearly all street lights consist of a unique style and are painted a matching black color. Some lights have banner space and others have hanging planter baskets attached to them.

Overall: By observation, there is no unifying style or color used throughout the downtown area. There are a variety of styles, heights, and finishes used.

Street Trees. Urban trees and landscapes are assets that require the expenditure of resources—labor, energy, and water—for proper management.

More and more communities are beginning to recognize the tangible benefits that trees provide in the urban environment. Healthy trees increase property values, reduce air and noise pollution, provide energy-saving shade and cooling, furnish habitat for wildlife, enhance aesthetics, and are an important contributor to community image, pride, and quality of life. Because street trees are one of the most important organizing elements of the streetscape environment, appropriate tree species selection, location, and design of the planting site is essential. Proper tree selection and planting will ensure the healthy growth and longevity of trees, enhance the streetscape character, reduce maintenance issues and maximize the City of Newberg’s investment.

Overall: Throughout the grid-block pattern of the downtown area, there is no unifying spacing of trees. There are also gaps where trees have been lost to disease or age. Street trees in some areas use tree grates as a part of the sidewalk, in other areas the mulch at the base of the tree is exposed with no tree grate.

In general, a diverse range of species are used as street trees, sporadically located throughout the downtown area, and do not seem to present a common uniform language to the existing street pattern. Trees vary in size and shape from very upright and columnar in the 10-foot to 20-foot range, whereas other trees are very broad and ovate, in the 30-foot to 35-foot range. The City of Newberg has a preferred street tree list (1992), The City may wish to have an overall inventory and study of the downtown tree inventory conducted to assess the health of existing trees, and to provide recommendations if/as appropriate for revisions to the preferred street tree list.

Site Furnishings. Street furnishings provide important amenities for pedestrians by adding functionality and vitality to the pedestrian realm. They announce that pedestrians are welcome and that the street is a comfortable place to be. These amenities provide a functional service to the pedestrian and provide visual detail and interest.

1st Street: Benches made of iron and attached wooden slats for seating are located at the mid-block of 1st Street and School Street, and at the southeast intersection of 1st Street and College Street. There are also small businesses that have placed seating outside their commercial space for their patrons. Colorful painted metal trash containers are spread throughout 1st Street, as well as painted wine barrels that are used for planters and part of the efforts by the Newberg Downtown Coalition to improve the aesthetic of the downtown area.

Hancock Street: There are no apparent public seating, trash containers or items, such as wine barrel planters, used to add to the aesthetic of the street.

Overall: Although both 1st Street and Hancock Street have some unifying qualities within their own right of way, they do not seem to coordinate with each other, nor do they correspond to the remaining downtown area. Both offer little to no pedestrian amenities for resting within the present streetscape.

Walking Conditions

Intersection Treatments. For city streets to meet the needs and demands of everyone using them, intersections—both large and small—need to function as safely and efficiently as possible. Good intersection design, however, goes beyond making streets safer. Well-designed intersections use street space to bring people together and invigorate a city while making traffic more intuitive, seamless, and predictable for those passing through.

1st Street: At several intersections along 1st Street, College Street, Howard Street, and Meridian Street, red brick has been placed in a double basket weave pattern and acts as a reference to the City of Newberg’s history.

Hancock Street: Throughout the south side of Hancock Street, bump-outs are placed at all intersections. These bump-outs provide an area for vehicles to park along the road and allow for driveways. Although this element gives Hancock Street an overall characteristic, it does not provide an artistic or creative quality.

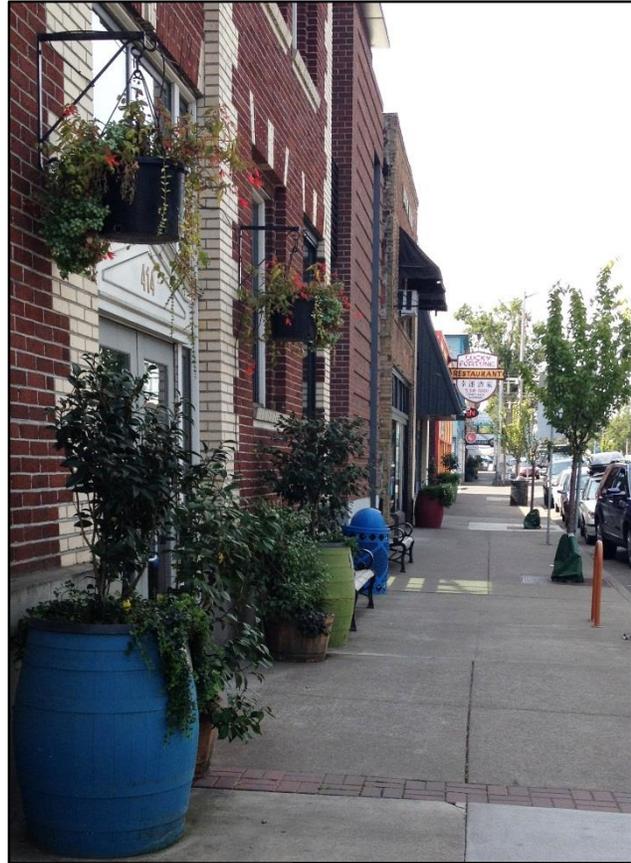


Photo 3. Site furnishings

Overall: Both 1st Street and Hancock Street use bulb-outs that increase pedestrian safety and visibility due to their extension beyond the curb. However, they do not share the same combination of materials.

Crosswalks. Marked crosswalks are an essential tool for helping pedestrians move safely, conveniently, and predictably across roadways. Crosswalks can also provide a unique streetscape design treatment to emphasize pedestrians' presence and primacy.

Hancock Street, 1st Street and 2nd Street: These streets use two common crosswalk types; standard and continental. They mostly appear between Blaine Street and River Street.

Overall: The crossings were designed with visible white paint, however at some locations, crossings are degraded and have worn away over time. Many intersections within the couplet area have crossings. There are fewer intersections with crossings outside of the couplet area. Not all crossings also have a walking signal.

Alleys. Alleys are small-scale streets that typically only carry low numbers of vehicles accessing adjacent properties. Alleys should be designed to a pedestrian-scale speed and level of detail wherever possible to calm traffic and emphasize pedestrian use. Alleys may also include seating, landscaping, and pedestrian lighting to create usable public spaces.

1st Street: To the south of 1st Street, an alley extends between Washington Street and Meridian Street. This alley is used mostly for vehicular traffic, trash pickup, utility poles, and for access to and from businesses located adjacent to the public parking lot on Second Street, between Howard Street and College Street. One building façade at the east end of the alley at College Street has a landscape mural painted on its north wall. To the north of 1st Street, an alley lies between Garfield Street and Blaine Street. This location accommodates a total of two blocks and is heavily used by delivering trucks and vehicular traffic.

Hancock Street: To the south of Hancock Street, an alley extends from Howard Street east to Meridian Street. There are utility poles and visible signs of vehicular travel to local businesses, however there is no visual evidence of pedestrian or bike use.

Between Hancock Street and 1st Street: To the east and west of Main Street, there are two alleys operating as vehicular connections to adjacent parking areas for nearby businesses. Both, north-south alleys extend one block and connect to 1st Street and Hancock Street.

Overall: All of the alleys located in the downtown area seem to be used mostly for large delivery trucks to access businesses for loading and unloading of goods or for individuals to access businesses.

Civic Identity and Wayfinding

Gateway Monuments. The purpose of gateway monuments is to provide an overall image of a neighborhood or district, mark edges or entry points, and give information about directions, destinations, or the neighborhood in general.

At both entry points of the couplet, where 1st Street and Hancock Street meet, gateway signs have been placed announcing the arrival to the downtown area of Newberg.

West end: The gateway sign is mostly made of concrete with a colorful graphic placed in the center of the structure. The scene emulates a winery.

East end: The structure is made mostly of red and tan brick and rests on a concrete base. The red brick is laid in a horizontal running bond pattern, while the yellow accent brick is used as an inlay in a herringbone pattern and as a crown to the overall sign structure.

Both gateway signs signify the arrival to the downtown area of the City of Newberg. They do not match in size or style, but are noticeable to both vehicles and pedestrians.

Signage. Signage plans should be developed on a neighborhood basis, specific to the needs of that district. They are most appropriate to downtown, commercial, or tourist-oriented locations, or around large institutions. Less traveled areas may still include some basic informational signs or neighborhood markers.

1st Street and Hancock Street: Both roadways have standard transit signs within the downtown area. These signs predominately correspond to vehicular flow, although there are a few signs for bike travel.

Signage and wayfinding in downtown Newberg is limited for the pedestrian, although it is highly present for vehicle use. Signage types include freestanding business monument signs located close to roadways, signs above storefronts, and occasional folding A-frame signs for individual businesses.

Public Art. Public art is an important component of many street improvements. On a large scale, public art has the ability to unify a district with a theme or identify a neighborhood gateway. At a pedestrian scale, it can provide visual interest for passersby.

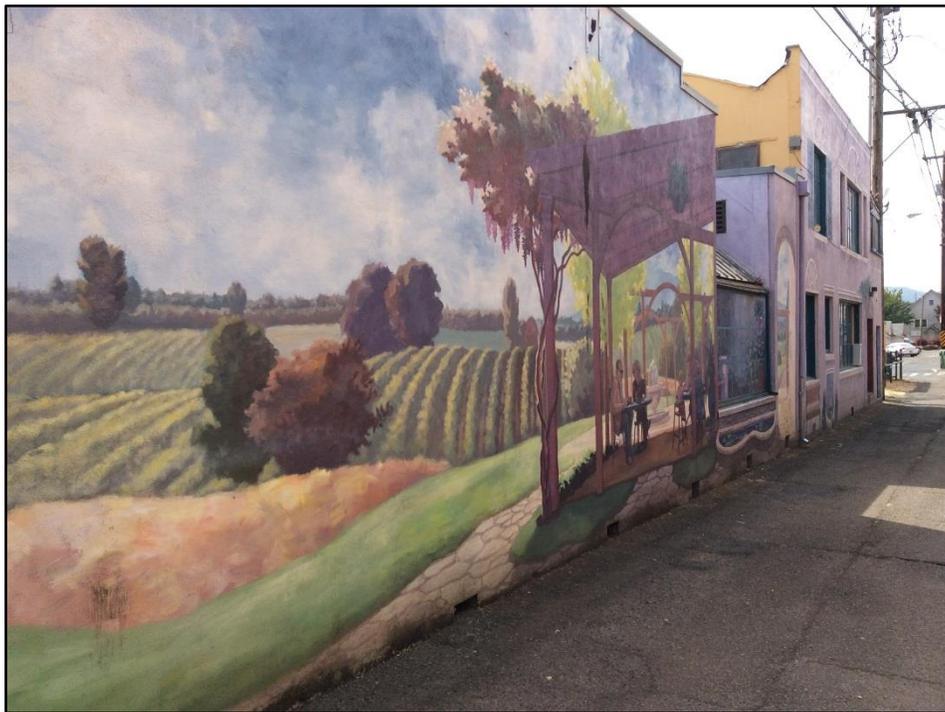


Photo 4. Landscape mural – east end of the alley at College Street.

1st Street is the only street in Newberg with murals located within close proximity. A mural depicting a winery set on top of a hillside is located at the end of the alley on College Street and another is located east of College Street on the west side of a building façade, adjacent to an asphalt parking lot. The

murals are large scale and draw attention to them by illustrating landscapes from outside of Newberg. They are also the only two public art elements visible to the public from public streets or alleys.

Kiosks. Kiosks are public elements that are sources of information, which may include maps, bulletin boards, or other useful information. Kiosks can often be combined with gateway signage and provide an attractive and useful streetscape element.

There is only one informational kiosk located on Hancock Street, near the intersection of Blaine Street. This kiosk is a wooden structure with an eco-roof, and is a water-wise demonstration garden and wildlife habitat. Newberg Public Works Maintenance Division and contributing partners have created this garden to give the public and private sectors examples of water-wise sustainable choices they can make when building, designing, and installing landscapes, irrigation systems, and hardscapes.

Festival Streets. Festival streets use traffic-calming and unique streetscape features to create a street that can easily be converted to public use on weekends or for special events.

Sheridan Street, between Blaine Street and School Street, has been repaved as a festival street and is located in front of the Chehalem Cultural Center. It can be closed off to vehicles for seasonal events including the farmers market and Oktoberfest.

The street includes a concrete roadway with rectangular scoring patterns, tree wells with ornamental steel grates, sidewalks along both sides of the roadway, and landscape planters.

Cultural Resources

Newberg Cultural Areas. The Chehalem Cultural Center is housed in a historic brick building that began its life in 1935 as Central School—a Depression era Works Progress Administration (WPA) project. The building is currently owned by the Chehalem Park and Recreation District.

The historic building houses a fine arts gallery and exhibition hall, three multipurpose arts studio classrooms, a state-of-the-art clay studio, a recording studio with four music practice studios, meeting space, and a 5,200 square foot grand ballroom for public and private events.

In addition to the Chehalem Cultural Center, Newberg benefits from several landmarks and destinations located within its downtown area. Francis Square Park serves as a resting place for passers-by and Memorial Park provides recreation opportunities for the adjacent neighborhood. The Hoover-Minton Museum, Cameo Theatre, Masonic Temple, and Historic Library are destinations for local residents and visitors of the area. There are several art galleries and public events coordinated throughout the year.

Historic Resources

An initial inventory of historic properties for the City of Newberg was conducted in 1984 and 85 and encompassed assets within the city limits of Newberg and the urban growth boundary. A final report was prepared including an historical overview of the city's development, major historical themes, building types and styles, methodology, the evaluation process, findings, and preservation recommendations. In 1990, the City of Newberg updated the 1985 study documenting the alterations, rehabilitations, and demolitions since the completion of 1985 inventory. This catalog illustrates the rich history of architecture and historic properties that date from the 1880s to present.

Newberg's historic buildings stem from its roots as the brick-making capitol in Oregon during the 1900s. These structures included the use of brick or stucco exterior walls, modest decorative details, and flat roofs with parapet walls. Through time, many of these historic buildings have been lost, but those that

remain include City Hall, the post office, Chehalem Cultural Center, and the Newberg Public Library. Others, mostly located along 1st Street, are locally and nationally designated historic sites.

There are 12 historic properties located in the City of Newberg on the National Register of Historic Places, three of which are located in the downtown study area:

- **Hoover-Minthorn House**, 115 S. River Street, NRHP listing dated 10/29/75. Originally built in 1881 by “Father of Newberg” Jesse Edwards, purchased in 1884 by Henry and Laura Minthorn, this is Newberg’s oldest and most historic house. From 1885 to 1888, President Herbert Hoover lived here as the adopted son of the Minthorns, who also happened to be his aunt and uncle.
- **Union Block Building**, 610-620 E. 1st, NRHP listing dated 5/5/2000. Also known as the Wilson Building. Built by the Union Building Company in 1907. Home of three prominent Newberg banks and the Imperial Hotel (1907–1929). Miller Mercantile operated in 616 for many years, followed in turn by Coast to Coast hardware, Wilson’s Furniture and White’s Collectibles. Martin Redding’s insurance agency was in 612 (1940–1960), important because A-dec co-founder and co-owner Joan Austin spent several of her formative years as a business woman at this agency.
- **J.C. Penny Building**, 516 E. 1st, NRHP listing dated 6/13/2007. The first nationwide chain department store to enter the local market, Penny operated in this decorative masonry style building until 1980. Many still know this address as Khron’s Appliance store. Critter Cabana (pets and supplies) is the current occupant. A fire on Dec. 13, 2012, did extensive damage to the interior which has since been repaired.

Opportunities and Constraints

Opportunities throughout Downtown

- **Street Trees.** There is an overall lack of street trees along the downtown’s two primary traffic streets, especially on Hancock Street. Additionally, there is no clear pattern or unifying aesthetic for the street trees downtown. Street trees can unify and create a comprehensive understanding of the downtown corridor. Also, trees located within the downtown area could be equipped with secured electrical outlets to provide lighting opportunities for planned and seasonal events.
- **Crosswalks.** Adding or restriping existing crosswalks at all four intersections of streets would give drivers, residents, and visitors a clear understanding of the expected behavior of people downtown.
- **Existing Driveways and Entrances.** There may be an opportunity to reduce the number and width of driveways for businesses that are not adjacent to the right of way. Providing landscape buffers between sidewalks and parking lots would foster a more unified edge.
- **Curb Bump-outs.** Adding curb bump-outs to intersections or mid-blocks could provide space for street trees, art installations, unique wayfinding, stormwater treatment facilities, and seating.
- **Infill.** There are several parking lots within the downtown area that could be targeted for future development.
- **Programs.** There is an opportunity to develop an art and mural program for the downtown area similar to the program in McMinnville, Oregon.

- **Pedestrian Access.** Pedestrian Access. The mid-block corridor or ‘breezeway’ that connects First Street to an adjacent parking lot on 2nd Street could be enhanced internally by providing appropriate lighting levels and externally with noticeable signage.

Opportunities within Specific Areas

- **North-South Streets.** Streets running north-south through the downtown area could have unique landscaping and scoring patterns within the sidewalks, creating a complementary language to the rest of the area.
- **West End of Couplet.** There is an opportunity to enhance the setting of the large Oregon Oak as an entrance feature, welcoming motorists and pedestrians to the downtown area.
- **Civic Corridor.** There is an opportunity to create a north-south connection from the Chehalem Cultural Center to Memorial Park through the provision of a unique streetscape on Howard Street. The corridor could accommodate seating and gathering spaces for special events or street closures, as well as provide space for public art installations.
- **Stakeholders and Community.** Providing opportunities or events for the public to participate in a decision-making process is an essential component of a successful plan. Collecting and gathering stakeholder and community input provides a vested and impartial component to the plan for the future development of Newberg’s downtown.

Constraints

- **Funding.** The cost of street improvements can range from simple interventions such as adding a street tree or landscaping to full re-designs of an entire corridor, which can have a far more significant cost per block. Securing funding for the long-term will be challenging and will be important to the success of the Newberg Downtown Improvement Plan.
- **Engaging Private Property Owners.** The differing views and needs of private property owners can be difficult to align and resolve at times. It will be important to engage them in decision making to achieve long-term goals and mutually beneficial relationships.
- **Right of Way.** The current right-of-way does not present flexibility for significant changes in current transportation corridor standards. Considering changes in transportation planning corridor standards and the opening of the Newberg-Dundee Bypass, future modifications of the existing right of way present opportunities for a more walkable Newberg.
- **Parking.** Providing adequate parking in the downtown area may pose a concern when implementing infill development. The reduction or elimination of parking could be negatively received by local establishments.

APPENDICES

This summary memo is supported by the technical memos included in the appendix that provide more detailed information on the existing conditions in Downtown Newberg.

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