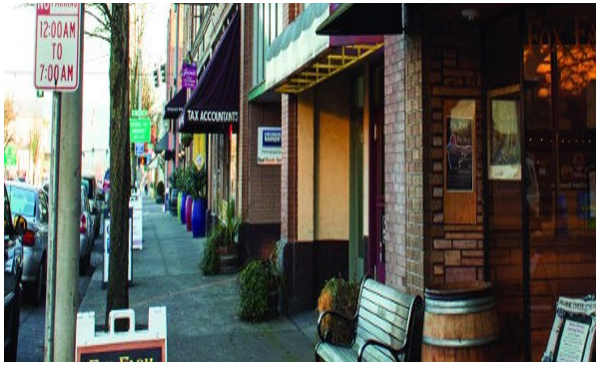
NEWBERG DOWNTOWN IMPROVEMENT PLAN



NEWBERG DOWNTOWN IMPROVEMENT PLAN

PUBLIC HEARING DRAFT

October 2016

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

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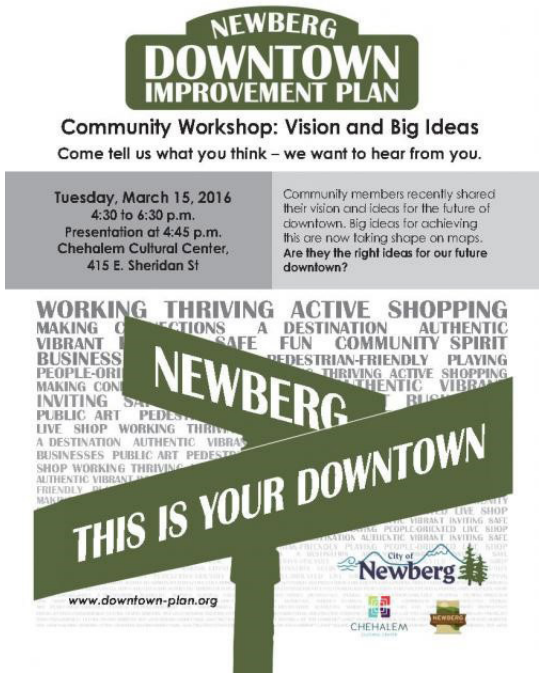
EXECUTIVE SUMMARY

CONTEXT FOR THE PLAN

Newberg's downtown area is the historic and commercial heart of the city. For the purposes of this Downtown Improvement Plan, the downtown is defined as a 92-acre area generally bordered by Harrison Street on the west, Sheridan Street on the north, River Street on the east and Second Street to the south. The Study Area is bisected by two heavily traveled state highways: 99W (east to west) and 219 (north and south). That portion of the downtown planning area along Highway 99W – also known as First Street – predominantly consists of beautiful, early 20th century buildings of architectural significance and character. While the downtown area remains a key component of Newberg's economy, maintaining downtown's vitality has been a struggle in the last few decades.

For many years, that portion of Highway 99W within downtown has been known for its heavy traffic, and congestion on this designated state freight system route has created both livability and economic impacts to downtown Newberg, the larger community and the region. In 2009, the Oregon Legislature approved House Bill 2001 – the Oregon Jobs and Transportation Act – funding Phase 1 of the Newberg Dundee Bypass. When Phase 1 is completed in 2017, the bypass is expected to reduce traffic congestion by approximately 20 percent in Newberg and 40 percent in Dundee. Freight traffic will be reduced even more, between 45 to 70 percent, through both cities. When the remainder of the bypass is funded and constructed, these reductions are anticipated to increase or keep pace with anticipated growth and resultant traffic.

Once the bypass is operational, the community will have a unique opportunity for transforming its historic downtown by capitalizing on the planned congestion relief, and the opportunity for increasing the use of the current Highway 99W right-of-way for people, social interaction and commerce – as opposed to the primary focus of moving traffic and freight. This will result in a safer and more pleasant environment for all users of Newberg's downtown. This is especially important for current business customers, and will make the area more inviting for potential new customers and for Newberg's burgeoning tourism economy. The need to provide sufficient and well-managed parking and multiple transportation options for current and potential new customers will be very important. This new condition and opportunity will allow the community to expand upon the momentum it has fostered over the last decade in its pursuit of a unique, attractive and vibrant downtown.



PROJECT OBJECTIVES

The primary objectives of Newberg's Downtown Improvement Plan (NDIP or Plan) are threefold. First and foremost, the NDIP is a downtown improvement plan, one that builds upon the good "bones" of the current downtown area and that builds upon the sound foundation of community-based planning for the area. Secondly, the NDIP is intended to serve as the "master conceptual plan" for the downtown neighborhood, as envisioned within Newberg's comprehensive plan. Finally, the overarching objective of the Plan is implementation, ensuring that Newberg will carry out the community's stated vision for downtown as a unique destination – a place to live, work, shop and play.

The NDIP is a vision-driven and outcomes-oriented blueprint for the reinvention of Downtown Newberg into a vital, active, more urban, mixed-use and pedestrian-friendly environment over the next 20 to 30 years. This document depicts and summarizes the rationale for the master conceptual design plan and identifies development types, redevelopment opportunities, and "catalyst projects" having the ability to jumpstart investment and development downtown. Finally, the NDIP provides an incremental implementation strategy – a program for carrying out the plan and achieving the community's vision for Downtown over time.

A VISION FOR DOWNTOWN NEWBERG

Through a sustained and interactive public process, the community identified a vision and set of desired outcomes for the future of downtown Newberg:

> *Downtown Newberg will be a thriving, active and attractive destination at the gateway to Oregon's wine country. Building upon an authentic main street environment and maximizing redevelopment opportunity, downtown will have a successful, complementary mix of retail, civic, entertainment, cultural, office and residential uses, showcasing its pedestrian-friendly streetscapes, public art, and strong connections to adjacent neighborhoods and activity centers. Downtown Newberg – a unique destination, and a place to live, work, shop and play.*

Downtown Newberg will have the following characteristics, or desired outcomes:

- Downtown will be a vibrant, inviting, and fun destination for those coming from near and far
- Downtown streets will be pedestrian-friendly and safe for all modes of transportation
- Downtown will be the center for public life – a place to shop, work, visit, gather and play
- Downtown will have increased density, a diverse mix of businesses and a broad range of places in which to live
- Downtown will be easy to navigate through attractive, effective signage and physical connections between activity centers and districts
- Downtown will have a variety of easy-to-find parking options
- New development and redevelopment will complement older and historic buildings
- Downtown will be "people-oriented" with attractive, comfortable, and functional amenities or public uses on the sidewalk or in other right-of-way
- Downtown will build upon Newberg's strong community spirit, and incorporate public art reflecting the local character
- Downtown will have the appropriate type and level of infrastructure to support the envisioned future type, mix and intensity of uses

BIG IDEAS – THE FOUNDATION FOR ACTION

This vision and desired outcomes are intended to guide future action from the "big picture" level. To help focus efforts to achieve the envisioned downtown, a framework of key concepts, or "big ideas" was established. These Big Ideas are intended to focus recommended actions and projects for creating a climate for investment, and for stimulating development to achieve the envisioned future for downtown Newberg. The ten Big Ideas that comprise the framework for the NDIP are:

- Gateways: Heralding arrival at a special destination
- First Street Improvements: Making what's good even better!
- Hancock Street Reinvention: Changing its character over time
- East End/Gateway District: A signature "welcome" to downtown's main point of entry
- West End/Mill District: A place where things are made and experienced
- Second Street Mixed-Use District: A place to live with access to all downtown has to offer
- Civic/Cultural Corridor: Linking cultural, recreational and civic institutions and opportunities
- Core Catalyst Development: Jumpstarting private investment
- North/South Connections: Linking downtown to the greater community
- Celebrate Art! Good art is good business

These Big Ideas, and the actions and projects recommended for carrying them out, are detailed in the NDIP.

A STRATEGY FOR ACTION

Finally, for the Downtown Improvement Plan to truly be the "chart for change" it is intended to be, it must be accompanied by an action plan for carrying it out in manageable steps. As not every recommendation can be carried out and completed at once, an incremental implementation strategy has been provided, laying out the short-term, medium range, and long-term actions for achieving them. Critical to the success of the NDIP is ensuring that this incremental implementation strategy is regularly monitored, and that it is updated to reflect progress, changing circumstances and opportunities. In addition, it is important that progress in carrying out the strategy in support of the vision for downtown is regularly reported to City Council and the public.

This regular monitoring, reporting and updating helps to keep the NDIP flexible and current, keeps all City departments and project partners focused on carrying out this important public policy objective, and keeps the implementation of the NDIP on the "front burner", and in the public eye.

Newberg Downtown Improvement Plan public workshop

INTRODUCTION

INTRODUCTION AND HOW TO USE THIS PLAN

Cities are seldom provided the chance to re-imagine the future for the heart and soul of their community – their downtown. Events and conditions have recently aligned within and around Newberg in a manner that provides a unique opportunity for focusing on an *intentional* future. With the advent of the Newberg Dundee Bypass (currently under construction in phases), the amount of car and truck traffic that has historically plagued the community, and particularly its downtown, will be greatly reduced. This project, in combination with a resurging economy and an active downtown organization, sets the stage for the community to seize the opportunity to re-imagine how downtown can make the most of these favorable circumstances, and establish a vision-driven and outcomes oriented plan of action for improving downtown Newberg.

The Newberg Downtown Improvement Plan (NDIP or Plan) is a vision-driven and outcomes-oriented blueprint for the reinvention of downtown Newberg into a vital, active, more urban, mixed-use and pedestrian-friendly environment over the next 20 to 30 years. This document depicts and summarizes the rationale for the master conceptual design plan and identifies development types, redevelopment opportunities, and "catalyst projects" having the ability to jumpstart investment and development downtown. Finally, the NDIP provides an incremental implementation strategy – a program for carrying out the plan and achieving the community's vision for downtown over time.

This document is divided into four sections: Introduction, Physical and Economic Context, the Downtown Improvement Plan, and Implementation – Taking the Plan Forward. The Physical and Economic Context section summarizes the background conditions upon which the Plan is based. The Downtown Improvement Plan section provides the vision, desired outcomes and "big ideas" – the key concepts upon which the Plan is based. The Implementation section describes the projects, tools, actions and best practices the City, its project partners and the community can take for advancing these big ideas, and lays out a programmatic strategy for initiating them. This NDIP document is a summary statement of the community's intended future for downtown. The background information providing the foundation for the community's policy decisions is contained within a series of technical memoranda, and is available for review by contacting the City of Newberg, and through the City's website.

PROJECT OBJECTIVES

The primary objectives of the NDIP are threefold. First and foremost, the NDIP is a downtown improvement plan, one that builds upon the good "bones" of the current downtown area and that builds upon the sound foundation of community-based planning for the area. Secondly, the NDIP is intended to serve as the "master conceptual plan" for the downtown neighborhood, as envisioned within Newberg's comprehensive plan. Finally, the overarching objective of the Plan is implementation, ensuring that Newberg will carry out the community's stated vision for downtown as a unique destination – a place to live, work, shop and play.

VISIONING AND DESIGN PROCESS OVERVIEW

The process used in developing the NDIP was comprised of five major tasks, with the majority of the work centering upon three of them: Existing Conditions, Community Visioning, and Draft Plan. The major elements of each task are shown in Figure 1 below. As one of the initial steps in the process, a Project Management Team (PMT) and a Newberg Downtown Improvement Plan Advisory Committee (NDIPAC or Advisory Committee) were formed. The PMT consisted of the project leaders and project managers from the City of Newberg, the Newberg Downtown Coalition, the consultant team, and the grant manager from Oregon's Transportation and Growth Management Program who funded the project in participation with the City. The PMT met at strategic points in the process to make critical decisions in project direction.

The NDIPAC was comprised of local elected and appointed officials, state agency representatives, and other leaders and stakeholders representing business, residential, institutional and general community interests. The role of the Advisory Committee was to represent the public viewpoint in discussions, review and comment on project reports and presentation materials, provide technical and regulatory advice according to their area of expertise, share information regarding the project to others in the community, and obtain input on issues and suggested solutions. The Advisory Committee met during each of the project's major tasks.

The NDIP is the result of interactive community planning and includes a vision and set of desired outcomes; a land use and urban design framework; improvements to land use, circulation, streetscape, infrastructure and parking management; and a programmatic strategy for carrying out projects and actions for implementing the vision over time. The vision, desired outcomes, "big ideas" for effecting change and the program of action for achieving them were developed iteratively through discussions with stakeholders, the Advisory Committee, and the community at large through three interactive workshops. In addition, information was provided and input solicited through the City's website and other efforts conducted by the City and the Newberg Downtown Coalition.

Figure 1: Visioning and Design Process

TASK 1 *Project Initiation*	TASK 2 *Existing Conditions Analysis*	TASK 3 *Community Visioning*	TASK 4 *Draft Plan*	TASK 5 *Final Plan & Adoption*
· Project kickoff · Background, issues, and context	· Stakeholder interviews · SWOT analysis · Existing market conditions · Project area analysis	· Public workshop #1 · Desired outcomes · Future market conditions · Initial vision and concepts	· Developer "reality check" · Public workshop #2 · Refine vision and big ideas · Parking management strategies · Draft plan · Public workshop #3	· Final plan · Planning Commission approval · City Council approval

PHYSICAL AND ECONOMIC CONTEXT

LAND USE

The project area for the NDIP encompasses 92 acres of land. The area includes Newberg's historic downtown and surrounding blocks, roughly measured between Sheridan Street to the north, Second Street to the south, and the east and west ends of the one-way street couplet that is formed by Hancock Street and First Street. These two streets are also known by their Oregon Department of Transportation numbered names, Oregon 99W and Oregon 219, respectively.

The primary land use designation in the project area is commercial. Additional uses include industrial, high density residential, medium density residential, mixed-use, parks and public/quasi-public (public non-park facilities). Comprehensive Plan designations and zoning support most existing land uses, though several lots within the study area have non-conforming uses.

Photo credit: www.sf.curbed.com

The City of Newberg's Comprehensive Plan was adopted by the City Council in 1979 and has been amended numerous times. There are many land use policies in the Comprehensive Plan that apply in general to the NDIP. In addition to the Comprehensive Plan, several land use plans and other documents provide guidance regarding downtown Newberg. These include:

- Declared Future for Downtown Newberg in 2020, Beyond the Vision: The Chehalem Valley in 2020
- Ad Hoc Committee on Newberg's Future; Downtown Transformation Project
- City of Newberg Economic Opportunities Analysis
- City of Newberg Historic Resource Inventory
- Newberg Street Seats Program
- City of Newberg, Downtown Bike Rack Cost Share Program
- The (1986) Downtown Development Plan
- City of Newberg Transportation System Plan

The City has also recently adopted an Economic Development Strategy and a Strategic Tourism Plan. Each of these two plans were developed concurrently with the NDIP and provide parallel and compatible strategies and actions for the City and community stakeholders to take in order to support the revitalization of the downtown area.

URBAN FORM

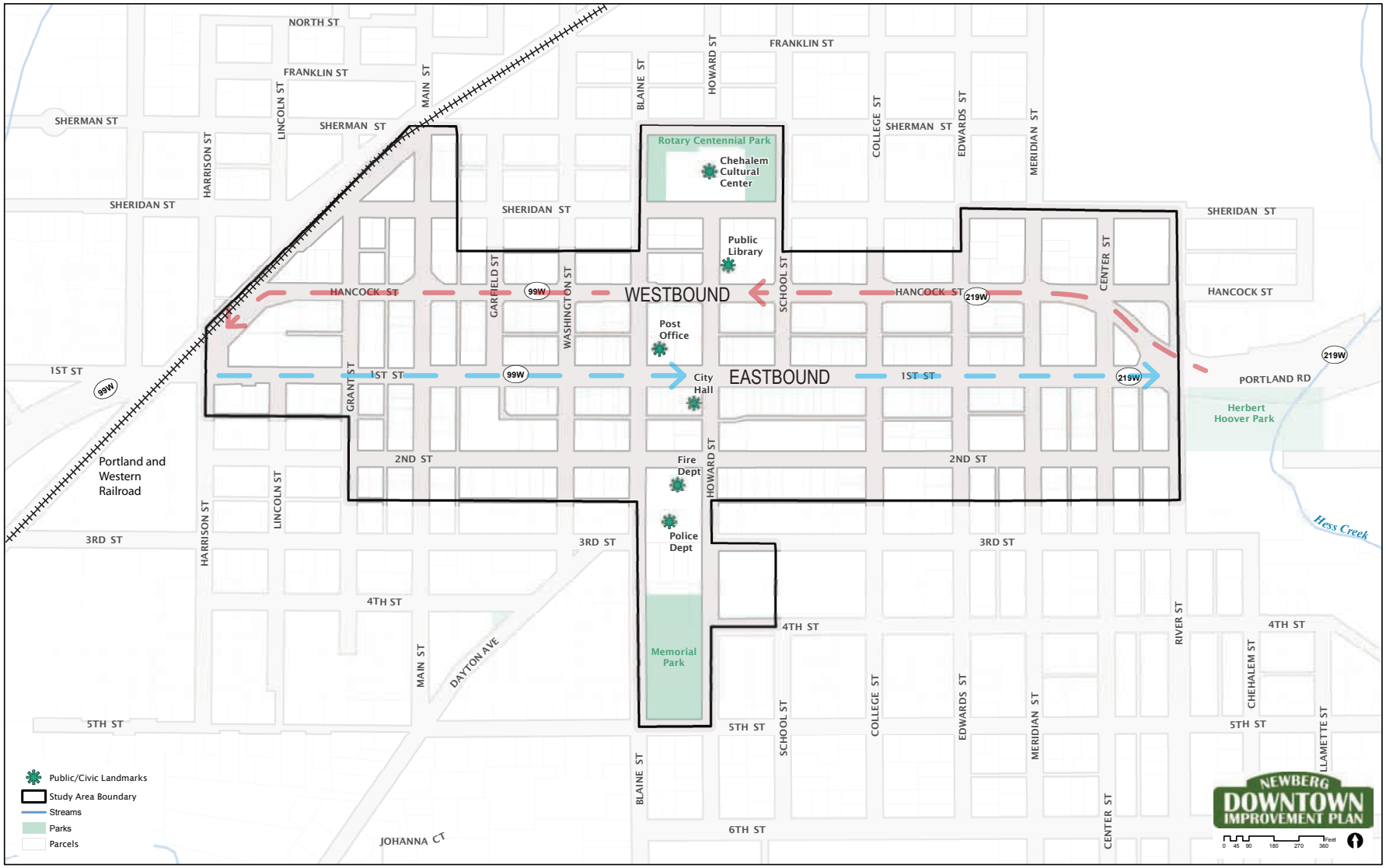
Urban design is defined as the process of designing and shaping cities, towns and villages. In contrast to architecture, which focuses on the design of individual buildings, urban design deals with the larger scale of groups of buildings, streets and public spaces, whole neighborhoods and districts, and entire cities, with the goal of making urban areas functional, attractive, and sustainable. Urban design makes connections between people and places, movement and urban form, nature and the built fabric. Urban design draws together the many strands of place-making, environmental stewardship, social equity and economic viability into the creation of places with distinct beauty and identity.

Newberg's 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, but those that remain have been repurposed and house a variety of business types while preserving their original aesthetic quality and facade informing the present streetscape.

Another major impact affecting the present streetscape of downtown Newberg is Oregon 99W, also known as Herbert Hoover Highway, which is designated as a Statewide Highway and is on the National Highway System. Completed in 1917, it transects through downtown Newberg as a one-way couplet; westbound traffic travels along Hancock Street and eastbound traffic flows on First Street. Oregon 99W directly affects the current streetscape and aesthetic quality of the downtown area, due to its high traffic volumes and serves as a major freight corridor leading to larger major metropolitan areas. Figure 2 on the following page illustrates the geographic location of Oregon 99W within the project boundary area.

Photo credit: City of Newberg

Figure 2: Downtown Newberg Oregon 99W Couplet System



TRANSPORTATION AND PARKING

Newberg's transportation system is undergoing significant change at this time. The City is currently in the process of updating its transportation system plan (TSP), and the completion of the first phase of the Newberg Dundee Bypass will be completed in the late 2017. The long-anticipated Newberg Dundee Bypass will provide an alternate route for regional traffic that currently passes through downtown Newberg on Oregon 99W. Figure 3 reflects the primary roadway network serving downtown Newberg, as well as the first phase of the Newberg Dundee Bypass.

The current transportation conditions through downtown Newberg vary by mode. As a state highway, Oregon 99W currently serves regional movement with three travel lanes in each direction along the First-Hancock couplet. Traffic signals along the corridor are timed to facilitate the movement of vehicular and freight traffic along the corridor and the four key intersections analyzed in the TSP update currently meet ODOT mobility targets. Due to the traffic volume and street width within the corridor, crossing the street at unsignalized intersections can be difficult for both motor vehicles and pedestrians/ bikes that wait for gaps in traffic in order to travel north-south.

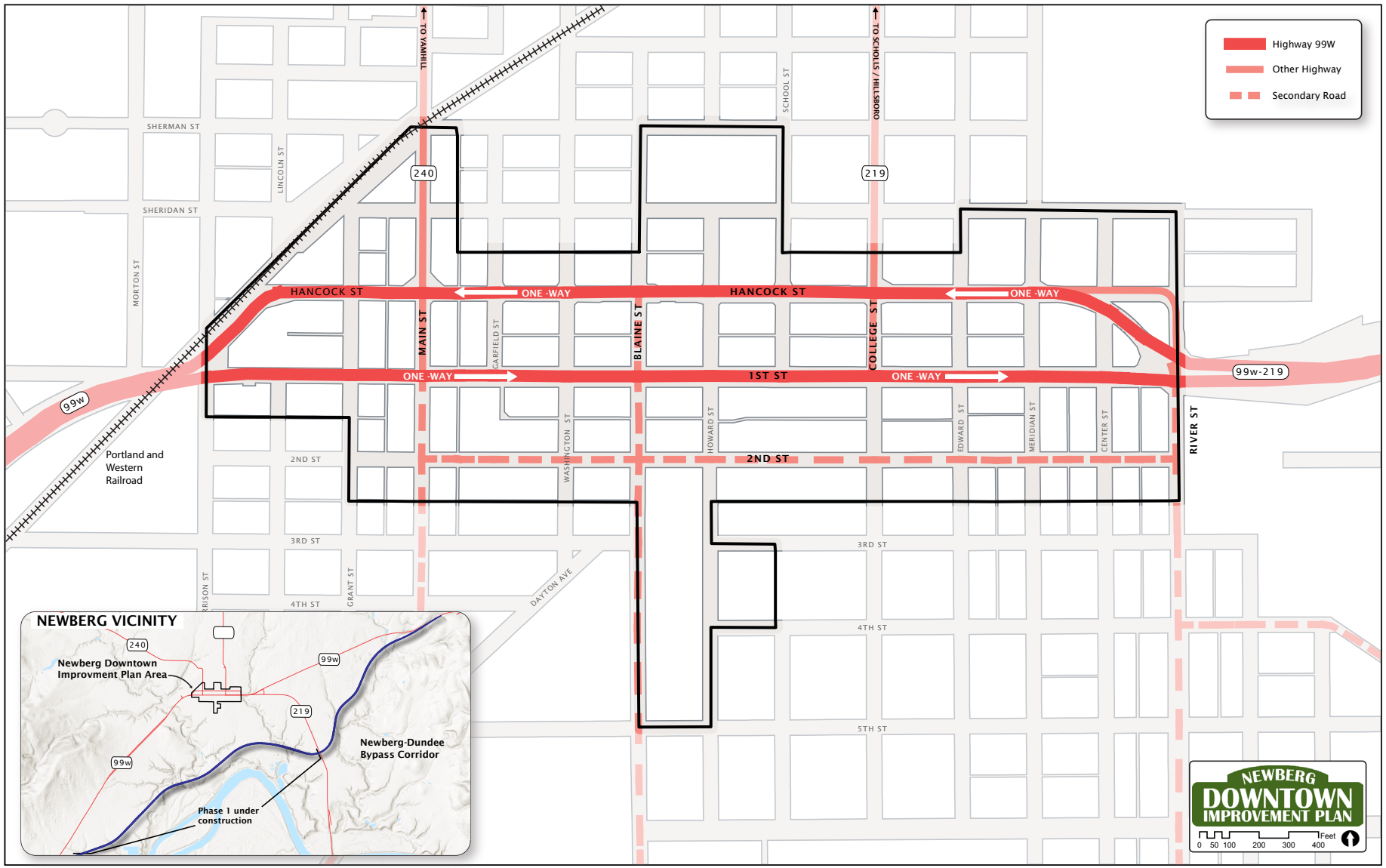
The downtown area is well connected with sidewalks for pedestrian travel. Bicycle lanes are provided along the couplet and some connecting roadways. Transit service is provided along the couplet by Yamhill County Transit Area, but local and regional routes have limited service frequency with headways of one hour or longer. Additionally, transit stop information and other amenities are limited.

Downtown Newberg has a robust parking supply. There are a total of 2,090 parking stalls in the downtown study area, nearly evenly split between on-street, (944 stalls, or 45 percent of all spaces) and off-street (1,146 stalls, or 55 percent of all spaces). The majority of the on-street stalls (68 percent) are unregulated with no time restriction. The remainder of the on-street stalls have a mix of time limits and regulations. There is currently no parking enforcement in the area.

In studying parking utilization it was found that on-street parking was only 47.6 percent occupied during peak hours and that on-street parking is readily available throughout the day. Off-street parking faced similar levels of vacancy. During peak hours, off-street parking was 47.3 percent occupied and is therefore underutilized.

Photo credit: thebellacasagroup.com

Figure 3: Newberg's Downtown Transportation System



INFRASTRUCTURE

Newberg's public infrastructure (water distribution, storm sewer, and sanitary sewer systems) is generally adequately proportioned and in good condition to meet current and most future growth scenarios.

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, though the Plan recommends replacing aging pipelines as part of the annual City budgeting process. One location identified by the City as having insufficient pressure for future development is along the south side of First Street between Howard Street and College Street. It is assumed that water and sewer systems in the NDIP planning area will be upgraded and improved as needed to support future growth in conjunction with new development or with design and construction of transportation improvement projects.

The downtown stormwater system is concentrated on Hancock Street, First Street, and Howard Street. The City of Newberg Stormwater Master Plan identified a number of observed drainage problem areas, as reported by City staff. The Stormwater Master 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.

Oriented on a grid system in the Newberg downtown area, the sanitary sewer system is well established to serve the area. The 21-inch-diameter Wynooski Trunkline cuts through the east end of the study area. The City of Newberg Sewerage Master Plan recommends upsizing a portion of this trunkline in the study area from 21 inches to 24 inches to increase its capacity for 2040 flows.

Photo credit: City of Newberg

ECONOMIC CONDITIONS AND TRENDS

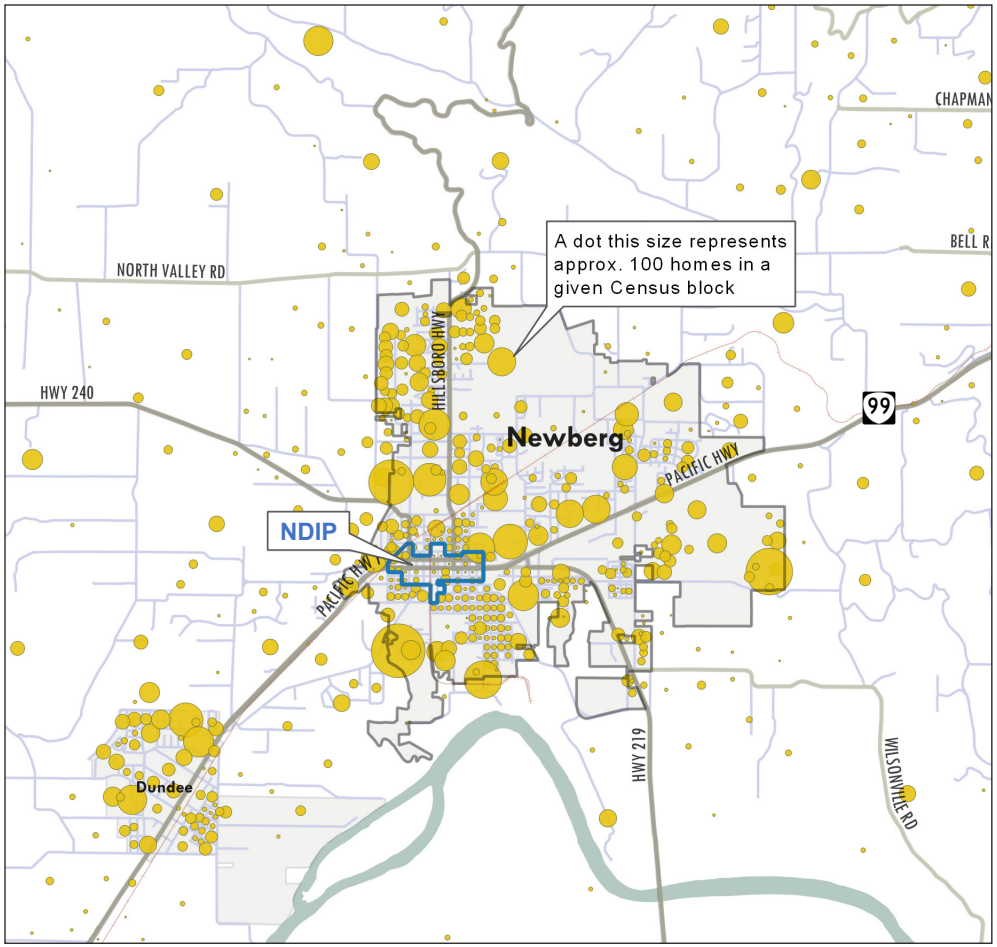
Newberg is a steadily growing community that is poised and ready for economic transformation. The city has many positive attributes that make it a desirable place to live and work including its proximity to the Portland Metropolitan region and Oregon's wine country, a strong and diverse economy, a four-year private university, a community college campus, a diverse housing stock, and an active and engaged community. Figure 4 shows the concentration of residential housing in Newberg and its relative proximity to downtown.

Newberg is a growing community with a population of almost 23,000 as of 2015. Between 2000 and 2010 Newberg grew by over 20 percent, a substantial change when compared to the State of Oregon's growth of 12 percent over the same period. The population is relatively young with an average age of 34 years. Newberg is a college town, with over 4,000 undergraduate and graduate students attending the private George Fox University, along with scores of students at Newberg's Portland Community College (PCC) campus. Newberg is expected to continue to grow its population primarily through migration through the short and long terms.

The local economy is strong, diversified, and expanding. The community has a number of stable and economically significant employers, and local market indicators, including the unemployment rate and jobs created, have been improving in recent years. Newberg is also well positioned in Oregon's wine country, leading to a rapidly expanding tourism economy.

The City of Newberg recently adopted an Economic Development Strategy and a Strategic Tourism Plan. Each of these living documents outlines concrete actions for the City and public and private sector partners to take in order to promote the city's growing economy and revitalization of the downtown area.

Figure 4: Residential Housing Concentration in Newberg 2015



Source: ESRI Business Analyst, Leland Consulting Group

Shown by block group.

THE DOWNTOWN IMPROVEMENT PLAN

The types, arrangement, mix and intensity of land uses, transportation facilities, streetscape and other amenities, parking facilities and programs, and other public and private sector projects and activities greatly affect the character of a downtown. Great downtowns do not come about by accident – rather they are created, nurtured and improved by the dreams and intentional actions of many. A substantial number of ideas were generated by the Advisory Committee, the public and the Project Management Team during the initial, visioning phase of Plan development. These have been synthesized into a vision statement and a set of 10 desired outcomes that would further describe an envisioned future for downtown. In addition, 10 draft "big ideas" have been formulated which would then be used to help focus the generation of recommended projects and actions that would create a climate for investment and stimulate development to achieve the envisioned future for downtown Newberg. The vision, desired outcomes and conceptual big ideas are provided below.

VISION AND DESIRED OUTCOMES FOR DOWNTOWN NEWBERG

Downtown Newberg will be a thriving, active and attractive destination at the gateway to Oregon's wine country. Building upon an authentic main street environment and maximizing redevelopment opportunity, downtown will have a successful, complementary mix of retail, civic, entertainment, cultural, office and residential uses, showcasing its pedestrian-friendly streetscapes, public art, and strong connections to adjacent neighborhoods and activity centers. Downtown Newberg – a unique destination, and a place to live, work, shop and play.

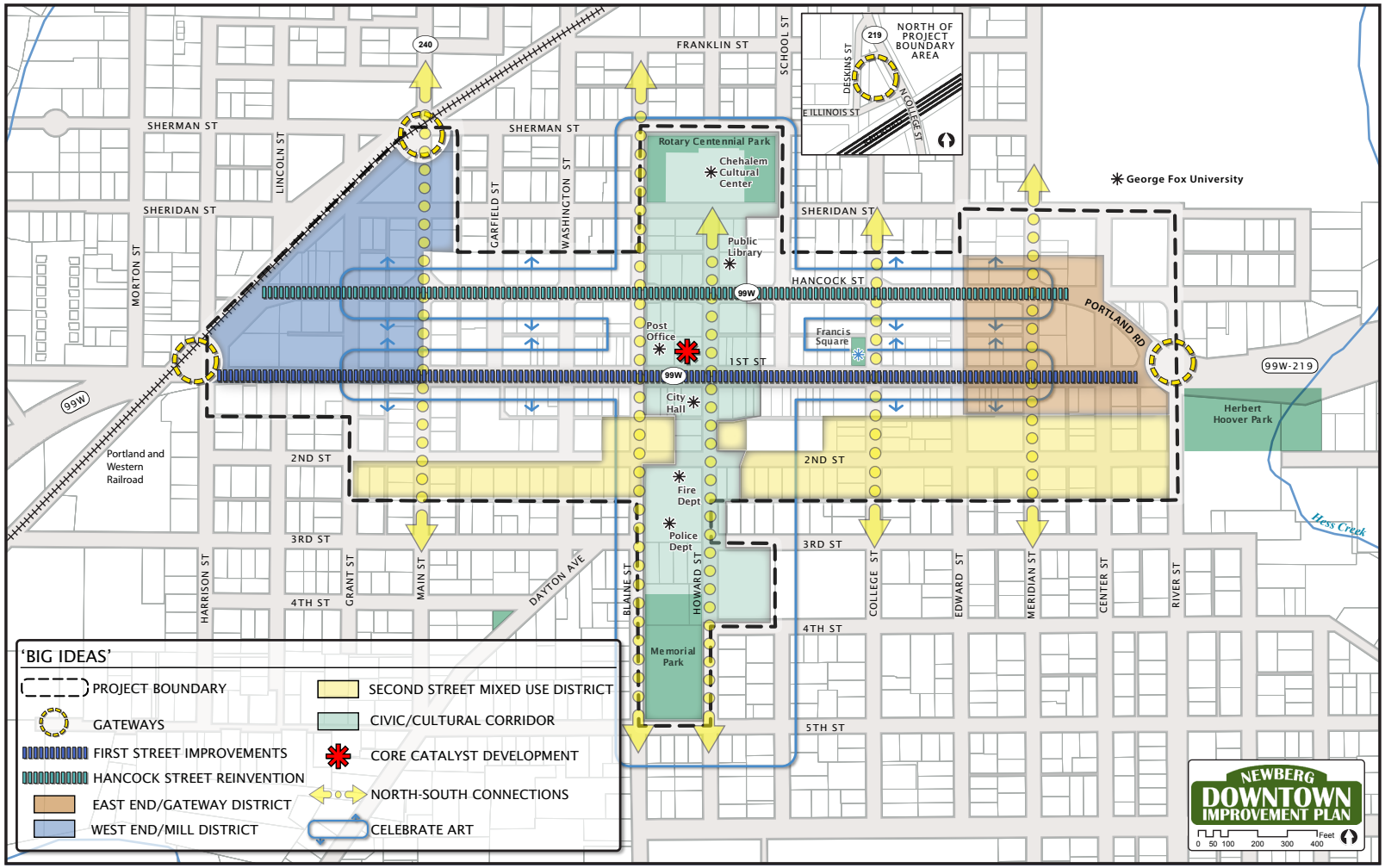
Downtown Newberg will have the following characteristics, or desired outcomes:

1. Downtown will be a vibrant, inviting, and fun destination for those coming from near and far
2. Downtown streets will be pedestrian-friendly and safe for all modes of transportation
3. Downtown will be the center for public life – a place to shop, work, visit, gather and play
4. Downtown will have increased density, a diverse mix of businesses and a broad range of places in which to live
5. Downtown will be easy to navigate through attractive, effective signage and physical connections between activity centers and districts
6. Downtown will have a variety of easy-to-find parking options
7. New development and redevelopment will complement older and historic buildings
8. Downtown will be "people-oriented" with attractive, comfortable, and functional amenities or public uses on the sidewalk or in other right-of-way
9. Downtown will build upon Newberg's strong community spirit and incorporate public art reflecting the local character
10. Downtown will have the appropriate type and level of infrastructure to support the envisioned future type, mix and intensity of uses

CONCEPTUAL FRAMEWORK: BIG IDEAS

The vision and desired outcomes provide the foundation for developing a framework of key concepts – big ideas that would focus the generation of recommended actions and projects that would create a climate for investment and stimulate development to achieve the envisioned future for downtown Newberg. Accordingly, 10 key concepts, or big ideas, have been identified to comprise the framework for the Downtown Improvement Plan. The Conceptual Framework Plan presented in Figure 5, below, represents a composite of the 10 big ideas. A narrative description and accompanying graphic are provided in the sections that follow.

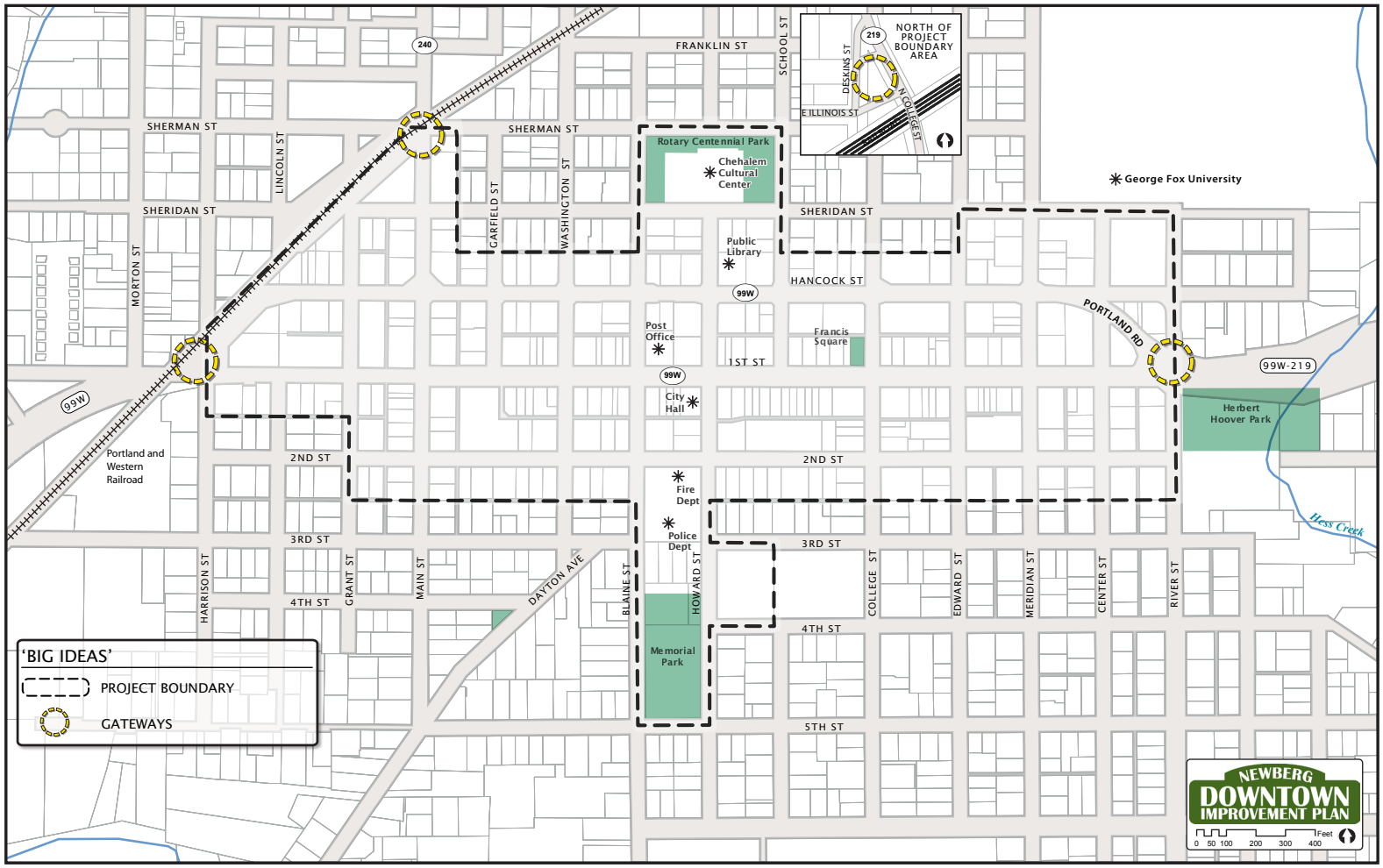
Figure 5: Big Ideas



GATEWAYS | Heralding arrival at a special destination

Gateway features help define neighborhoods and districts through the design of landscape, buildings, or art installations to symbolize or designate an entrance and signal a sense of arrival to a special area or place. Gateways often employ streetscape schemes or physical structures such as landmarks, public art, special signs, a highly visible archway or some other drive-through entry feature to help establish a district's identity – sending a signal to residents and visitors that they are approaching/entering a special place with a unique identity, one in which the community takes pride. There are four key primary gateways to downtown Newberg that can inform the greatest number of visitors from the east, west and north. These key gateways, in conjunction with a clear system of directional wayfinding signage, can make downtown a more legible, identifiable and easily accessible destination.

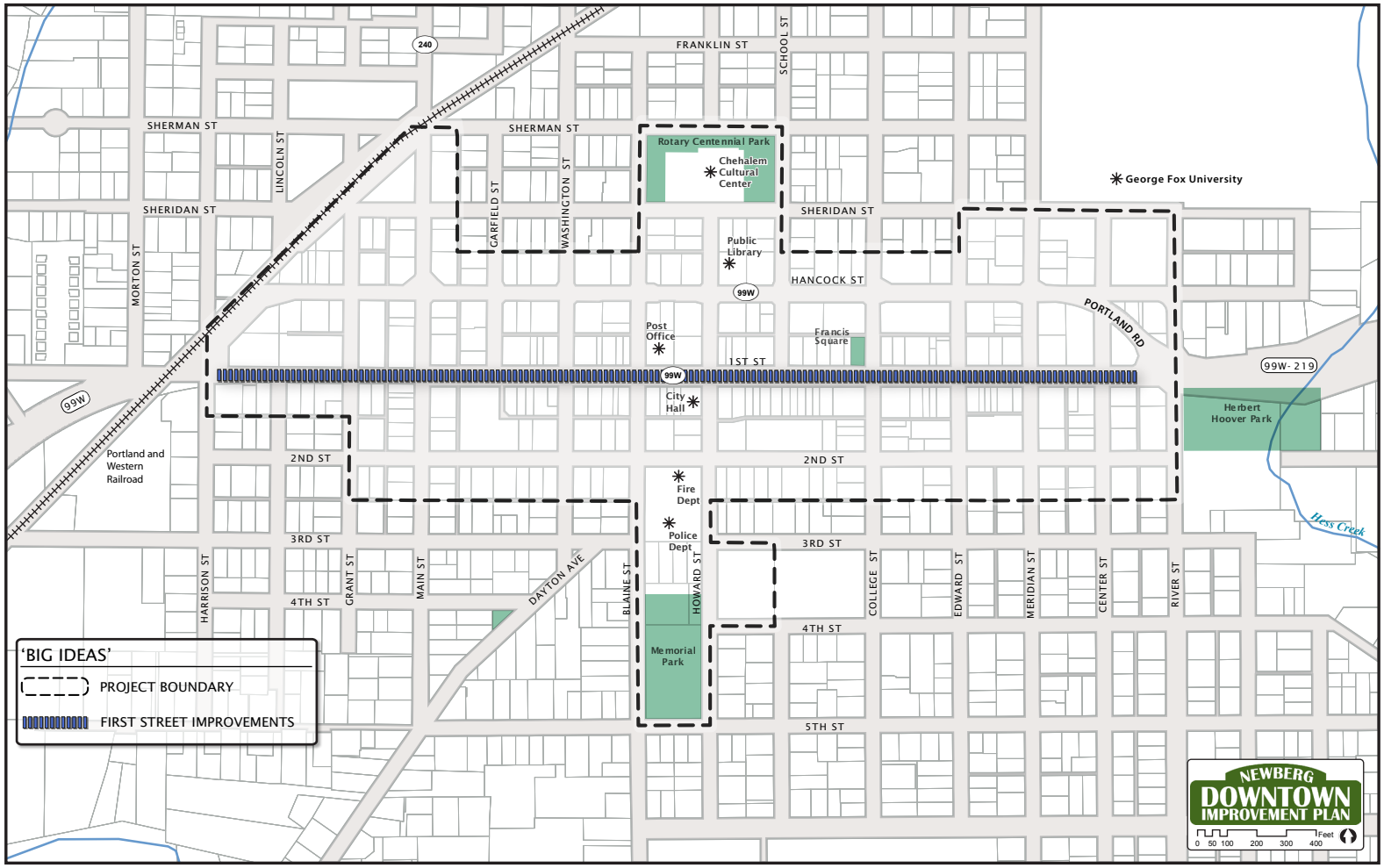
Figure 6: Gateways



FIRST STREET IMPROVEMENTS | Making what's good even better!

First Street is downtown Newberg's "main street" – the principal business street within the downtown area, with a concentration of businesses, restaurants and services within a walkable environment – and the social center of the community. New development and major redevelopment will be more vertical in nature, providing increased opportunities for new businesses and residents, and creating additional vitality downtown. The pedestrian quality of the First Street environment should invite visitors and shoppers to explore, linger, have a conversation, have a meal at a restaurant's outdoor tables, and provide an attractive and safe atmosphere for exploration of businesses and local attractions. Reducing roadway traffic from three lanes to two along most of its length, retaining on-street customer and visitor parking, increasing the width and attractiveness of the sidewalk environment, improving the streetscape and providing safer pedestrian crossings will, in combination, help advance First Street's role as the center for public life within Newberg and downtown.

Figure 7: First Street Improvements

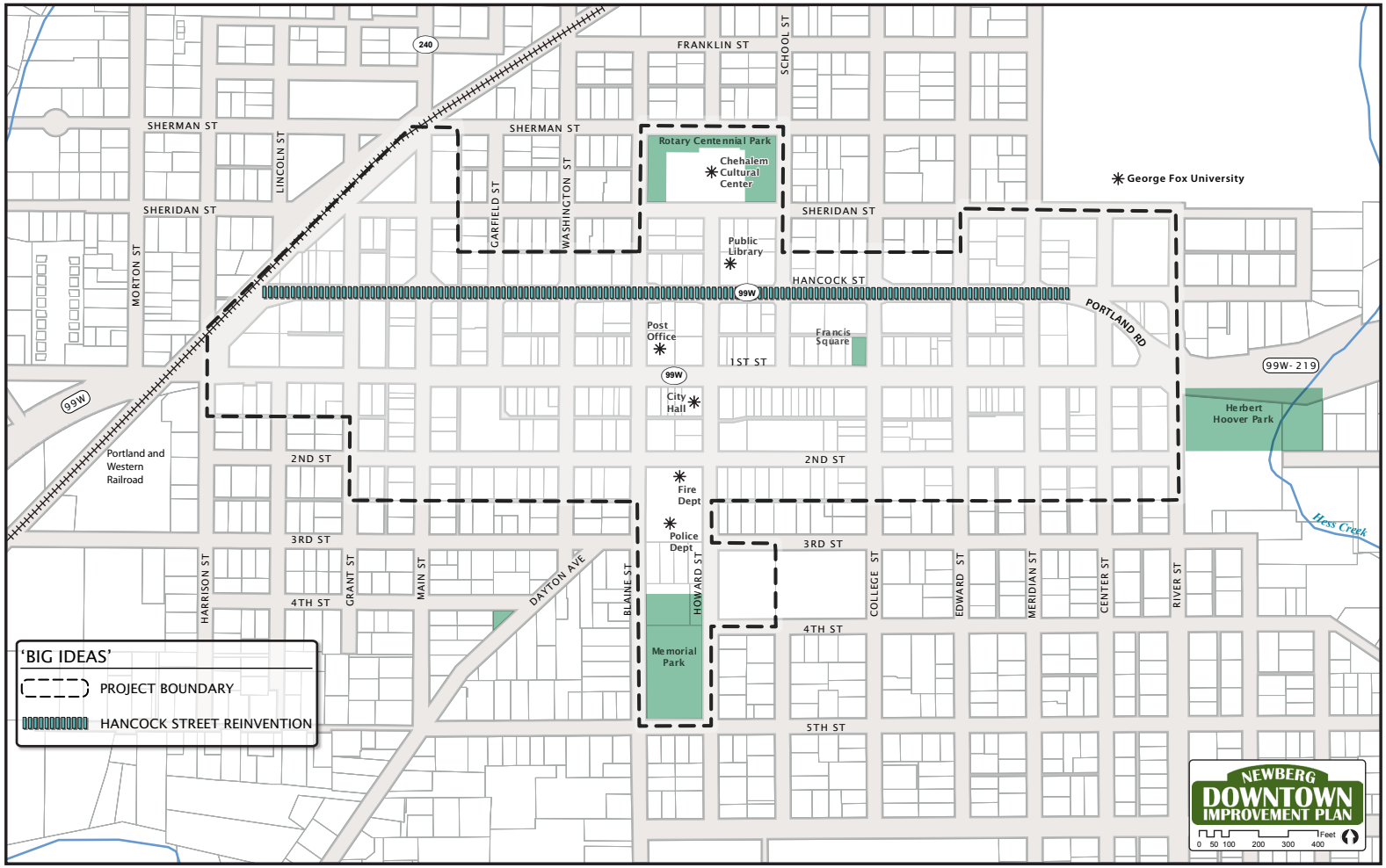


HANCOCK STREET REINVENTION | Changing its character over time

While Hancock Street is one of downtown's two primary traffic streets – an important connection and through-way for local residents and for the movement of goods and services to and through the community – it has an important role to play in the growth and continued evolution of downtown. Reducing roadway traffic from three lanes to two along most of its length, increasing the width and attractiveness of the sidewalk environment and providing safer pedestrian crossings will make Hancock a more attractive "address" for the mixed-use development that complements the more traditional main street role of First Street.

Over time, infill development and redevelopment will be oriented toward the street and result in a higher-density and mix of uses, creating a more vital location for office, housing and commercial uses, and in Hancock Street becoming a business district destination in its own right.

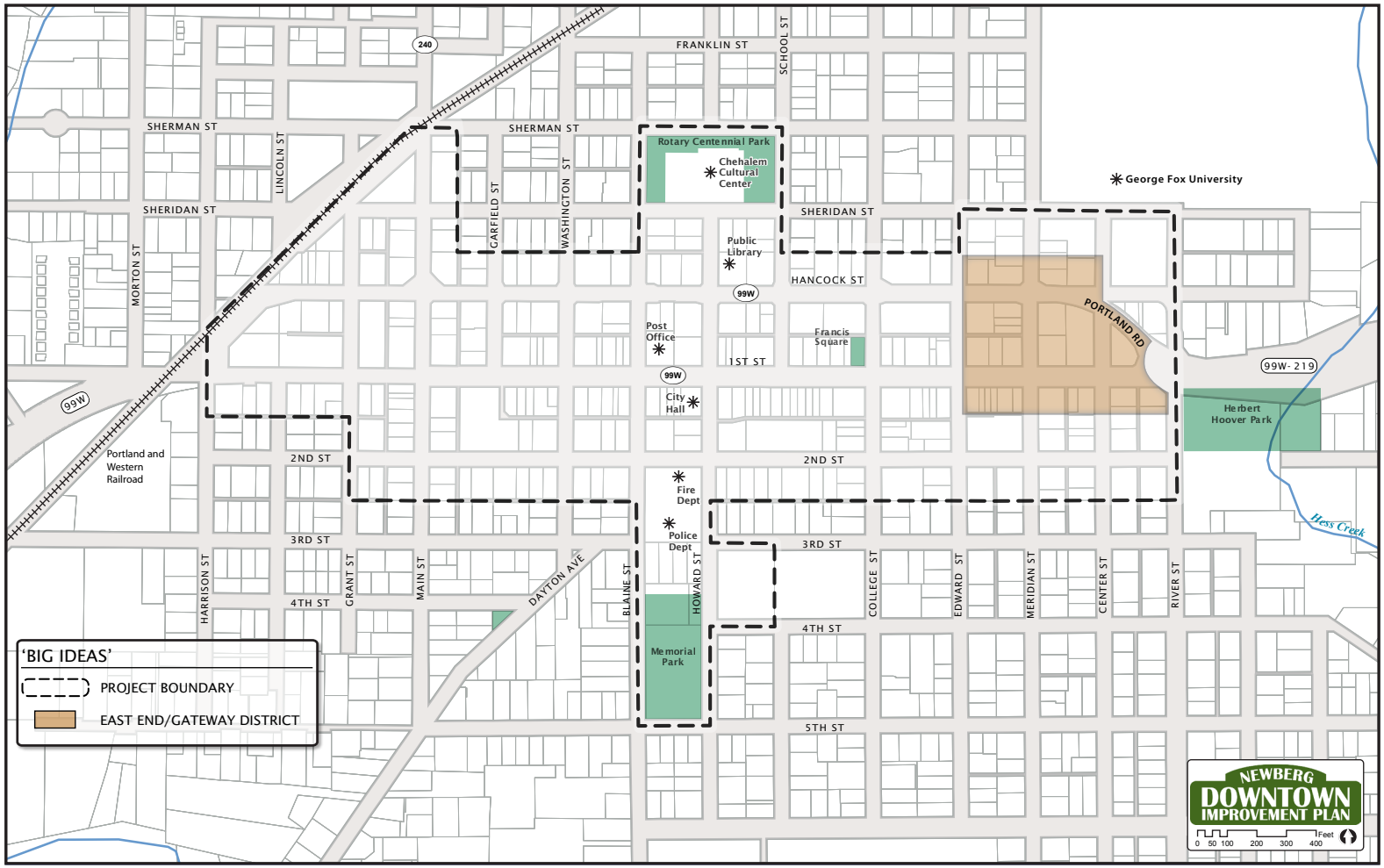
Figure 8: Hancock Street Reinvention



EAST END/GATEWAY DISTRICT | A signature welcome to downtown's main point of entry

For those coming to Newberg from Portland and other locations to the northeast, the East End or "Gateway District" will serve as the point of arrival to a special place – downtown, the "heart" of Newberg, and the first point of entry to Oregon's wine country. Immediate and clear wayfinding signage will be provided directing those arriving from the northeast to where attractions and destinations can be accessed, such as First Street's eclectic mix of retail and business uses, the Chehalem Cultural Center, George Fox University, the West-End Mill District, and parking. This could be the location for a signature development, such as an attractive hotel and small conference facility providing lodging for those doing business in Newberg and for tourists accessing the community's attractions and surrounding wine country.

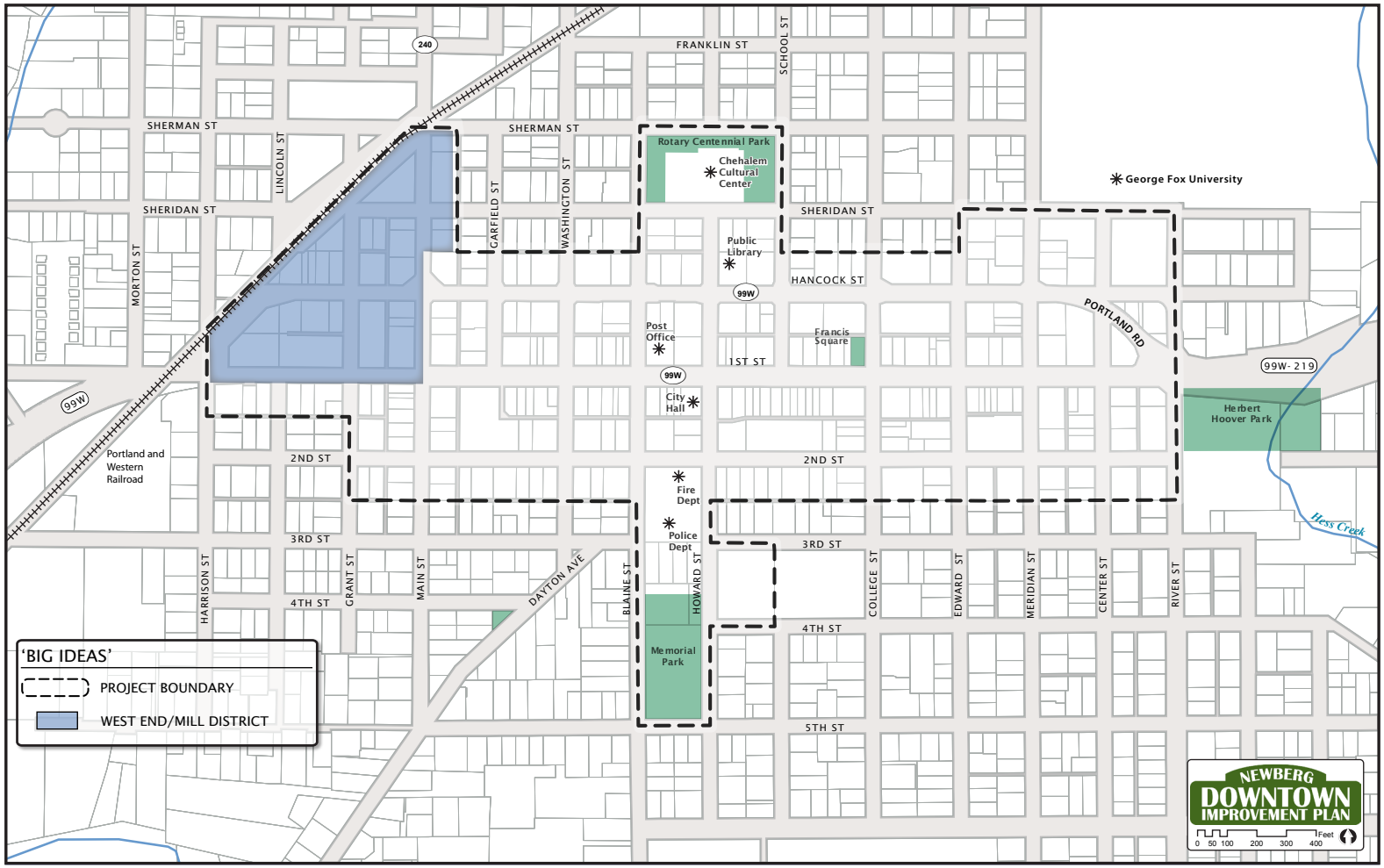
Figure 9: East End/Gateway District



WEST END/MILL DISTRICT | A place where things are made and experienced

Possessing a combination of employment and commercial uses, downtown's West End/Mill District presents an opportunity for building upon the industrial and employment heritage of the area. This area can serve as a location for those uses that may not have a home in the core of downtown, but play a vital role in the downtown environment. Given its history and suitability for a variety of employment and commercial uses, redevelopment within this district would be guided with a lighter touch, retaining some of the area's "gritty" feel and ambiance, which is a key part of its appeal. In addition to employment, the west end and the old mill area in particular can serve as a destination for craft industrial uses – places where goods can be made, sampled or touched (and purchased). Within easy walking distance from the community's Civic/Cultural Corridor (see Figure 12) and First Street's main street character and feel, this jobs-focused concept will also have added tourism value, building upon the appeal of goods produced locally and from materials sourced locally or within the region.

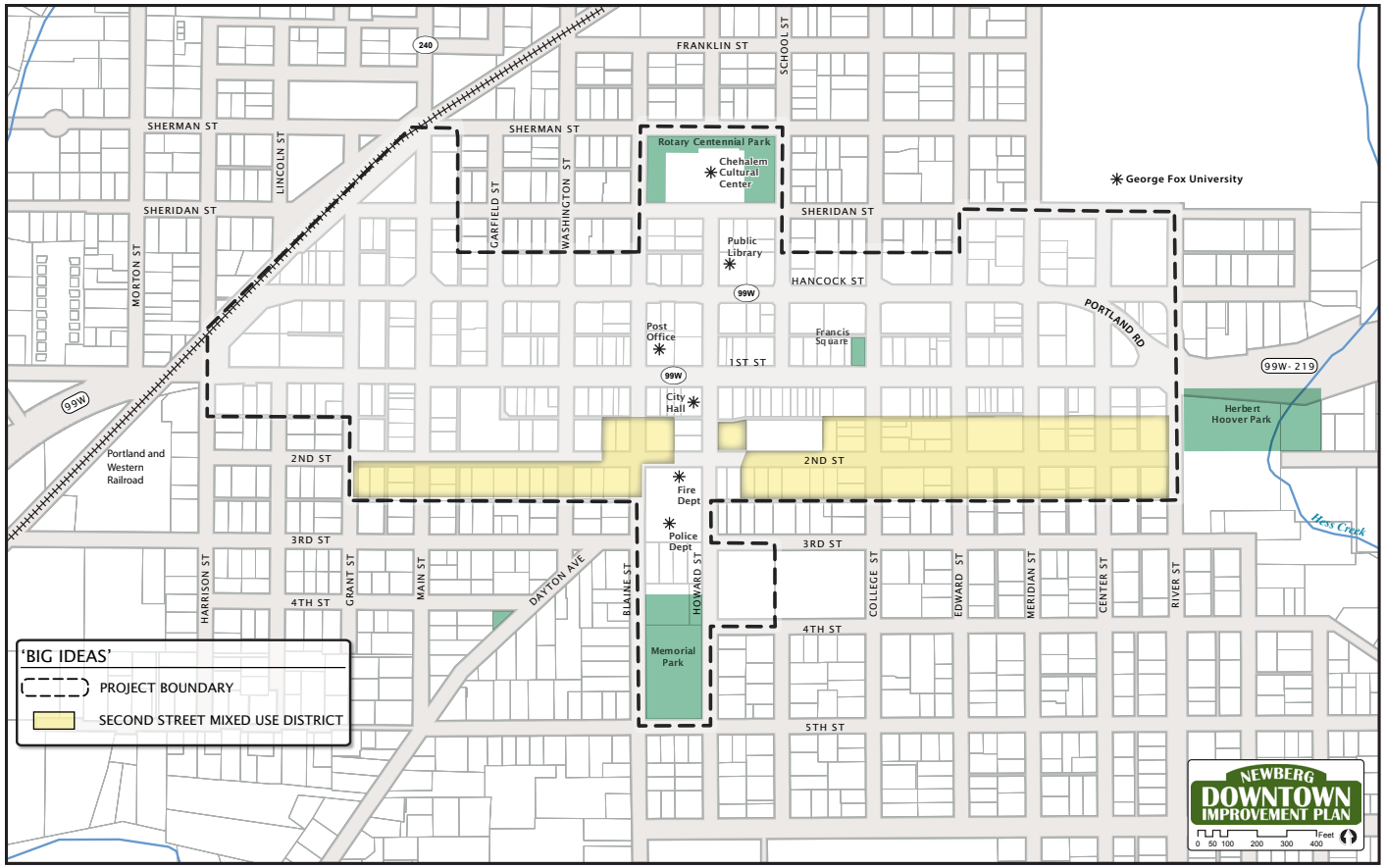
Figure 10: West End/Mill District



SECOND STREET MIXED-USE DISTRICT | A place to live with access to all downtown has to offer

Housing is a key component of successful downtowns – it provides for a large and growing market of consumers wanting to live in close proximity to goods, services, restaurants, and other activities and resources offered in a downtown environment. Demographic trends show a demand for the type of smaller, mixed-use or free-standing urban housing products that would be suitable in downtown Newberg. Downtown residents provide additional buying power to support local merchants. Similarly, downtown residents generate additional vitality and safety – providing "eyes on the street" seven days a week – and housing grows the tax base for the community. While additional housing is encouraged throughout downtown, the area along Second Street offers a unique opportunity for appropriately scaled multi-family apartments, condominiums, townhomes, or rowhomes at a variety of affordability levels, integrated with ground-floor retail or other commercial uses in a mixed-use environment immediately adjacent to the First Street commercial core. This will help fill a demonstrated housing need, provide additional business opportunities, create an active downtown neighborhood, and increase the number of rooftops supporting downtown merchants.

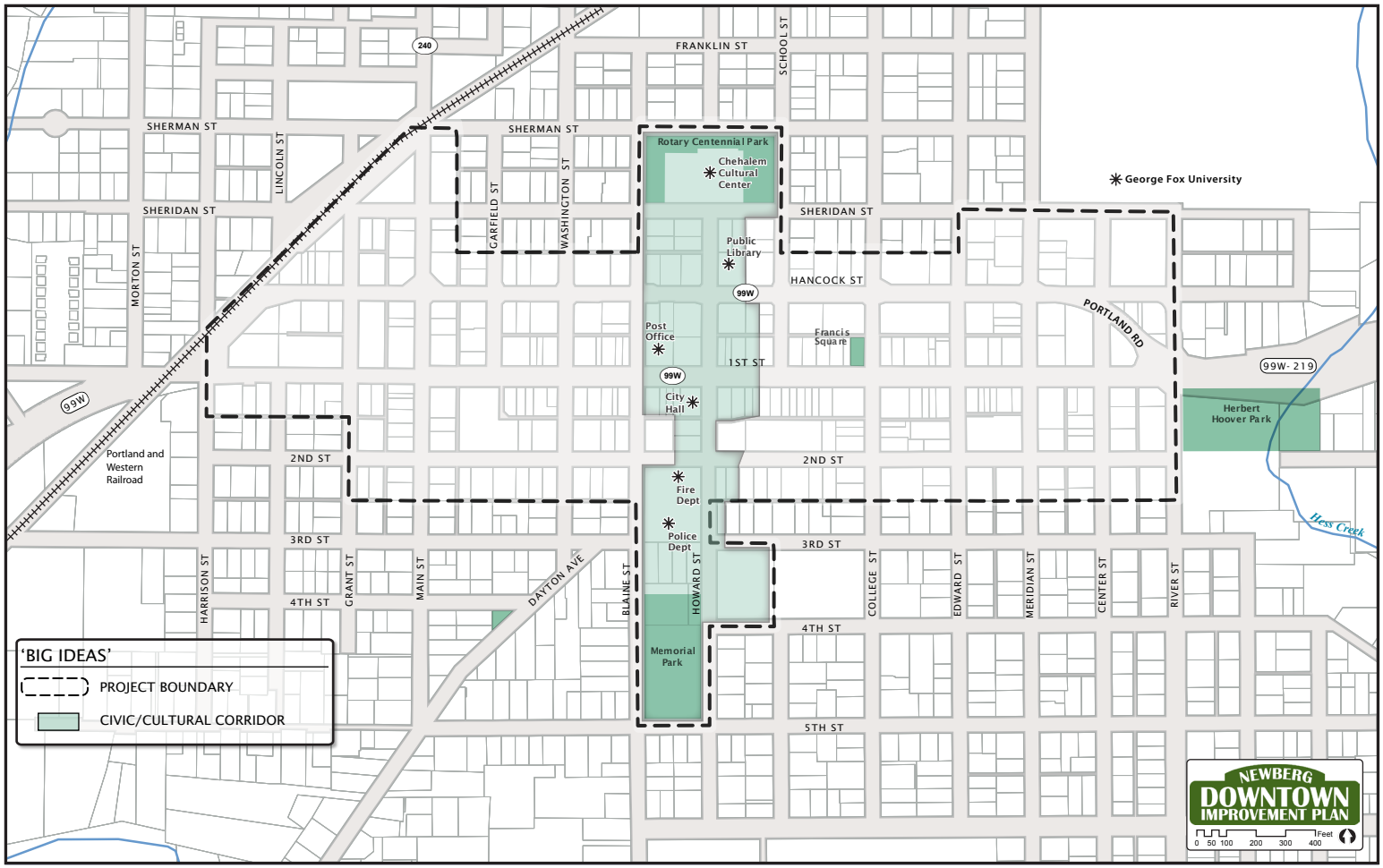
Figure 11: Second Street Mixed-Use District



CIVIC/CULTURAL CORRIDOR | Linking cultural, recreational and civic institutions and opportunities

The Civic and Cultural Corridor is an important activity center – a celebratory location connecting key institutions within the community such as City Hall, the Chehalem Cultural Center, the Public Safety facility and Memorial Park. The Corridor will provide a special pedestrian-oriented streetscape environment that can be easily reconfigured as a "festival street" along portions of Howard Street for special occasions and events. The Civic and Cultural Corridor will also feature special signage, wayfinding, public art distributed throughout the corridor to signify a unique identity and provide interest. Streetscape treatments will highlight the connection of downtown and neighborhoods to the north, to Memorial Park and the river to the south, and to nearby activity centers such as George Fox University. The "occasional" festival street facilities might include special paving treatments, rolled curbs to facilitate easy pedestrian movement, electricity and water for special uses such as seasonal/holiday lighting, or food and craft vendors.

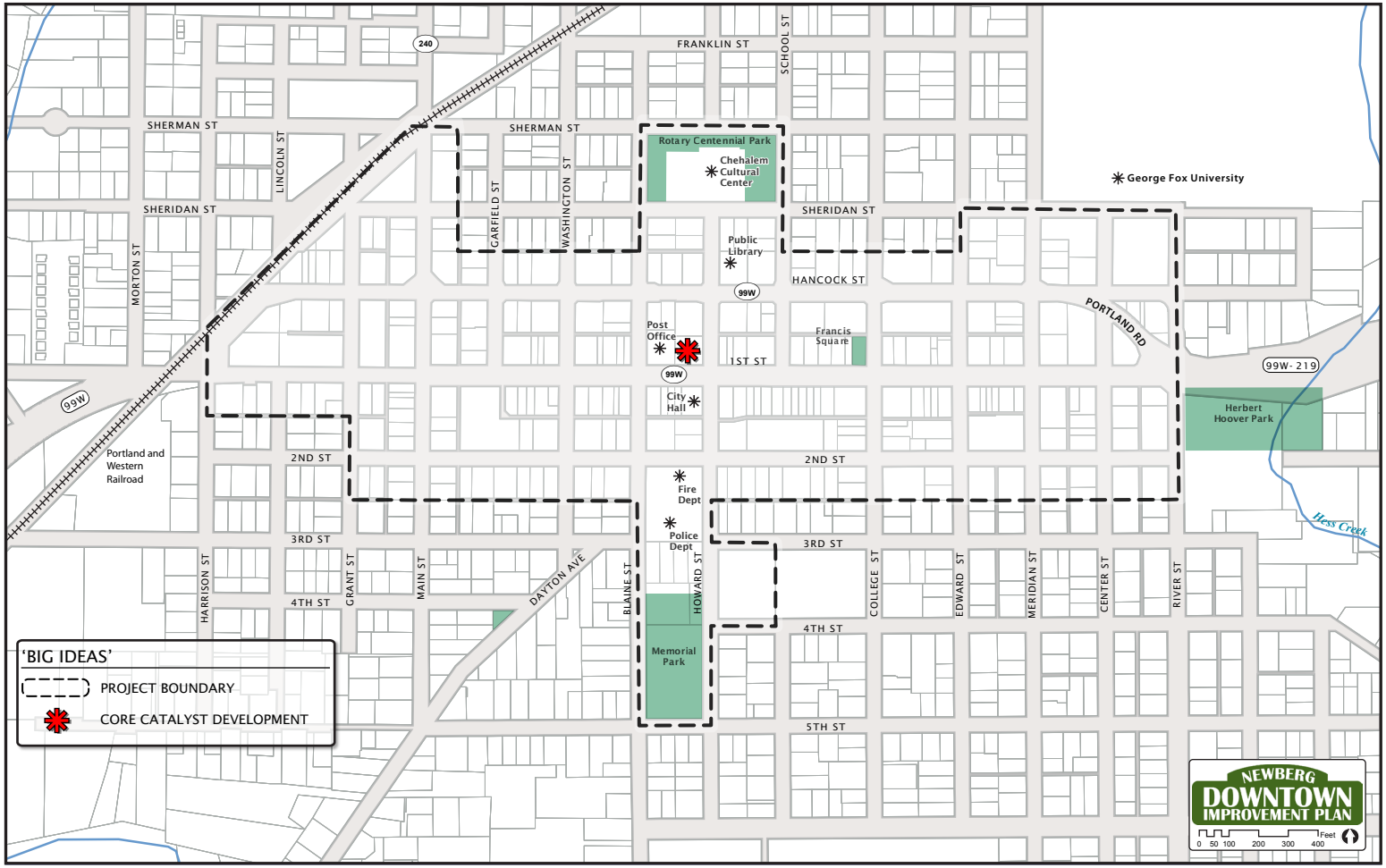
Figure 12: Civic/Cultural Corridor



CORE CATALYST DEVELOPMENT | Jumpstarting private investment

"Catalyst" developments are those that present a particularly good opportunity for stimulating private investment and for substantively changing the development environment downtown – serving as a catalyst for development consistent with the vision of the Plan. A signature development on the City-owned former Butler site, in the heart of the First Street retail and entertainment district and along/within the Civic and Cultural corridor, has the potential to help create and jumpstart the climate for private investment and action. This site has long been envisioned as having the potential for a showcase mixed-use development featuring ground-floor retail with housing, lodging or office uses above, perhaps featuring an opportunity to sample food and wine from the region, and perhaps linked to a future adaptive re-use of the historic Post Office. This concept provides a key opportunity for employing a public-private partnership to facilitate the development of this opportunity site in a manner consistent with the vision for downtown.

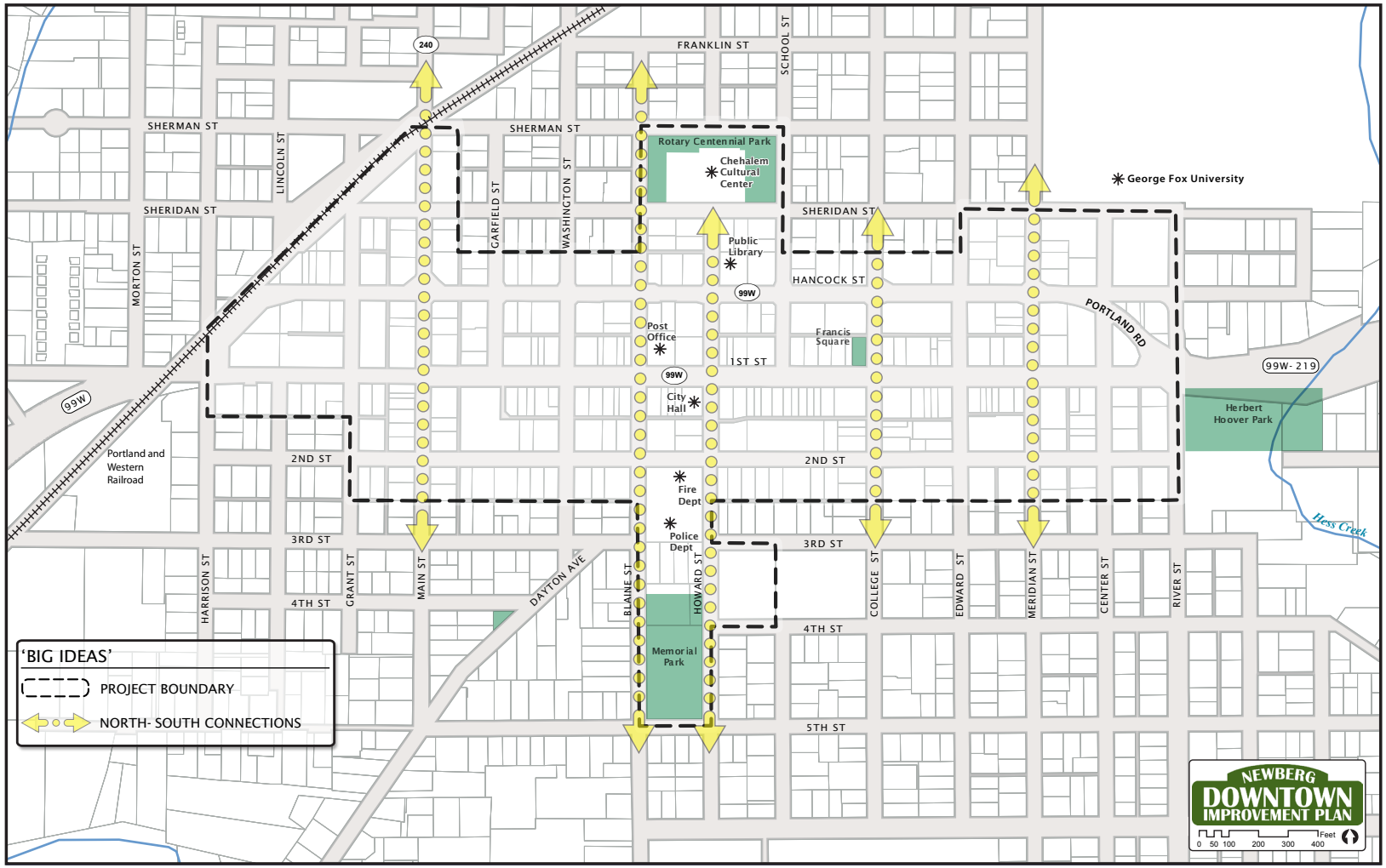
Figure 13: Core Catalyst Development



NORTH/SOUTH CONNECTIONS | Linking downtown to the greater community

Key local north/south streets within and accessing downtown such as Main, Blaine, College, Meridian and River Streets, should be enhanced to emphasize and improve connections to adjacent neighborhoods and uses close to downtown such as Friendsview Retirement Community and George Fox University. It should be easy to understand how to get downtown and safely and easily access it – by car, by bike or on foot. Perhaps there's even a future trolley using the existing railroad tracks within Blaine Street to connect such attractions as the Allison Inn, the Chehalem Cultural Center, Memorial Park and the Willamette River. Quality connections require good street and walkway connectivity, effective signage, and a distinct streetscape that is attractive and easy to understand, making the connection to downtown clear, safe and pleasant.

Figure 14: North/South Connections

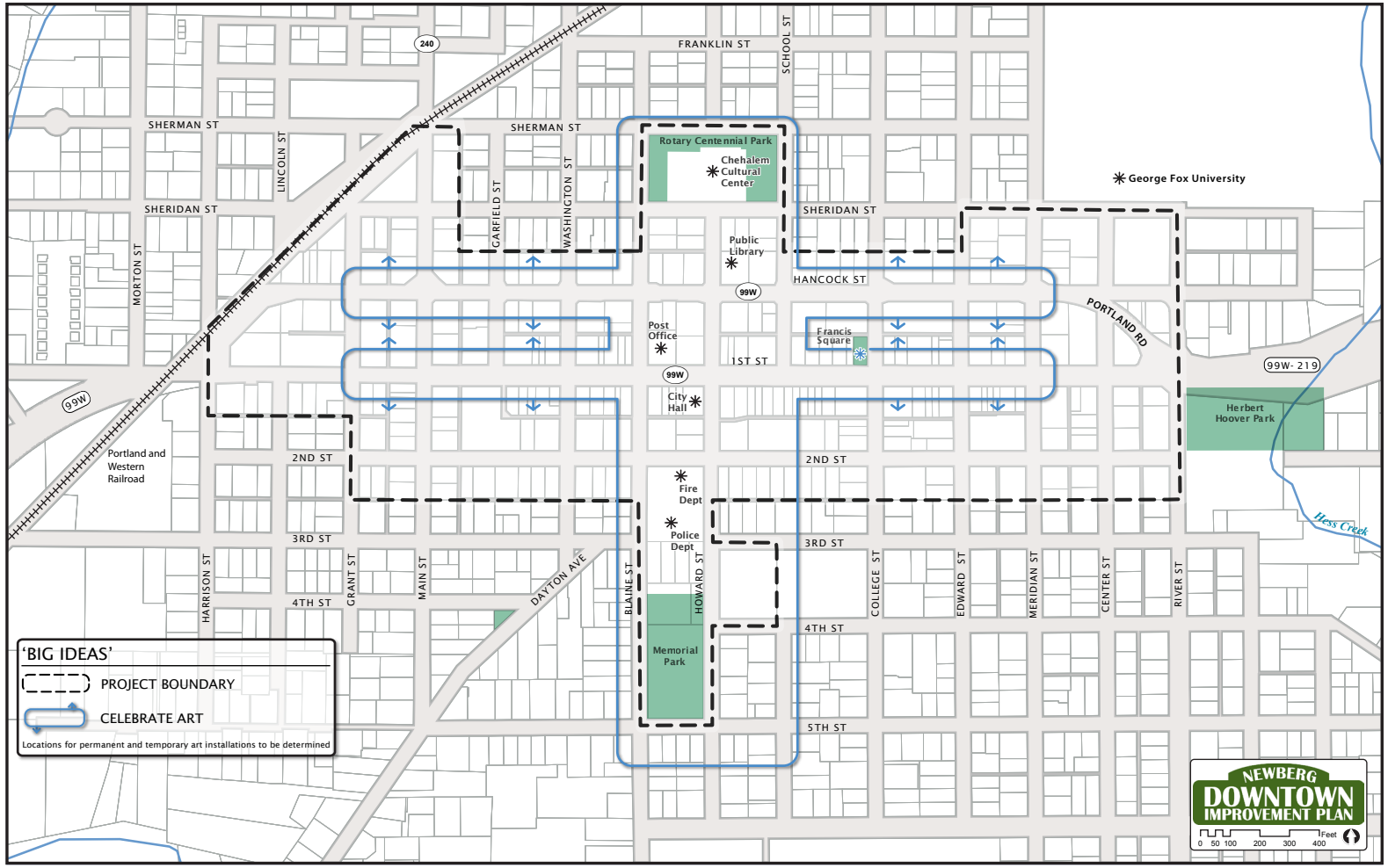


CELEBRATE ART! | Good art is good business

It's been said that "the sign of a great city is the strength of its cultural life." Public art helps create an attachment to one's community and has been proven to be a highly cost-effective way of helping spur economic revitalization in downtowns nationwide. Public art reflecting the character and identity of the community should be an important part of the Plan and should be provided through a mix of signature installations in locations special to the community such as Francis Square, within an improved streetscape environment along First and Hancock Streets, along the Cultural Corridor, or building upon the existing great examples of murals adorning the walls of downtown buildings.

Whether the installment is permanent or temporary, the ability of public art to educate, create jobs, increase real estate value, build community pride, increase tourism, and provide other benefits is well-known. According to the Urban Land Institute, "good art is good business."

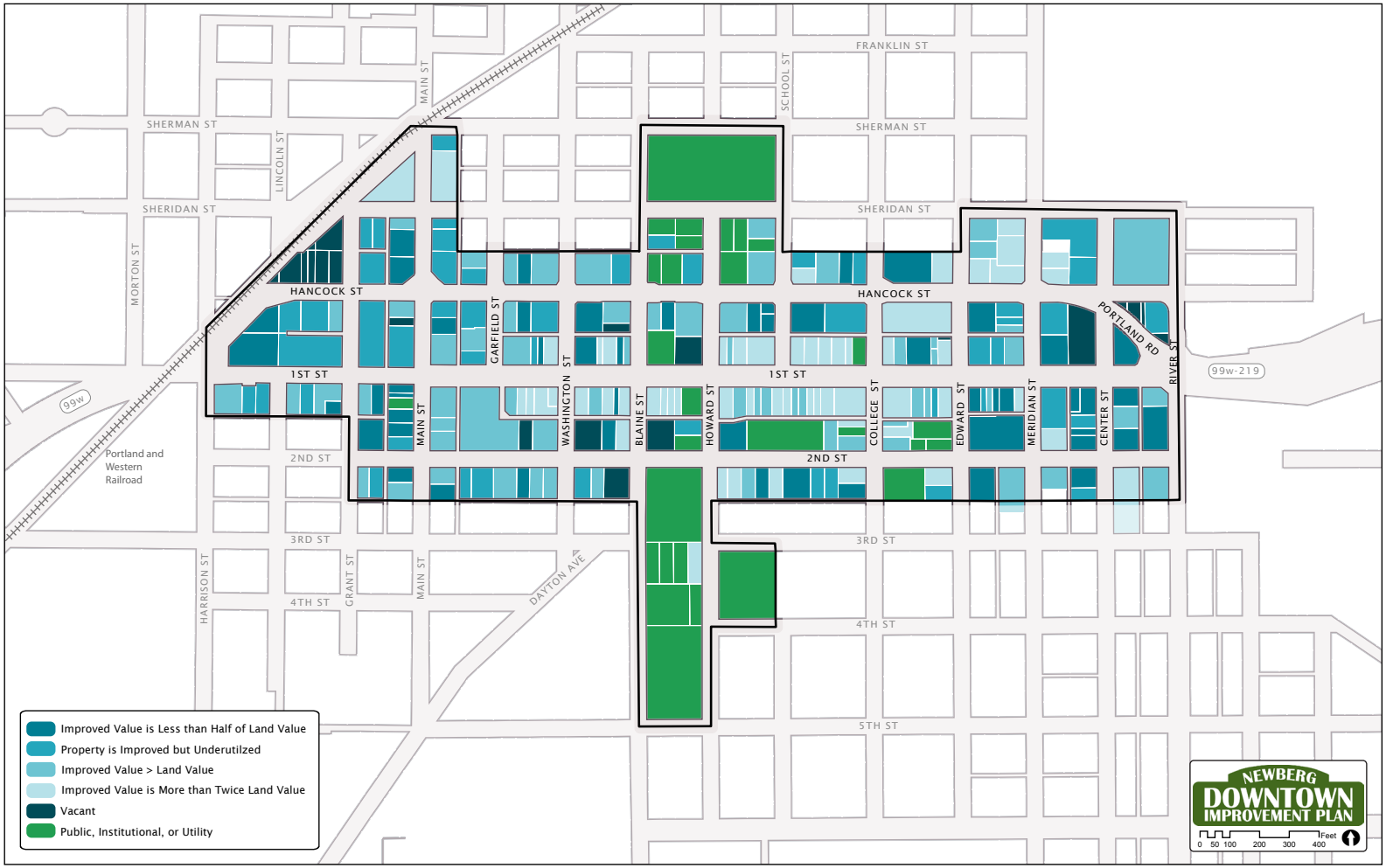
Figure 15: Celebrate Art!



FUTURE POTENTIAL DOWNTOWN DEVELOPMENT PROGRAM

Market trends and future demographic and economic conditions will reshape the built form of downtown Newberg. This section considers how and where future growth and development will take place in the downtown area in the short and long term. Figure 16 below illustrates the ratio between improved values and land values.[1] This ratio is commonly used to understand which properties in a given area likely have buildings that are dilapidated or underutilized, and those properties with land values that are close to or higher than improved value. In the map below, the darker blue the tax parcel, the closer the land value is to the improved value (green tax parcels are public, utility, or institutional properties). Dark areas of this map, therefore, are more likely to be considered as opportunity sites for redevelopment.

Figure 16: Downtown Newberg Improvement to Land Value Map



[1] *The values used for this analysis are real market values as identified by the Yamhill County assessor.*

There is significant redevelopment potential in the area based on low improvement to land ratios especially at the eastern and western ends of the area. In all, it appears that approximately 26 acres of the 44 acres of private land in downtown Newberg are either vacant or underutilized. Redeveloping these properties will require property assembly and coordination between the public and private sectors.

The overall objective of downtown development is to capture target markets, maintain economically viable conditions, continually strengthen prospects for financial success while addressing residents' needs and desires for a "live, work, stay, play, learn" environment and create a positive, long-term identity for the downtown as described in the Vision for downtown Newberg. Following is a description of the development anticipated over the short term (through 2020) and the long term (through 2030).

Development Assumptions

The development program for downtown Newberg assumes a number of parameters will guide both the form and timing of development, as noted below.

SURFACE PARKING: The area will most likely be reliant upon surface parking, be it on-street or in surface parking lots. Development in the short term will be unlikely to support structured parking, which is much more expensive to build. This will dictate the form of development and will likely keep new development at a two- to four-story maximum. In the long term, it is possible that downtown development will command prices that make structured parking feasible. Likewise, a public shared parking facility could be built at any time. As noted elsewhere in this document, studies conducted in conjunction with this Plan demonstrate that downtown Newberg does not currently have a parking supply problem – rather, there are significant opportunities for improving how on- and off-street parking resources are managed.

As noted within the Parking Management Plan (see Appendix E) there are a number of cost-effective parking management strategies that can be employed before structured parking becomes a viable parking option. In the short term, this means employing management practices such as effective signage, improved enforcement, shared parking, etc.

INFRASTRUCTURE: Before the area can reach its full redevelopment potential, major investments in transportation infrastructure will be necessary, especially road and sidewalk improvements to First and Hancock Streets. These improvements will balance automobile and bike traffic through downtown Newberg, improve safety and greatly enhance the pedestrian experience. The timeframe for these capital improvement projects, especially the reinvention of the character of uses along Hancock Street and the improvement of the pedestrian/streetscape environment along First Street, reflects the anticipated phasing of such investments. More detail on implementing actions and potential phasing of improvements is presented in the Implementation Strategy section of this Plan.

ZONING REFINEMENTS: As described in the previous Land Use discussion, achieving the community's vision implies that land uses will change over time, which will require amendments to existing zoning and development regulations as presented in the Implementation Strategy. Without being overly burdensome, the zoning regulations should encourage the distinct urban form that is envisioned in the Desired Outcomes. This may mean clarifying use regulations and/or providing flexibility in development standards.

Short-Term Development

Development in the short term, through 2020, will be incremental and will likely warrant public support. The level of support will depend on the scale of the project, but does not necessarily need to take the form of financial assistance. Pre-application meetings, site visits, providing connections to brokers or potential tenants – these are proactive and nonmonetary ways that City staff can assist near-term developers. In the next few years, development is likely to take the shape of rehabilitation of existing buildings or modest one- or two-story infill projects. As more of these projects come online, their momentum is likely to snowball into more substantial projects.

As is highlighted in the Market Analysis Existing Conditions Report in Appendix A, development of a hotel is feasible in today's market, requiring a site of approximately 2.5 acres. Attracting a hotel to downtown Newberg will take significant legwork from City staff and community partners, and this effort should be initiated in the near term. Although there are likely opportunities within the West End/Mill District and the East End Gateway District, there may be other potential sites downtown. Identifying a suitable hotel site and overcoming the project challenges will demand time and energy, and should be considered a priority action.

Figure 17: Feasible Near-Term Development Types

Long-Term Development

Development prospects look better for the long term, through 2030, as overall economic conditions continue to improve, the Newberg Dundee Bypass is constructed, and infrastructure improvements are made within the area. In this timeframe, downtown Newberg will likely experience its first few midrise buildings along with other new developments and existing building renovations. Infill housing projects will boost the number of downtown residents, leading to a more vibrant downtown core that is active 18 hours a day. Development at the East End Gateway will provide a signature entrance to downtown from the east, while the West End/Mill District will flourish with a mix of craft industrial, office, and retail businesses. Downtown Newberg is still not expected to be completely built-out within this timeframe, however, and market conditions should be reassessed in the future to further guide development in this area.

PROGRAMS, PROJECTS AND ACTIONS

The Plan is action-oriented. It focuses upon the actions to be taken, programs and projects to be initiated, and partnerships to be formed to carry out a clearly defined vision, a set of desired outcomes and the framework plan for improving urban form, land use and transportation downtown. The Plan will be implemented in pieces. Some actions will be initiated immediately; others will be initiated in the years to follow as resources become available or as circumstances change. There are projects, actions and partnerships that are expected to serve as catalysts for investment, development and redevelopment. In some cases, these catalytic projects or activities require a refinement study or next step to pin down a concept, a location, a footprint or criteria for subsequent development proposals.

Accordingly, the Plan identifies preliminary "setup" tasks or staffing resources/actions needed to enable projects to move forward (e.g., land assembly, property owner coordination). The Plan also identifies proposed amendments to the City's Comprehensive Plan and Development Code to carry out the intended uses, character and densities envisioned.

It is anticipated that the City will conduct discussions with potential development interests regarding carrying out the Plan. Certain major improvements will be made by the City of Newberg through a variety of funding sources, perhaps including urban renewal, should this financing tool be approved. Other improvements will be the responsibility of proposers of specific development activities. One or more of the catalyst projects may come about as a result of a public-private partnership: a contractual arrangement tailor-made for each situation by which the public sector authority assigns certain functions or responsibilities to a private developer. The important point is that the Plan is both a community partnership and a long-term plan for the revitalization and growth of the area over the course of the next 20 years, in alignment with a vision for the future of the area established by the community. The following sections summarize the recommended actions, projects and tools recommended within the Plan for achieving envisioned character and future uses downtown. These will be followed by the incremental implementation strategy for programming their execution.

LAND USE

To reinvent downtown Newberg as a vital, active, more urban, mixed-use and pedestrian-friendly environment, the City will need to amend the Newberg Comprehensive Plan and Development Code. These regulatory amendments focus on creating the desired uses, scale and character described in the Plan.

The NDIP should be adopted as a refinement plan of the Newberg Comprehensive Plan. In addition, it is recommended that several sub-policies in the Comprehensive Plan see some additions and revisions. These revisions will clarify policies intended to encourage downtown revitalization. These clarifications and additions include:

- Language to encourage the retention of the post office in downtown.
- Encouraging a list of uses in downtown including, "mixed-use commercial/ residential buildings and mixed-use commercial/craft industrial buildings to create a vital downtown core with a strong retail sector."
- Modifications to sub-policies encouraging the City to consider:
  - adequate off-street parking.
  - adoption of a downtown improvement plan which should include design standards for all new public and private improvements.
  - various options to make the downtown area more pedestrian friendly, particularly as volumes change with the opening of Phase 1 of the Newberg Dundee Bypass.

It is also recommended the City update sections on the economy and commercial area policies to encourage tourism-related businesses, a hotel, and craft industrial uses in downtown.

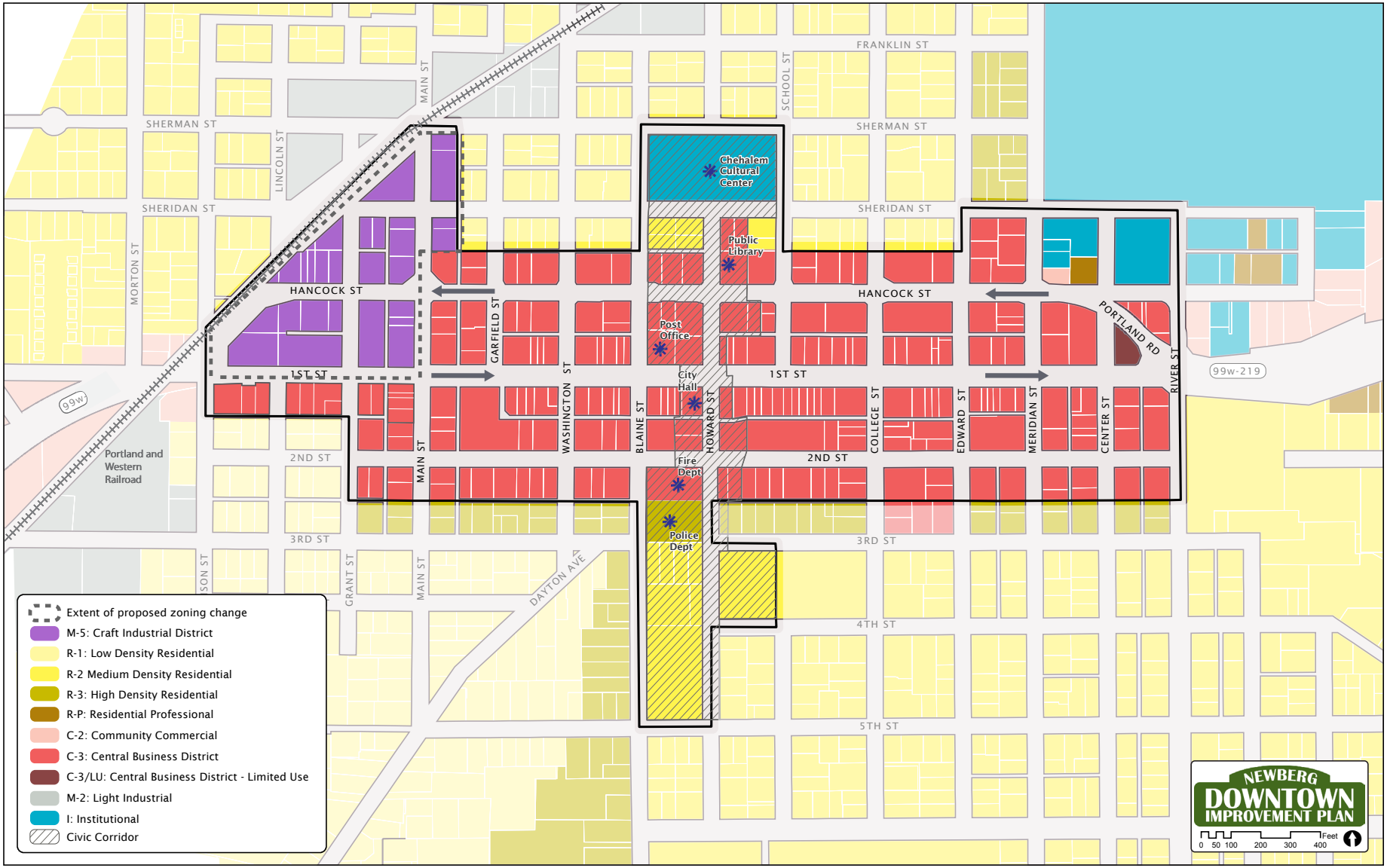
In addition to updating the comprehensive plan, the following amendments to the zoning and development code are recommended to implement the NDIP:

- **HANCOCK, FIRST AND SECOND STREETS.** Revise the C-3 zone to achieve the vision for these three streets as a mix of commercial, service and residential uses, with a heavier emphasis on residential along Second Street and commercial and service uses along First Street, and a desired form of two- to four-story buildings.
- **CIVIC/CULTURAL CORRIDOR.** No changes to the current Civic Corridor Overlay District are recommended.
- **WEST END/MILL DISTRICT.** Create a new Craft Industrial Zoning District (M-5) to regulate the mix of uses allowed and prohibited, dimensional and design standards, and to provide better continuity for the area than can be achieved through existing split C-3 and M-2 zoning. Allow for the potential siting of a hotel to take advantage of the West End's unique craft industrial character and to provide a needed resource for downtown. The focus is on developing craft industrial uses and maintaining the area's gritty feel more in keeping with the industrial heritage than the main street, historic feel along parts of First Street. The recommended M-5 zone is discussed in Appendix H of this Plan, as it is the recommended creation of design guidelines to achieve the envisioned feel and character of this area.
- **EAST END/GATEWAY DISTRICT.** Accommodate desired uses, such as a hotel/conference center and parking lot in the base zone, reviewing the footnotes in the use table and tailoring them to encourage this development. Specifically, revise the limitation on hotel uses in C-3 district that requires a conditional use permit for hotel uses greater than 40,000 square feet.
- **PARKING REGULATIONS.** It is recommended that parking requirements for residential uses be removed, and the City introduce a fee-in-lieu program. These in-lieu fees can be accrued and used in the future to purchase land for future parking facilities or for making other parking improvements. Address additional parking needs of residents, visitors, and employees through a variety of strategies outlined in the parking management plan to complement the off-street parking exemptions. Support plans for shared parking facilities across

downtown by revisiting the standards for joint use of facilities. Adjust landscaping standards to make parking areas more efficient, and review bike parking ratios to support the vision for bicycle tourism and multimodal transportation.

Figure 18 shows the recommended zone changes to carry out the visions for downtown and the big ideas called for in this Plan.

Figure 18: Downtown Newberg Proposed Zoning Changes



STREETSCAPE AND PLACE-MAKING

Successful urban design and streetscapes help foster strong, livable communities. They are physically comfortable and safe; they bolster economic growth and stability and help improve the natural environment. They are accessible to everyone, they help facilitate chance meetings, and they bring the citizens of the community together. These urban spaces are flexible and can accommodate a variety of activities and events like farmer's markets, art fairs, political rallies and parades. These spaces should accommodate different modes of transportation and ease traffic congestion. Foremost, these spaces and landscapes should reflect the spirit and identity of a community.

The purpose of the Plan is to enable and encourage revitalization of Newberg's downtown so that it develops in an intentional manner, contributes to the economy and livability of the city, takes advantage of the opportunity to reinvent the streetscape environment along First and Hancock Streets provided by the future completion of the Newberg Dundee Bypass, and accommodates local and through-traffic demands through all modes of transportation. To that end, there are actions to be taken and guidelines to follow that will improve the quality of publicly owned streets, pathways, rights-of-way, parks and publicly accessible open spaces and advance the realization of the vision and big ideas contained within this Plan.

Streetscape

Streetscape improvements enhance the "public space" environment. Streets in downtown Newberg should have a consistent and high-quality streetscape design that enhances the character of the area in support of the vision. While First and Hancock Streets should have an enhanced, distinctive section and design as discussed in this Plan, all of downtown's streets should have a similar or complementary set of streetscape elements to unify the area and facilitate use by the public. For the purposes of this Plan, a successful streetscape is one that:

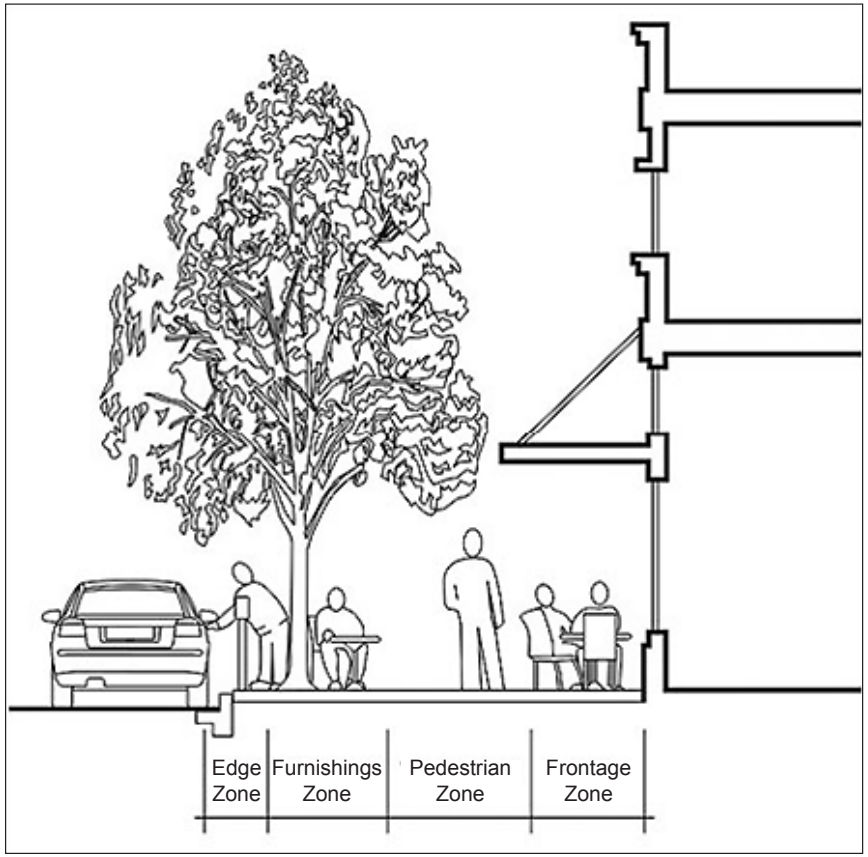
- Makes the right of way accessible to all users, regardless of age, ability or mode of transportation.
- Supports the economic vitality of downtown for businesses and residents. Incorporates the use of "green" approaches to design that improve the long-term environmental performance of the street and the uses along it.
- Treats the planning of the downtown public environment as a coordinated community design strategy.

Photo credit: Leland Consulting Group

- Enhances the attractiveness of downtown through design improvements that result in a reinvestment of public and private dollars.
- Creates a consistent and memorable image for the street that reflects downtown's history and character.
- Makes the street a safe, attractive and comfortable place to walk, shop, and interact with others.

The sidewalk corridor is the zone between the curb and the edge of the right of way/ property line of adjacent development. It consists of three functional zones: Frontage Zone, Pedestrian Zone, and Furnishings Zone (see Figure 19). While not all features would be accommodated on every street, the figure shows elements to consider for an active pedestrian streetscape. The streetscape should have well-defined zones so that the pedestrian throughway is clearly evident.

Figure 19: Streetscape Zones



Source modified from:

Institute of Transportation Engineers

Designing Walkable Urban Thoroughfares: A Context Sensitive Approach

Chapter 8. Streetside Design Guidelines

http://www.ite.org/css/online/DWUT08.html

July 21, 2016

Furnishing Zone

Streetscape elements of the Furnishing Zone include utility poles, street lights, planters, trees, benches, bike racks, and future bus shelters, all of which should be designed and consistently used throughout downtown to contribute to its unified character. Green street design improvements (such as flow-through stormwater planters) should also be located in this zone.

Pedestrian Zone

New sidewalks along downtown streets should be at least five or six feet in width and wider if the right of way allows. Ideally, two people walking together should be able to pass a third person comfortably. On First Street and Hancock Streets, consistent with this Plan's big ideas, sidewalk widths are anticipated to be significantly increased in the future. The width and timing of sidewalk improvements will be determined by ODOT and the City of Newberg as a result of discussions following adoption of the NDIP and Transportation System Plan.

Frontage Zone

Buildings should have active frontages including outdoor uses, such as display or restaurant seating, or be designed to provide views into buildings from ground-floor windows and doors. Residential uses should include stoops, main entries, and/ or public spaces. No blank walls should be permitted.

Public Space

Within the streetside – the area within the public right of way that accommodates non-vehicular activity – civic and community functions may require additional public space to complement adjacent civic or retail land uses. Public spaces in the streetside include public plazas, squares, outdoor dining, transit stops and open spaces. Public spaces should be designed to serve functions that enhance the surrounding context, such as public gatherings, special events, farmers' markets, quiet contemplation, lunchtime breaks and so forth. General principles for the design of public spaces include the following:

- Public spaces in private property adjacent to the streetside should be visible and accessible from the streetside. These public spaces can accommodate higher levels of pedestrian activity at entries to major buildings or businesses.
- Public spaces in the streetside should not impede the circulation of pedestrians and should provide appropriate features such as seating and lighting to make them attractive and functional places for people to use.
- The streetside and public space design should integrate each other's functions in a compatible and mutually supportive manner. Functions should interconnect by design.
- Special paving and materials may be considered to unify the look of the sidewalk, parking lane and crosswalks.
- There should be a continuity of design in adjacent streetside and public spaces. This may include paving, lighting, landscape plants and materials and other features.
- Street trees, light fixtures, public art and other elements with a unified design can be used to highlight a segment of a roadway that is specifically designed to function as a public gathering place.

Photo credit: City of Newberg

Signage and Wayfinding

Signage and wayfinding are information systems that guide people through a physical environment such as a downtown, enhancing their understanding and experience of the place. Signage and wayfinding help inform people of the features of a place or district, provide guidance on how to get to features or attractions, and clearly communicate an instructional message to users of a service or feature (such as the timing of a parking space, hours of operation, and etc.). They also include gateway features, signaling a sense of arrival to a special area. This Plan addresses the need to identify and locate key gateways to downtown. The Parking Management Strategy addresses the need for clear informational wayfinding indicating the location of – and how to get to – downtown's parking resources, and the need for signage clearly communicating parking purpose, stay-limits and other information.

In order to ensure a consistent direction for the type and location of streetscape amenities, identification of specific treatments and improvements, provision of clear and coordinated wayfinding, gateway features and other signage, a Streetscape and Wayfinding Plan is recommended as a high-priority action for initiating realization of the vision and big ideas contained within the NDIP. This Plan will provide standards, identify projects and establish a program for carrying them out. Until such time as the recommended Streetscape and Wayfinding Plan is prepared and approved, interim guidance for streetscape improvements is provided within Appendix G emphasizing those actions and types of street furniture that may be used again or relocated, rather than replaced. During the initial public workshop conducted in association with the NDIP, attendees were presented with

Photo credit: www.visitcentraloregon.com

imagery of various types and examples of streetscape furnishings, gateways and other features, and were asked which appealed to them most. This input helped inform these interim streetscape guidelines, and should also serve as initial input for the Streetscape and Wayfinding Plan.

The Streetscape and Wayfinding Plan will identify the type/details of the wayfinding feature most appropriate for the four gateway locations noted within the NDIP. Given the lack of current signage, a higher priority should be given to design and construction of gateway features to inform visitors coming into the downtown from the west (where Oregon 99W comes into downtown at First and Harrison Streets) and the northwest (at the intersection of Sherman Street and Main Street/Oregon 240), announcing entry to downtown from highly popular wine country destinations and helping to brand the adjacent West End/Mill District.

As referenced within the Big Idea of Celebrate Art!, public art can be a significant streetscape component by enhancing civic identity at multiple scales. At the larger scale, it can help to unify an entire district or neighborhood. At the pedestrian scale, it can add aesthetic interest and also functional benefits if incorporated into pedestrian furnishings such as seating or lighting. As part of developing a public art program, creation of an "art walk," building upon the existing First Friday Artwalk event hosted by the Newberg Downtown Coalition, is recommended as a near-term action that will generate interest and excitement for residents and visitors alike. Art walks often have both a physical component – leading visitors along a route with stops at permanent and/or temporary installations, and an interactive component, where visitors are directed to galleries for exhibits or receptions. It's all about interest and activity downtown.

To begin implementing the Plan's vision and big ideas, the following order-of-magnitude costs have been estimated:

Signage and Wayfinding Cost Estimates	
Improvement	Cost Estimate
Streetscape and Wayfinding Plan	$100K–$120K
West End Gateway	$250K–$350K
Secondary Gateway	$100K–$120K
Art Walk	$100K

Additional information and recommended programming can be found in the Implementation section of this Plan and in its appendices.

PARKING MANAGEMENT

In assessing the role of parking for downtown Newberg, it is clear that a balance must be struck between supporting broader community goals for development, growth and vitality while retaining Newberg's historic downtown character. Parking management should be supportive of these goals, providing community members and visitors with clearly communicated and easy parking access to a successful and well-functioning downtown.

An evaluation of downtown on-street and off-street parking revealed that nearly half (47 percent) of downtown's parking spaces went underutilized during peak hours, clearly indicating the potential and need for effective parking management. A total of 15 strategies are recommended for the City of Newberg. Successfully completed, these strategies will improve the existing function and efficiency of the City's parking system and provide a solid foundation for decision-making and accommodating future growth. The full and detailed parking management plan is provided in Appendix E.

In the short term, parking management strategies are focused on establishing principles and guidelines setting the stage for future parking changes and management of the parking resource. Creating a Parking Work Group will create a forum for addressing parking issues. Similarly, fostering business-to-business communication will help coordinate parking utilization and planning.

Opportunities for shared parking should be pursued in the near term and code guidelines should be reevaluated to support these opportunities. Off-street shared-use parking is particularly effective in freeing up visitor parking by providing employee parking in areas away from popular destinations.

In coordination with streetscape and wayfinding planning, the City should develop an identifiable parking brand that is evident in signage, wayfinding, and public parking lot design. Branding should also include communication systems at the East End Gateway and West End/Mill District that assist users in finding and identifying parking lots and simply and clearly convey time-stay allowances.

Upgrading parking facilities is warranted throughout the downtown area with public off-street lots, on-street spaces, and private off-street lots all deserving attention. There is also a need to add bike parking at strategic locations around downtown in order to better integrate Newberg's existing bike system into the downtown area. In the long term, and on an ongoing basis, the City should develop a schedule for collecting and analyzing parking data, explore and develop parking funding options, and identify strategically located locations for long-term public parking. The City may elect to reorder, accelerate, or moderate parking management strategies depending on community support and consensus, opportunity, and/or funding. All strategies will require consistent and dedicated management with active participation by the private sector.

Photo credit: GreenWorks, LLC

INFILL AND REDEVELOPMENT

Newberg's downtown is already a thriving and successful classic main street with many businesses and restaurants. However, there are still storefront vacancies, underutilized properties, and few downtown residents. For Newberg's downtown to continue to be a place for businesses to locate and expand, and for residents to live, work, and play, infill development and redevelopment of underutilized properties should be encouraged through policy actions and community leadership.

There are a variety of actions that the City can take to support infill in the downtown area. To encourage commercial and mixed-use infill redevelopment, the City of Newberg should consider actions, programs, and projects that together establish a proactive strategy for effective engagement with the real estate development sector. One program that has proven successful in other similarly sized cities includes Design and Development Programs that assist property owners with design issues, pre-development planning, and project feasibility. These programs are frequently linked to grant and loan programs that provide matching funds for property owners that are investing capital into their properties. These programs frequently provide funding for development opportunity studies to help support and pay for up-front pre-development feasibility analysis – this is a low-cost tool that the City of Newberg can provide to help facilitate downtown development at various scales.

Photo credit: GreenWorks, LLC

There is one block in the center of downtown that should be considered as a catalyst development opportunity having the potential to jumpstart other investment downtown – the city block containing the Butler Property: the quarter-block, city-owned, vacant parcel at the corner of First and Howard Streets. Given its key location, ownership, and site readiness, the City should consider near-term development on this site. With the redevelopment of the Butler Property, or perhaps in the future if the opportunity presents itself, it will be worth considering the potential reuse of the adjacent Post Office. This historically significant building could be adapted into a host of new uses either with the Butler Property development or as a standalone project.

In concert with the preparation of this Plan, a pre-development feasibility study was conducted evaluating three potential development programs for the Butler property: a small hotel, and two types of mixed use development (the study is attached to this Plan as Appendix D. Although the location is great, it's a very

small piece of property (only about 10,000 square feet) for these types of uses. The key finding of the study was that these particular uses aren't presently feasible, given the rents and property values downtown at this time – perhaps in the future, but not at this time.

In the meantime, the Butler Property presents an opportunity to develop a temporary community resource that could be utilized until such time as a permanent development or solution is identified. Although currently used as the location for a seasonal farmers' market, it is recommended that until the right, more permanent use for the property is solidified, the Butler Property be planned and developed in the interim as an active, public space – perhaps as an artisanal demonstration or promotional venue with art installations, a food cart pod, or perhaps with a temporary theater or performance shelter to bring energy and focus to the heart of downtown Newberg. It is recommended that the Downtown Coalition or other working group be charged with developing a program of activity for this interim public space and coordinating the scheduling and/or leveraging of events with others holding events downtown. A budget in the range of $50,000 would be appropriate for initiating and supporting program development, coordination and costs for this initial start-up phase of activity.

In order to specifically target more infill housing in downtown, the City should work with the private sector to construct an Infill Housing Demonstration Project. The Infill Housing Demonstration Project would provide an example to developers and investors on how an infill housing project could take shape and be expedited in downtown Newberg. Additionally, the demonstration project would act as a "trial run" for city staff on how to facilitate and permit new housing development downtown.

Photo credit: Leland Consulting Group

Recruiting a downtown hotel has been a long-held interest by local elected leaders and community stakeholders alike. At present there are no hotels downtown, and at the citywide level there is a gap between one luxury resort and low-cost, aging motels. At present, the market for a hotel in downtown Newberg is ripe for investment. This Plan indicates two suitable, feasible locations for a hotel – the East End/Gateway District and the West End/Mill District. Recruiting a new hotel will boost local economic activity and encourage business creation, expansion, and property reinvestment.

No matter what form of development the City is attempting to attract, it's crucial to take a proactive role in marketing, partnering, coordinating, and project problem-solving. A few actions that exemplify what this proactivity would look like include active property-owner engagement, inventorying and tracking vacant and underutilized properties and their redevelopment, site-specific partnering, and mentoring of property owners that lack development capacity. Other cities have found that creating a new position either within the City or in a downtown organization that serves as a downtown development ombudsman to shepherd redevelopment projects towards construction, coordinate problem-solving efforts, and play this proactive role, is a successful way in which the public sector can meaningfully engage with the private sector and actively help move projects forward.

TRANSPORTATION AND CIRCULATION

Efficient downtown transportation facilities and freedom of multimodal circulation are essential elements of a successful and well-functioning downtown. Analysis conducted for this project and also the draft Transportation System Plan (TSP), included planned projects to address gaps in the network and provide connections to the downtown area for pedestrians and bicyclists. Key projects are identified along Main Street, College Street, Meridian Street, and Blaine Street to improve accessibility to the downtown core from surrounding neighborhoods, parks and George Fox University. Within the downtown area, four primary strategies have been identified

Photo credit: GreenWorks, LLC

to improve multimodal circulation. While these strategies will require design review with City and/or ODOT staff to identify and refine specific locations and treatments, the concepts lay the framework for creating a more inviting destination for residents.

The first strategy includes improving north/south connections within downtown. Among the big ideas associated with this Plan is the improvement of north/south connections linking downtown to the greater community, particularly focusing upon Main, Blaine, College, Meridian and River Streets. Early-on in the process of developing the NDIP, the public was asked in a workshop exercise to identify those types of streetscape and access improvements they found appealing for improving safety, appearance and identity along these north-south connections. This information can help inform the future design and engineering of improvements, and should be considered through a refinement study and subsequent engineering design in conjunction with the future streetscape and wayfinding plan and road diet concepts also being called for within this Plan. As it is not yet known what the specific improvements might be, a per-block estimated improvement cost has been determined as a placeholder for planning purposes.

In addition, the Plan calls for creating a north/south civic corridor through the

Photo credit: www.downtownmcminnville.com

downtown area centering upon Howard Street. The corridor would connect the Chehalem Cultural Center on the north end with Memorial Park on the south end. Howard Street is currently signalized at First Street and Hancock Street, enabling pedestrian access to the area. The two-block stretch of Howard Street between First Street and Sheridan Street is proposed to be redesigned and reconfigured into a festival street for civic uses, such as an extended farmers' market, special celebrations, and other occasional uses.

The second strategy focuses on facilitating the pedestrian crossing of Hancock Street and First Street by providing enhanced pedestrian crossings where traffic signals are not present. Due to the volume of vehicle traffic traveling along both

Hancock Street and First Street, and the existence of the coordinated traffic signals within the downtown grid, the addition of pedestrian signals at some locations where no signals currently exist would provide for a less intimidating and safer crossing environment for pedestrians and bicyclists. A discussion of potential locations and project considerations is provided in the transportation technical memorandum in Appendix I. As the specific type of pedestrian signal is not yet known, an estimated cost has been determined as a placeholder for planning purposes.

The third strategy is the implementation of a partial road diet through the downtown couplet on Hancock Street and First Street. The road diet will assist in achieving the goal of the second strategy by reducing each street to two vehicle lanes and decreasing the street widths. Implementing this road diet would also provide opportunities for enhancing the multimodal system along both Hancock Street and First Street. These improvements could include widening existing bicycle lanes, buffering bicycle lanes, and widening sidewalks and/or pedestrian space. The road diet concept is feasible due to the reduced traffic flow through downtown following the completion of Phase 1 of the Newberg Dundee Bypass.

The traffic analysis associated with the NDIP recommended that First Street between School Street and College Street remain a three lane section with the third lane as a dedicated left turn lane onto northbound College Street. This analysis also recommended that Hancock Street retain three lanes from River Street to College with the third lane as a dedicated right turn lane onto northbound College Street, and from Garfield Street to Main Street with the third lane as a dedicated right turn lane onto northbound Main Street. The partial retention of a three-lane section is recommended for accommodating traffic flow and management of potential queueing.

Figure 20: Proposed First Street Permanent Street Design

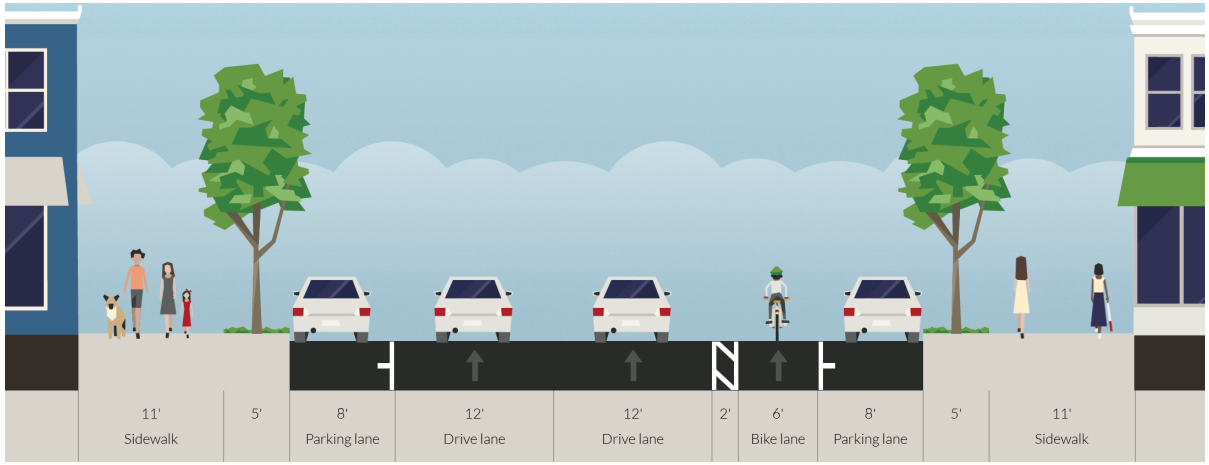
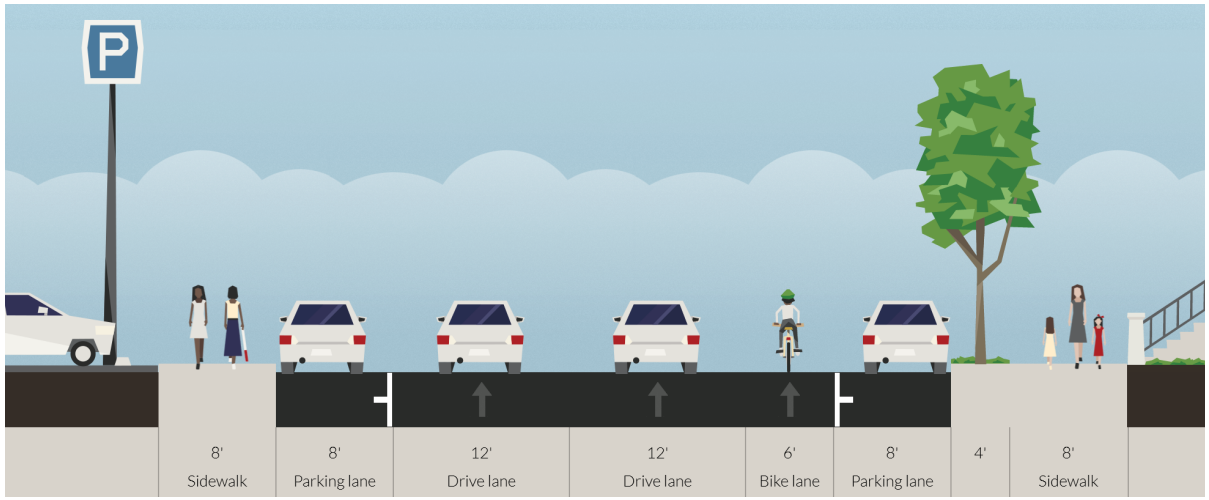


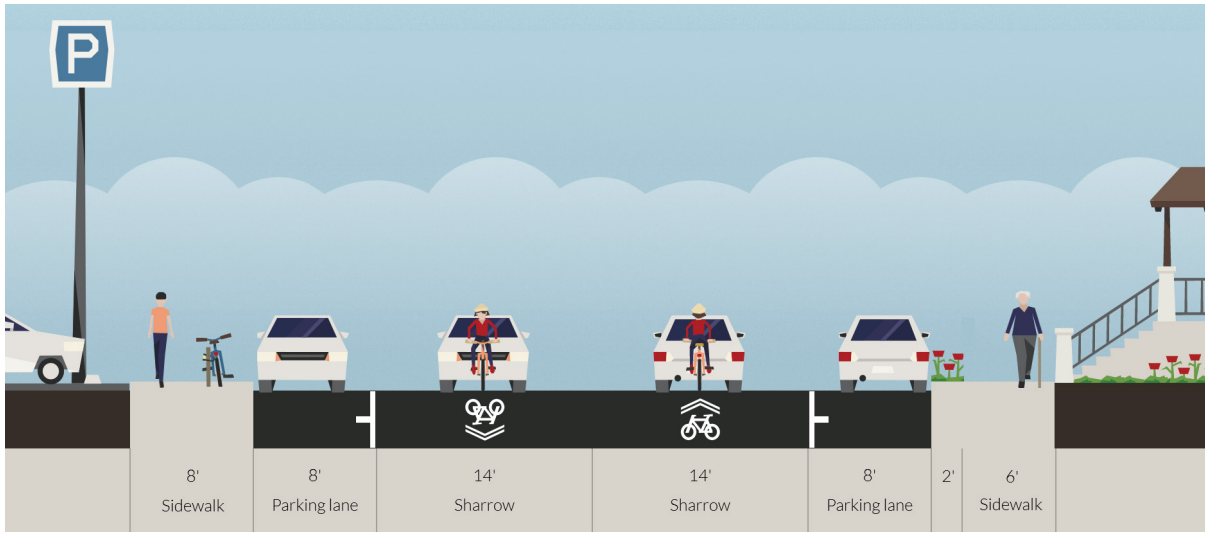
Figure 21: Proposed Hancock Street Permanent Street Design



The improvement may be implemented on a temporary or permanent basis, pending the congestion relief provided by Phase 1 or completion of additional phases of the Bypass and future traffic growth. With the temporary road diet concept, the lane reduction is achieved with striping and movable planters. No changes in curb locations or sidewalk width would occur. With the permanent road diet concept the curb location and sidewalk width would change (see Appendix F for a graphic reflecting the temporary improvement cross sections for First and Hancock Streets). Due to ODOT's control of the roadway and existing freight designations, this project will require continued coordination with ODOT to achieve policy support with the Oregon Freight Advisory Committee and Oregon Transportation Commission, and to seek approval for the use of alternative mobility standards or STA Special Transportation Area) designation to facilitate achieving the vision for downtown Newberg. Specific design treatments would also be coordinated and reviewed by ODOT.

The fourth strategy addresses the big idea calling for the Second Street Mixed-Use District and calls for the improvement of Second Street to create a more inviting environment. The primary work to be done is the rehabilitation of current pavement, replacement of about 25 percent of the sidewalks and curbs, and restriping to delineate parking, all of which can be done within current rights of way. This improvement will better support envisioned infill and redevelopment of the area as a mixed-use and residential district – creating a more inviting environment for investment and development.

Figure 22: Proposed Future Second Street Design



To implement the Plan's vision and big ideas, order-of-magnitude costs have been estimated for recommended improvements to downtown's transportation system and are noted in the following table. Additional detail can be found in Appendix F.

Transportation Improvement Cost Estimates	
Transportation Improvement	Cost Estimate
First Street Improvements	
Road Diet (temporary)	$2.1M
Road Diet (permanent)	$9.3M
Hancock Improvements	
Road Diet (temporary)	$1M
Road Diet (permanent)	$2.7M
Second Street Improvements	$565K
Howard Street	
Festival Street	$2M
North/South Street Improvements	
Per Ave./Block	$228K

CAPACITY BUILDING

Capacity refers to the ability of people or organizations to effect change over an extended period of time. Successful downtowns are a reflection of the capacity of people and organizations that plan, maintain, and manage their daily needs and longer term demands. In order to initiate downtown projects, create a sense of ownership within the community, and maintain momentum on current projects, it's crucial to have an organized group or groups to take on these challenges, and push for change. These can take the form of business or property owner associations or groups of citizens that are engaged in downtown revitalization, or a combination thereof. Newberg's Downtown Coalition is an excellent example of a downtown champion, well-positioned to coordinate events, actions, marketing and branding. There's also a significant benefit to having a committee or partnership that can champion and fundraise for specific projects. This Plan recommends the City appoint a broad downtown partnership of community and regional leaders with influence and/or a proven track record of success in significant fundraising. This partnership would coordinate and "make the asks" for helping fund significant improvements citywide, with an initial focus on advancing the vision and big ideas for downtown, complementing the work of the Downtown Coalition. These groups, along with the task forces and committees the City appoints to address key tasks, help build Newberg's capacity for leadership and change, bringing attention, energy, and focus to the downtown area, boosting business and economic activity, while also forming a strong sense of community.

Credit: City of Newberg

IMPLEMENTATION: TAKING THE PLAN FORWARD

INCREMENTAL IMPLEMENTATION STRATEGY

As noted within the previous sections, a substantial number of actions, programs and projects are needed to carry out the Plan. Not all of these can be done at once, and consideration needs to be given at the outset to the grouping, phasing, and timing of particular actions. The community should program available resources where they can do the most good, where they can leverage other resources or supporting activities, or where they can be concentrated to focus on a designated geographic target area. However, as opportunities and priorities change, or as additional funding becomes available, there may very well be the desire to change the geographic focus or implementation priorities for carrying out components of the Plan. The Incremental Implementation Strategy and its periodic review are intended to allow for and accommodate just this sort of flexibility.

The Incremental Implementation Strategy is a renewable/rolling, short-term action plan that is annually updated with a regularly scheduled monitoring and updating process and a supporting budget. It is an assemblage of objectives and a game plan of short-term and medium-range projects, actions and partnerships for achieving them, prioritized with regard to relative timing (e.g., short-term: 1-3 years; near-term: 4-6 years; and long-term: 7 years and beyond).

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

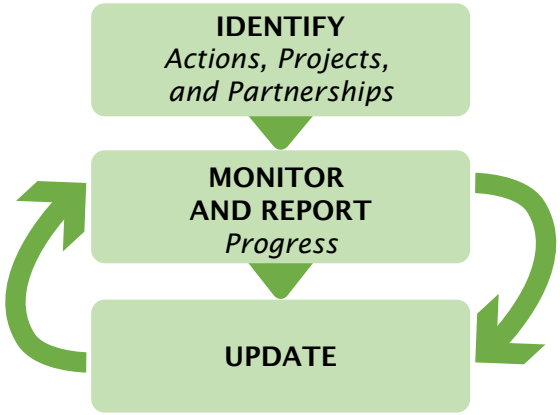
In addition, the strategy identifies those short-term actions needing to occur in each of the next three years to set the stage for the activities to be programmed for the next year. The Implementation Strategy calls for the City to develop and maintain a short-term strategic action plan for phasing and carrying out the Plan's improvements and actions.

HOW THE STRATEGY WORKS

The Plan's vision and desired outcomes would be examined on a regularly scheduled basis to ascertain the current status of progress in achieving them and actions for moving ahead in each of the next three years. The activities for Year 1 would be tied to the City's annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. Once Year 1 is nearly complete, the status of activities would be reviewed, and the activities for Year 2 would be adjusted as necessary, as it will become the new Year 1. Year 3 would be adjusted as appropriate in readiness for its becoming the new Year 2, and activities for a new Year 3 would be identified.

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

Figure 23: Reviews and Updates to Plan Activities



IMPROVEMENTS, PROJECTS, AND ACTIONS

Previous sections summarized the actions, projects and partnerships recommended for carrying out the future vision for downtown Newberg over time. The following sections provide additional detail to the range of actions and preliminary subtasks needing to be taken, and indicate the timeframe within which they should be initiated (and by whom).

GATEWAYS | Heralding arrival at a special destination

Gateways inform visitors of their arrival to the downtown area and in conjunction with a clear system of directional wayfinding signage can make downtown a more legible, identifiable and easily accessible destination. In order to carry out this vision the following projects and actions are warranted:

- *Develop a Streetscape, Wayfinding, and Gateway Plan.* This plan will identify types and locations for streetscape features, wayfinding markers, gateways, and other components of the pedestrian realm. The plan will inform, guide, and be coordinated with other big ideas.
- *Pilot Project Design and Construction.* Using the Streetscape, Wayfinding, and Gateway Plan as a guide, initiate pilot gateway projects in order to build momentum, interest and support for downtown improvement activities. The two pilot projects include the West End gateway and Northwest gateway at the intersection of Sherman and Main Streets.

Implementation Timing for Gateway Projects and Actions

	Timeline							
	Short-Term			Near-Term	Long-Term			
Projects and Actions	*Year 1*	*Year 2*	*Year 3*	*Years 4–6*	*Years 7+*	*Cost*	*Project Lead*	*Coordination*
Gateways and Streetscape								
Streetscape, wayfinding, and gateway plan		✓				$100,000–$120,000	City	NDC, CDB, GFU, ODOT, Service Organizations
Pilot Project Design and Construction								
West End Gateway				✓		$250,000–$350,000	City	NDC, CDB, GFU, ODOT, Service Organizations
Northwest Gateway				✓		$100,000–$120,000	City	NDC, CDB, GFU, ODOT, Service Organizations

FIRST STREET IMPROVEMENTS | Making what's good even better!

First Street is downtown Newberg's "main street" – the principal business street within the downtown area, with a concentration of businesses, restaurants and services within a walkable environment – and the social "center" of the community. As First Street is under ODOT's jurisdiction (curb to curb), any physical or functional changes will require close coordination and approval by the State. The following projects and actions are recommended for improving First Street:

- *Resolve policy and analysis issues* needed to support the road diet recommendation, including alternative mobility standards or the application of a Special Transportation Area (STA) designation.
- *Road Diet/Design Agreement.* Working closely with ODOT, facilitate a process to agree upon a specific road diet plan, design, and timeline.
- *Pursue approvals* with the Oregon Freight Advisory Committee and Oregon Transportation Commission.
- *Design and Programming.* Coordinate with projects and actions from the other big ideas and design and program the improved right of way.
- *Determine project limits and phasing,* particularly regarding when the road diet improvements (temporary or permanent) are to be made and their extent/location.
- *Final design.* Final street design alternative is identified.

Implementation Timing for First Street Improvements Projects and Actions

Projects and Actions	Timeline					Cost	Project Lead	Coordination
	Short-Term			Near-Term	Long-Term			
	Year 1	Year 2	Year 3	Years 4–6	Years 7+			
First Street Improvements								
Resolve policy/analysis issues	✓					Staffing	City	ODOT
Road diet/design agreement	✓					Staffing	City	ODOT
Pursue OFAC and OTC approvals		✓				Staffing	ODOT	City, NDC
Design and programming			✓			TBD	ODOT	City, NDC
Determine project limits/ phasing				✓		TBD	ODOT	City, NDC
Final design and construction				✓	✓	TBD	ODOT	City, NDC

HANCOCK STREET REINVENTION | Changing its character over time

While Hancock Street is one of downtown's two primary "traffic streets" – an important connection and through-way for local residents and for the movement of goods and services to and through the community – it has an important role to play in the growth and continued evolution of downtown. As Hancock Street is under ODOT's jurisdiction (curb to curb), any physical or functional changes will require close coordination and approval by the State. The following projects and actions are recommended:

- *Resolve policy and analysis issues* needed to support the road diet recommendation, including alternative mobility standards or the application of a Special Transportation Area (STA) designation.
- *Road Diet/Design Agreement.* Working closely with ODOT, facilitate a process to agree upon a specific road diet plan, design, and timeline.
- *Pursue approvals* with the Oregon Freight Advisory Committee and Oregon Transportation Commission.
- *Design and Programming.* Coordinate with projects and actions from the other big ideas and design and program the improved right of way.
- *Determine project limits and phasing,* particularly regarding when the road diet improvements (temporary or permanent) are to be made and their extent/location.
- *Final design.* Final street design alternative is identified.

Implementation Timing for Hancock Street Reinvention Projects and Actions

Projects and Actions	Timeline: Short-Term: Year 1	Timeline: Short-Term: Year 2	Timeline: Short-Term: Year 3	Timeline: Near-Term: Years 4–6	Timeline: Long-Term: Years 7+	Cost	Project Lead	Coordination
Hancock Street Reinvention								
Resolve policy/analysis issues	✓					Staffing	City	ODOT
Road diet/design agreement	✓					Staffing	City	ODOT
Pursue OFAC and OTC approvals		✓				Staffing	ODOT	City, NDC
Design and programming			✓			TBD	ODOT	City, NDC
Determine project limits/ phasing				✓		TBD	ODOT	City, NDC
Final design and construction				✓	✓	TBD	ODOT	City, NDC

EAST END/GATEWAY DISTRICT | A signature "welcome" to downtown's main point of entry

For those coming to Newberg from Portland and other locations to the northeast, the East End or "Gateway District" will serve as the point of arrival to a special place – downtown, the "heart" of Newberg, and the first point of entry to Oregon's wine country. The following projects and actions are recommended for defining and developing this district:

- *Property owner engagement.* Engagement with property owners is a key strategy for encouraging any form of development and building momentum towards a signature development in the gateway area. Developing effective working relationships with these stakeholders will propel development forward. The City would have the lead role, with the Downtown Coalition assisting with input and outreach.
- *Developer engagement.* Along with local property owners, skilled real estate developers will be key project partners for the creation of this new district. Outreach and marketing to this stakeholder group by the City and Downtown Coalition will be necessary in order to build interest in the district formation and leverage the skills of the group.
- *Development opportunity study.* A development opportunity study is an in-depth feasibility analysis that presents and compares various development scenarios. This study will inform the City, property owners, and community stakeholders as to which district development options are likely or possible. The City may wish to examine the potential for grant funding, or ask a third party (such as the Urban Land Institute) to conduct an independent look at specific development potential.

Implementation Timing for East End/Gateway District Projects and Actions

	Timeline							
	Short-Term			Near-Term	Long-Term			
Projects and Actions	*Year 1*	*Year 2*	*Year 3*	*Years 4–6*	*Years 7+*	*Cost*	*Project Lead*	*Coordination*
East End/Gateway District								
Property owner engagement	✓	✓	✓	✓	✓	Staffing	City	NDC, Property Owners
Developer engagement		✓	✓	✓	✓	Staffing	City	NDC, Property Owners
Development opportunity study		✓	✓			$25,000	City	NDC, Property Owners

WEST END/MILL DISTRICT | A place where things are made and experienced

Possessing a combination of employment and commercial uses, downtown's West End/Mill District presents an opportunity for building upon the industrial and employment heritage of the area. The following projects and actions are recommended:

- *Property owner engagement.* Engagement with property owners and local developers is a key strategy for encouraging any form of development and building momentum towards a shared vision for the district. These stakeholders are the key private sector players that have the capability to carry forward public sector development goals. Developing effective working relationships with this group is crucial at every stage of downtown revitalization. The City would have the lead role, with the Downtown Coalition assisting with input and outreach.
- *District vision/strategy.* Working closely with property owners and other downtown stakeholders the City should facilitate a discussion on how the Mill District will take shape. The outcome of this task will be a shared vision for the district, an action-oriented strategy that guides that vision to implementation, and recommended comprehensive plan and zoning charges if/as appropriate.
- *Create an action plan.* A detailed action plan will provide step by step details for carrying out the vision and strategy.
- *Developer engagement.* As with the envisioned development of the East End/ Gateway District, skilled developers will be key project partners in the creation of a unique and active West End/Mill District. The City and the Downtown Coalition will play important roles in engaging potential developers.

Implementation Timing for West End/Mill District Projects and Actions

Projects and Actions	Timeline: Short-Term: Year 1	Timeline: Short-Term: Year 2	Timeline: Short-Term: Year 3	Timeline: Near-Term: Years 4–6	Timeline: Long-Term: Years 7+	Cost	Project Lead	Coordination
West End/Mill District								
Property owner engagement	✓	✓	✓	✓	✓	Staffing	City	NDC, Property Owners
Developer engagement			✓	✓		Staffing	City	NDC, Property Owners
District vision and strategy	✓					Staffing	City	NDC, Property Owners
Action plan		✓				Staffing	City	NDC, Property Owners

SECOND STREET MIXED-USE DISTRICT | A place to live with access to all downtown has to offer

The Second Street Mixed-Use District offers a prime location for near-term infill housing projects. The area is proximate to the commercial core of downtown, but also shielded from traffic noise by the buildings along the south side of First Street. In order to encourage infill housing and mixed-use development in the district the following actions are recommended:

- *Property/developer engagement.* Engagement with property owners and local developers is a key strategy for encouraging any form of development. These stakeholders are the key private sector players that have the capability to carry forward public sector development goals. Developing effective working relationships with this group by the City and the Downtown Coalition is crucial at every stage of downtown revitalization.
- *Infill housing demonstration project.* Demonstration projects illustrate to the private real estate development community appropriate and viable projects for the local area. They also train public sector staff in how to approach and permit projects that they might not have encountered with less complicated greenfield development projects.
- *Second Street Improvement Design.* Second street is the spine of the mixed-use district. An improved right-of-way design would foster a better climate for redevelopment and investment. Improvements could include marked on-street parking, bikeway signage and wayfinding, and improved streetscape zones.

Implementation Timing for Second Street Mixed-Use District Projects and Actions

Projects and Actions	Timeline					Cost	Project Lead	Coordination
	Short-Term			Near-Term	Long-Term			
	Year 1	Year 2	Year 3	Years 4–6	Years 7+			
Second Street Mixed-Use District								
Property/developer engagement	✓	✓	✓	✓	✓	Staffing	City	NDC, Property Owners
Infill housing demonstration project		✓	✓			TBD	City	NDC, Property Owners
Second Street improvement design/ construction				✓		$565,000	City	

CIVIC/CULTURAL CORRIDOR | Linking cultural, recreational and civic institutions and opportunities

The Civic and Cultural Corridor is an important activity center – a celebratory location connecting key institutions within the community such as City Hall, the Chehalem Cultural Center, the Public Safety facility and Memorial Park. The following actions are recommended:

- *Appoint a Cultural Corridor Task Force.* This taskforce will be the acting organized body responsible for creating priority and demonstration projects along the corridor, and leading fund-raising efforts. The Cultural Corridor Task Force is suggested to be comprised of representatives from the City, the Newberg Downtown Coalition (NDC), the Chehalem Cultural District Board (CDB) and the Chehalem Park & Recreation District (CPRD).
- *Howard Street Festival Street Design.* A festival street enables a section of a street to be easily cordoned off for events and temporary pedestrian only access. The festival street feature is a key element of the civic/cultural corridor and would provide an enhanced space for a variety of downtown events.

Implementation Timing for Civic/Cultural Corridor Projects and Actions

Projects and Actions	Timeline					Cost	Project Lead	Coordination
	Short-Term			Near-Term	Long-Term			
	Year 1	Year 2	Year 3	Years 4–6	Years 7+			
Civic/Cultural Corridor								
Appoint task force	✓					Staffing	City	NDC, CDB, CPRD
Coordinate activities with other Big Ideas	✓	✓	✓	✓	✓	Volunteer	Task Force	City
Begin fundraising activities		✓	✓	✓	✓	Volunteer	Task Force	City
Howard Street festival street design and construction				✓		$1.5 million	City	NDC, CDB, CPRD, Property Owners

CORE CATALYST DEVELOPMENT | Jumpstarting private investment

The following projects and actions are recommended for incentivizing and encouraging infill development and building redevelopment in Newberg's downtown:

- *Downtown Catalyst Project Program.* Catalyst projects are those that lead to a corresponding and complementary development reaction on surrounding properties, thus greatly leveraging public investment. A Catalyst Project Program creates a framework for City staff to identify, prioritize, and ultimately support key catalyst projects. Initial programmatic steps include developing criteria for selecting and prioritizing project sites, and identifying willing private partners, and lenders.
- *Butler Property Development.* As described in detail earlier in the Plan and in Appendix D, the City should initiate a process to utilize and develop the Butler Property in a way that draws users to the area and catalyzes the core of the downtown area. Until a plan for developing the Butler property is firmed up, the City should work with downtown partners to program and schedule events, activities and temporary uses to bring energy and attention to this centrally-located resource. Locating around $50,000 as seed money to help initiate and leverage activities and sponsorships is also recommended.
- *Explore Potential Re-use of Post Office.* Hold discussions with the U.S. Post Office regarding long-term plans for the downtown facility adjacent to the Butler property to ascertain potential for future re-use, while still retaining the post office retail function downtown.
- *Recruit Hotel Developer.* Downtown Newberg is a ripe market for a new upscale or boutique hotel. The City should work with brokers, property owners, and other community stakeholders to recruit a hotel developer and find a suitable site for hotel development. It is assumed the City may need consultant assistance for outreach and recruitment.

Implementation Timing for Catalyst Development Projects and Actions

Projects and Actions	Timeline					Cost	Project Lead	Coordination
	Short-Term			Near-Term	Long-Term			
	Year 1	Year 2	Year 3	Years 4–6	Years 7+			
Catalyst Development								
Downtown catalyst project program	✓	✓	✓	✓		Staffing	City	NDC
Butler property activation								
Develop program	✓	✓				$50,000	NDC	City
Schedule events		✓	✓			Staffing	NDC	City
Butler property development	✓	✓	✓			TBD	City	NDC
Explore post office re-use	✓	✓	✓			Staffing	City	NDC
Recruit hotel developer	✓	✓				TBD	City	Brokers, Property Owners

NORTH/SOUTH CONNECTIONS | Linking downtown to the greater community

Key local north/south streets within and accessing downtown such as Main, Blaine, College, Meridian and River Streets should be enhanced to emphasize and improve connections to adjacent neighborhoods, and uses close to downtown such as Friendsview Retirement Community and George Fox University. The following projects and actions are recommended:

- *North-South Connections Refinement Study and Design.* Coordinated with the Streetscape and Wayfinding Plan, the Refinement Plan will propose design schemes and associated improvements for improving the north-south connections between downtown and adjoining neighborhoods and activities.
- *Connectivity Demonstration Projects.* Guided by the Refinement Plan, connectivity demonstration projects improve multimodal access through key north-south connection points. Improvements could include enhanced signage, pedestrian actuated signal, streetscape redesign, or improved wayfinding.
- *Downtown Trolley.* A trolley running north and south through downtown Newberg could facilitate development and attract more visitors to the area. It is recommended that the feasibility of a trolley line be investigated and a timeline for implementation be developed if found feasible.
  - *Discussions With Railroad and Users.* Meet with the owners of the railroad, its users, and ODOT to ascertain potential for future use of rail and right-of-way for a trolley.
  - *Trolley Feasibility Study.* If meetings with the railroad appear to provide a pathway forward for a trolley, conduct a feasibility study regarding the potential viability and needs of such a project.
  - *Identify Funding for Trolley.* If a trolley appears viable and feasible, identify and secure funding for proceeding with project development.
  - *Project Development.* Initial project development and acquisition of easement, property, rolling stock and etc.

Implementation Timing for North-South Connections Projects and Actions

Projects and Actions	Timeline: Short-Term: Year 1	Timeline: Short-Term: Year 2	Timeline: Short-Term: Year 3	Timeline: Near-Term: Years 4–6	Timeline: Long-Term: Years 7+	Cost	Project Lead	Coordination
North-South Connections								
North-South refinement study		✓				$80,000-$100,000	City	NDC
Connectivity demonstration projects			✓			TBD	City	NDC
Downtown Trolley								
Discussions with railroad owners and railroad users	✓	✓				Staffing	City	NDC, ODOT, others
Trolley feasibility study			✓			$60,000-$75,000	City	NDC, ODOT, others
Identify funding				✓		Staffing	City	NDC, ODOT, others
Project development				✓	✓	TBD	City	NDC, ODOT, others

CELEBRATE ART! | Good art is good business

Public art helps create an attachment to one's community and has been proven to be a highly cost-effective way of helping spur economic revitalization in downtowns nationwide. The following is recommended for bolstering the already established and active public art efforts in Newberg:

- *Establish Public Art Program.* A public art program will guide the funding, selecting, and locating of public art in Newberg's downtown. A newly formed art committee will work with community partners to initiate and fund public art projects, lead educational workshops, and create dialogs around art in the downtown.
- *Art Walk.* Creating an "artwalk" will lead visitors along a route with stops at permanent and temporary installations, as well as to local galleries and exhibits at the Chehalem Cultural Center and other venues.

Implementation Timing for Celebrate Art Projects and Actions

Projects and Actions	Timeline: Short-Term: Year 1	Timeline: Short-Term: Year 2	Timeline: Short-Term: Year 3	Timeline: Near-Term: Years 4–6	Timeline: Long-Term: Years 7+	Cost	Project Lead	Coordination
Celebrate Art								
Establish public art program	✓					Staffing	City	NDC
Identify program champion	✓					Staffing	Art Committee	NDC, CCC
Establish public art advisory committee	✓					Staffing	Art Committee	NDC, CCC
Establish criteria, funding, and acquisition program		✓				Staffing	Art Committee	NDC, CCC
Initiate educational workshops and dialogues		✓				Staffing	Art Committee	NDC, CCC
Project and program implementation			✓	✓	✓	TBD	Art Committee	NDC, CCC
Art walk		✓	✓	✓		$100,000	City	NDC, CCC

Funding, Administrative, and Organizational Actions

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

- *Creation of an Urban Renewal Program.* Urban Renewal programs are powerful, robust City-controlled redevelopment tools that enable the planning, funding, and implementation of significant public infrastructure improvements, and provide support for private development. By leveraging local tax increment, urban renewal programs increase the public sector's borrowing capacity and increase capital project investment.
- *Economic or Business Improvement District.* EIDs and BIDs provide ongoing funding for downtown activities, modest capital projects, public art, and operations and maintenance. These organizations also provide a forum for downtown business and property owners to discuss downtown related topics and issues.
- *Regulatory Improvements.* Downtowns continually evolve. For this reason, it is crucial for regulations and policies to remain flexible and, on an ongoing basis, to look to codify and synchronize policies with current projects and actions. Amendments to the City's Comprehensive Plan and Zoning Redevelopment Code and the creation of design guidelines for a new M-5 zone are proposed as actions to be taken in the short term.
- *Parking Management.* Parking management plans provide a comprehensive strategy for facilitating parking in the downtown area and planning for future parking needs. Parking is effectively managed through a number of simultaneous policies, programs, and actions. For a full description of parking management tasks, please refer to the Downtown Strategic Parking Management Plan in Appendix E.
- *Downtown Development Ombudsman.* This position would provide a single point of contact for property owners and developers for any issue pertaining to real estate development. The ombudsman would also act as a mediator for resolving downtown development conflicts, and champion local development initiatives. It is recommended that an initial investment of a half-time employee position be provided to serve in this role.
- *Downtown Partnership.* This partnership brings together notable community leaders to champion and raise funds for significant community projects. Although projects can be citywide, the primary focus of this committee should be on activity generating projects that draw users to the downtown area.
- *Other funding tools.* The State of Oregon enables the use of a variety of tools to help facilitate development as envisioned within this Plan and they should be considered for application within downtown Newberg.
    - *Vertical Housing Program.* The Vertical Housing Program is a state tax abatement program that allows for a tax exemption of up to 80 percent of the improvement over a 10-year term for mixed-use projects in Vertical Housing Development Zones (VHDZ) designated by local jurisdictions. The ground floor of the project is required to be a non-residential use. An additional tax exemption of up to 80 percent may be given on the land for qualifying projects providing low-income housing (set at 80 percent of area

median income or below). This program could be used to incentivize mixed-use housing development in the downtown Newberg, if the City adopts the incentive.

- *New Market Tax Credits.* The New Markets Tax Credit program is a state program aimed at helping finance investments and create jobs in low-income communities. The program delivers below-market-rate investment options to Oregon businesses and helps attract additional Federal New Markets Tax Credit investments in Oregon. As one of the communities eligible for new market tax credits, Newberg could potentially develop the community development corporation needed to secure new market tax credits and use the resources as incentives to induce employment opportunities.
- *Multi-Unit Housing Tax Incentive.* The Multi-Unit Housing Tax Incentive is intended to stimulate construction of transit-supportive multiple-unit housing. The tax incentive is a 10-year property tax abatement for new or converted, non-transient housing units constructed within a designated boundary and providing one or more public benefits. Newberg can consider setting up the procedures for reviewing and approving applications for this tax incentive in coordination with State statute (ORS 307.600-690).
- *EB-5 Program.* The Federal government created and administers the EB-5 Program to stimulate the U.S. economy through job creation and capital investment by foreign investors. Under this program, entrepreneurs who reside outside of the United States (and their families) are eligible to apply for permanent residence status if they:
  - Make the necessary investment in a commercial enterprise in the United States. This investment must be at least $500,000, and often must be $1 million or more.
  - Plan to create or preserve 10 permanent full-time jobs for qualified U.S. workers.

  This program is known as EB-5 for the name of the visa that participants receive. In order for cities or counties to attract investment from an EB-5–eligible investor, they must have a designated "regional center," a designation awarded by the U.S. Citizenship and Immigration Services via a competitive process. The government takes into account the proponent's economic development plan, job creation, and investment benefits when considering center designations. For more information, see https://www.uscis.gov/eb-5.

Funding, Administrative, and Organizational Actions

Projects and Actions	*Timeline*					*Cost*	*Project Lead*	*Coordination*
	Short-Term			*Near-Term*	*Long-Term*			
	Year 1	*Year 2*	*Year 3*	*Years 4–6*	*Years 7+*			
Urban Renewal District								
Urban Renewal feasibility study	✓					$35,000	City	NDC/Chamber
Urban Renewal district and board creation	✓					Staffing	City	
Urban Renewal plan and report		✓				$50,000	URA Board	NDC/Chamber
Urban Renewal district formation			✓			Staffing	URA Board	NDC/Chamber
Economic or Business Improvement District								
Business and property owner outreach	✓	✓	✓	✓	✓	Staffing	City	NDC/Chamber
Establish BID or EID		✓	✓			$25,000 - $40,000	City	NDC/Chamber
Development Funding Tools								
Vertical Housing Program	✓	✓	✓	✓	✓	Staffing	City	NDC
Multi-Unit Housing Tax Exemption Program		✓	✓	✓	✓	Staffing	City	NDC
New Market Tax Credits	✓	✓	✓	✓	✓	$20,000 + $1,000/year	City, Developer	City, NDC
EB-5 Program	✓	✓	✓	✓	✓	Staffing	Developer	
Regulatory Improvements								
Property owner engagement	✓							
Update Comprehensive Plan and policies	✓	✓				Staffing	City	
Update Zoning and Development Code	✓	✓				Staffing	City	
Prepare M-5 design guidelines	✓	✓						
Downtown Partnership								
Identify and recruit potential Partnership members	✓					Staffing	City	
Support and guide the Downtown Partnership		✓	✓	✓	✓	Staffing	City	
Downtown Development Ombudsman								
Identify funding and host organization of position	✓					Staffing	NDC	City
Downtown ombudsman		✓	✓	✓	✓	$50,000/year	NDC	City

Projects and Actions	Timeline					Cost	Project Lead	Coordination
	Short-Term			Near-Term	Long-Term			
	Year 1	Year 2	Year 3	Years 4–6	Years 7+			
Parking Management								
Establish guiding principles for parking	✓					Staffing	City	NDC
Establish a parking working group		✓	✓			Staffing	City	NDC
Amend code guidelines, shared parking		✓				Staffing	City	NDC
Simplify on-street stay time allowances		✓				$5,000/year	City	NDC
Upgrade on-street signage and striping		✓	✓					
Create parking brand		✓	✓			$20,000	City	NDC
Upgrade public lots				✓		TBD	City	
Improve private surface parking			✓	✓	✓	TBD	City	NDC
East/West gateway communication system		✓	✓			TBD	City	NDC
Add bike parking at strategic locations	✓	✓	✓	✓	✓	TBD	City	NDC
Identify off-street shared-use opportunities			✓			Staffing	City	NDC
Parking data collection			✓	✓	✓	$30,000/biannually	City	
Business-to-business outreach and communication		✓	✓	✓	✓	$2,500/year	NDC	City
Explore and develop funding options		✓	✓			Staffing	City	NDC
Long-term parking asset identification and procurement				✓		Staffing, cost TBD	City	NDC

CONCLUSION

The Newberg Downtown Improvement Plan represents the community's official framework for the future of downtown Newberg as it seeks to re-imagine and revitalize its business, civic and cultural center to take advantage of the opportunity provided with the future completion of the Newberg Dundee Bypass and a resurgent economy. As this Plan represents the expression of the community's vision and desired outcomes for downtown, the Plan must be regarded as a dynamic and responsive policy framework – one that changes as needed to keep pace of changing community values and external factors, and as opportunities arise. Over time, the Newberg Downtown Improvement Plan is intended to continue to evolve, serving as the foundation for further refinement. The regular monitoring and updating of the Plan will help ensure that it reflects changing circumstances and opportunity.

APPENDICES

This draft Downtown Improvement Plan is supported by a number of technical memoranda providing the foundation for the community's policy decisions. These memoranda provide additional detail regarding the existing and forecast conditions of downtown Newberg, as well as more detailed background regarding the recommended improvements and actions for carrying out the Plan's vision and big ideas. These memoranda are available for review by contacting the City of Newberg, and through the City's website. A list of these technical memoranda is provided below.

A Technical Memo #1: Existing Conditions Analysis (Parametrix, Project Team)

B Technical Memo #2: Market Study Current Conditions (Leland Consulting Group)

C Technical Memo #3: Market Study Future Potential Development (Leland Consulting Group)

D Newberg Core Catalyst Site Feasibility Study (Leland Consulting Group)

E Downtown Strategic Parking Management Plan (Rick Williams Consulting)

F Newberg Downtown Improvement Plan: Capital Improvement Costs (Parametrix)

G Urban Design & Streetscape Development Strategies (GreenWorks)

H Land Use Regulatory Improvements (Cogan Owens Greene)

I High-Level Circulation Summary (DKS Associates)