

# APPENDIX C

*Technical Memorandum 3:*  
**Land Use Alternatives**

4/3/2019

**To:** Newberg Riverfront Master Plan Citizens Advisory Committee and Technical Advisory Committee

**From:** Andrew Parish and Kyra Haggart, APG  
Ken Pirie and Moran Maiolie, Walker Macy

**Re:** Revised Technical Memorandum #3 – Land Use Alternatives

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## INTRODUCTION TO THE REVISED MEMORANDUM

This memorandum describes the integrated land use, transportation, and open space alternatives presented as part of the Newberg Riverfront Master Plan process. The alternatives consist of “framework plans” that describe the related systems of land use, transportation, open space, and infrastructure that will work together to create a cohesive, viable, and livable Riverfront Area.

In November 2018, three alternatives were provided to the Riverfront Master Plan Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC), along with memoranda describing infrastructure considerations (Technical Memorandum 4) and a draft “Incremental Implementation Strategy” (Technical Memorandum 5). Initial zoning code and design concepts to implement the plan and vision for Newberg’s Riverfront Area were also brought to the committees at that time. These materials were also presented to the public via an in-person and on-line open house, providing the project team with ideas for adjusting these alternatives and preferences in order to create a preferred alternative.

In early 2019, the City of Newberg hosted representatives of WestRock (the owner of the large Riverfront Mill Site within the study area) to discuss their plans for the property. At this meeting, WestRock representatives expressed their desires for the industrial designation on the site to remain unchanged, no new streets to be developed through the industrial site, and to only allow public trail access below the bluff. Because of the timing of this input and the importance of WestRock as a property owner and potential future employment in the area, the project team prepared two additional alternatives to the TAC and CAC for further discussion.

This memorandum has been updated to include descriptions of all five alternatives, labeled Alternative A through Alternative E. At their February 12, 2019 meeting, the CAC chose to move forward with Alternative E as the project’s preferred alternative.<sup>1</sup>

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

## LAND USE ALTERNATIVES

### The Riverfront Area

The Riverfront Area is shown in Figure 1 and Figure 2 below. It is generally defined as the land within the Newberg Urban Growth Boundary (UGB) south of E Ninth Street. This area contains a mix of existing neighborhoods, parks and natural areas, a small amount of buildable vacant land, and the roughly 115-acre Westrock Mill Site. The land use alternatives differ primarily in the use of this large industrial site – whether it remains entirely in industrial use or whether some portion becomes available over time for non-industrial uses.

Figure 1. Study Area and Regional Context

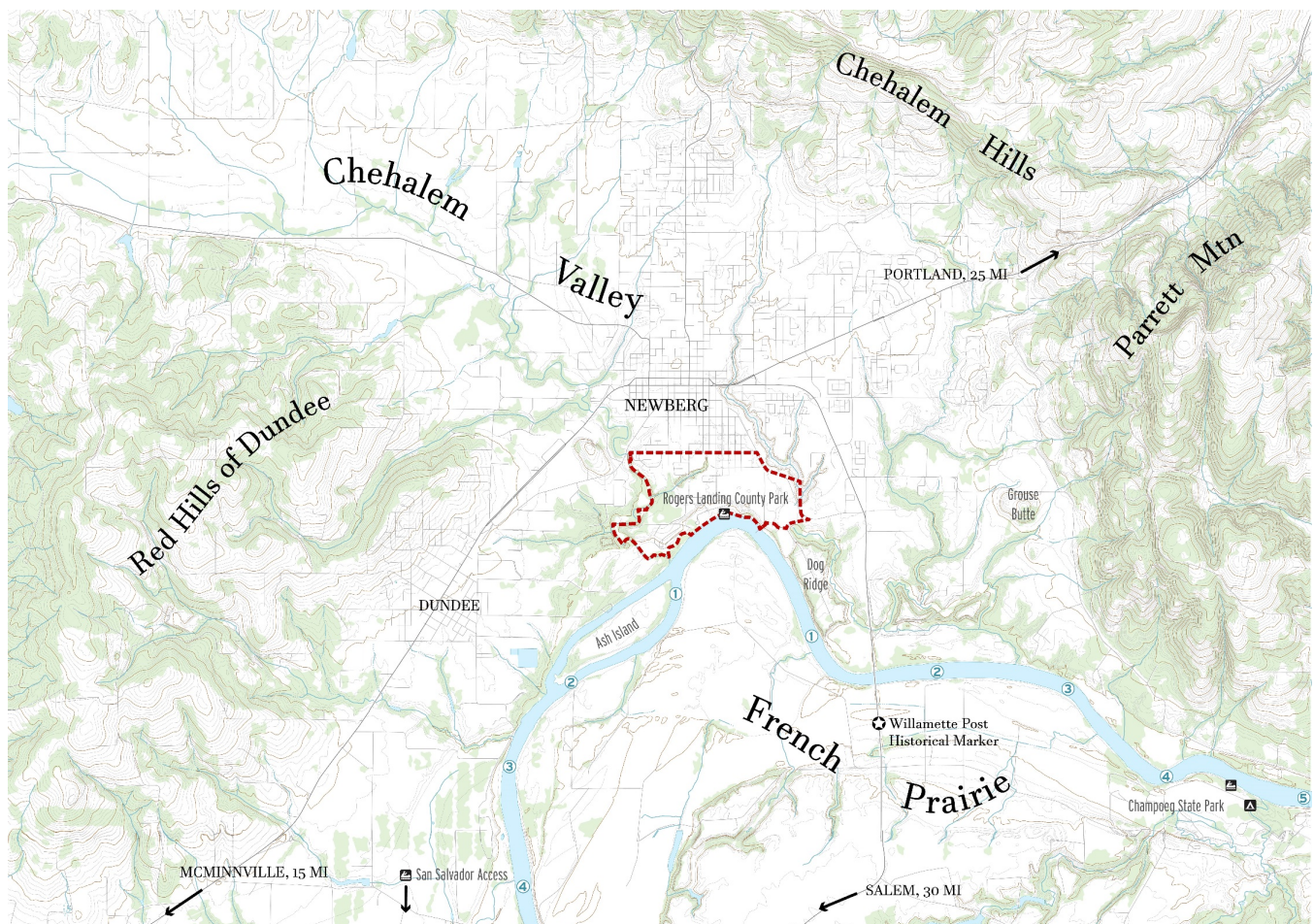




Figure 2. Riverfront Area Map



**Newberg Riverfront Master Plan Update**

**Project Study Area**

- Project Study Area
- Urban Growth Boundary (UGB)
- City Limits

Revised 10/22/2018

Disclaimer:

This map is intended for informational purposes only. Metadata available upon request.

**Common Elements to All Alternatives**

Descriptions in the following sections focus on the differences between the alternatives but they all contain the following common elements.

**Foundational Elements**

The following items make up the foundational, directive components of all plan alternatives. Figure 3 shows the essence of these elements in what is sometimes called a “noble” or “parti” diagram.

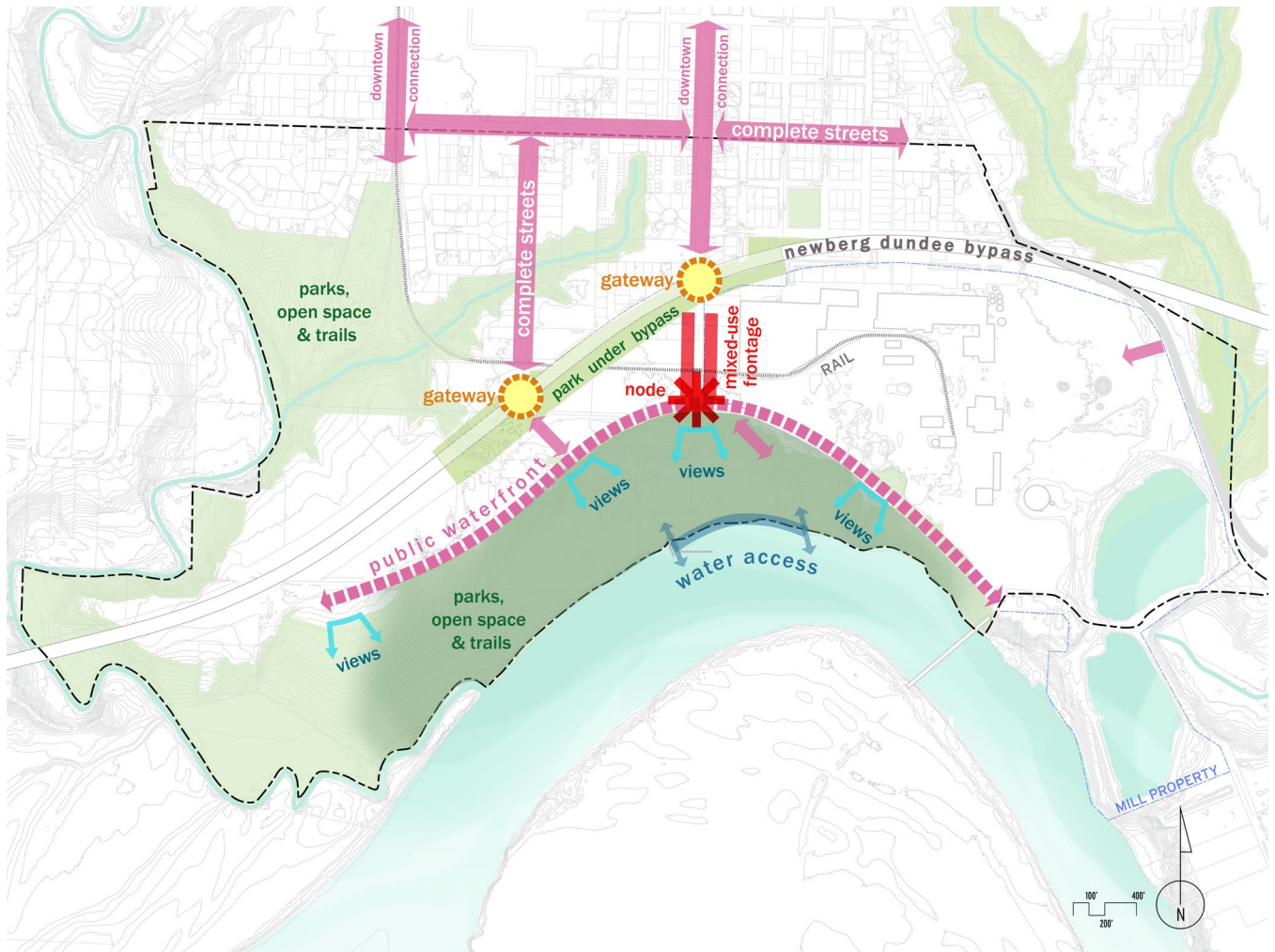
**Connections to the river.** The basis for each of these alternatives is a strengthened connection between the City of Newberg and the Willamette River, both by providing greater access for Newberg residents to the river, as well as bringing water-related activity and users into the City itself.

**Gateways.** S College Street and S River Street are important connections between the City of Newberg and the Riverfront Area. In all alternatives, gateway features are proposed where these streets cross under the Newberg –Dundee Bypass, to signal a transition and to welcome visitors and residents to the area.



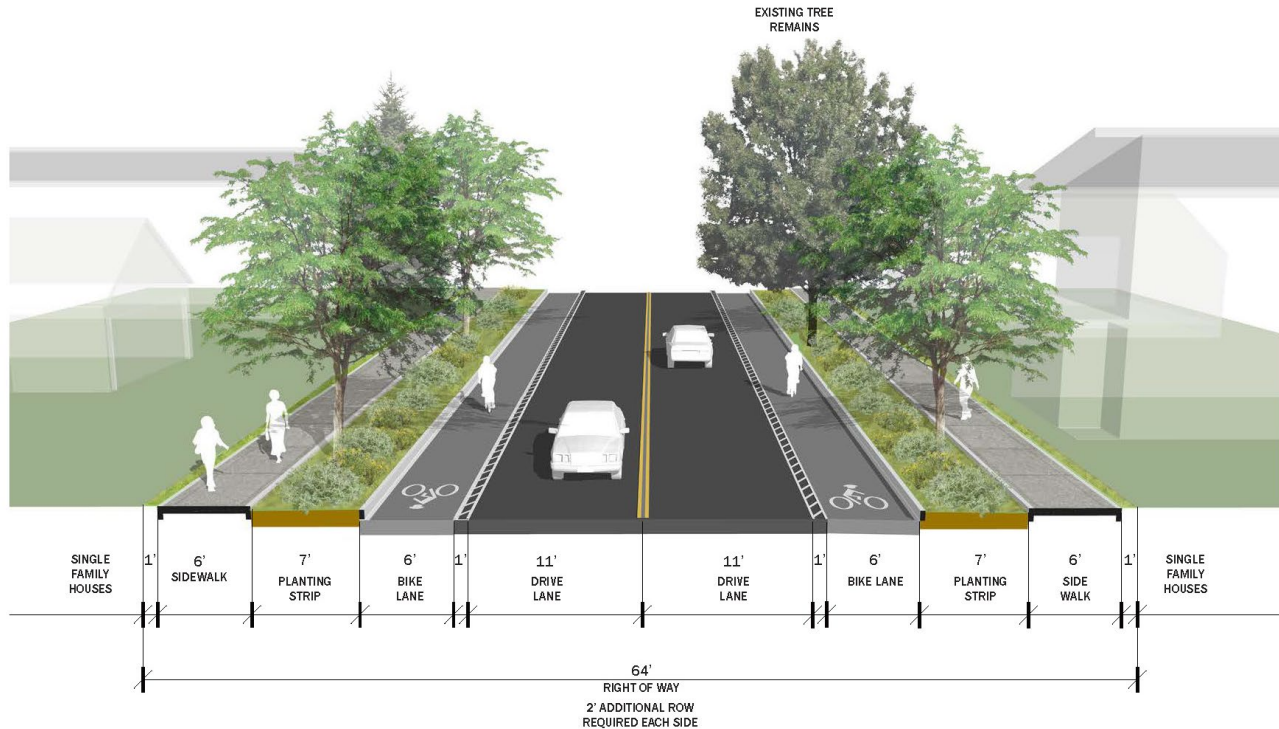
**Streetscape Improvements in South Newberg.** As documented in the Existing and Planned Conditions presentation, the neighborhoods of South Newberg have many areas with sub-standard roadways, a lack of ADA curb ramps, and poor bicycle infrastructure. Though the specifics have yet to be determined, it is the intent of this master plan that development in the Riverfront Area help improve infrastructure of existing neighborhoods. For more details, see Technical Memorandum 5 – Incremental Implementation Strategy.

Figure 3. Foundational Elements of the Riverfront Master Plan



**S River Street.** As a primary connection between the Riverfront Area and Downtown Newberg, S River Street plays an important role in all alternatives. A set of concepts for S River Street are included as Appendix A of this report. One diagram is included in Figure 4.

Figure 4. Concept for S River Street, North of Newberg-Dundee Bypass



RIVER STREET PROPOSED | 64' ROW  
NORTH OF BYPASS

### Local and Regional Trails

New trails have been the most desired feature of the Riverfront Plan in public outreach to date. A network of trails throughout the Riverfront Area, connecting to parks in Newberg and to other destinations in the City and region, are proposed. These trails are a combination of those adopted in the Chehalem Park & Recreation District’s long-range plans and new ideas that have been identified in the Riverfront planning process. These trails are shown on Figure 5, and general cross sections of the different types of trails are shown in Figure 6.

“Water Trails,” or marked routes on navigable waterways for recreational use, are also a great opportunity for the Newberg Riverfront. Single- or multi-day trips along the Willamette River are a popular activity, and may become more popular if the locks at Willamette Falls re-open. Figure 7 shows the distance from the Riverfront to other sites and amenities along the Willamette River.



Figure 5. Riverfront Area Trails Diagram

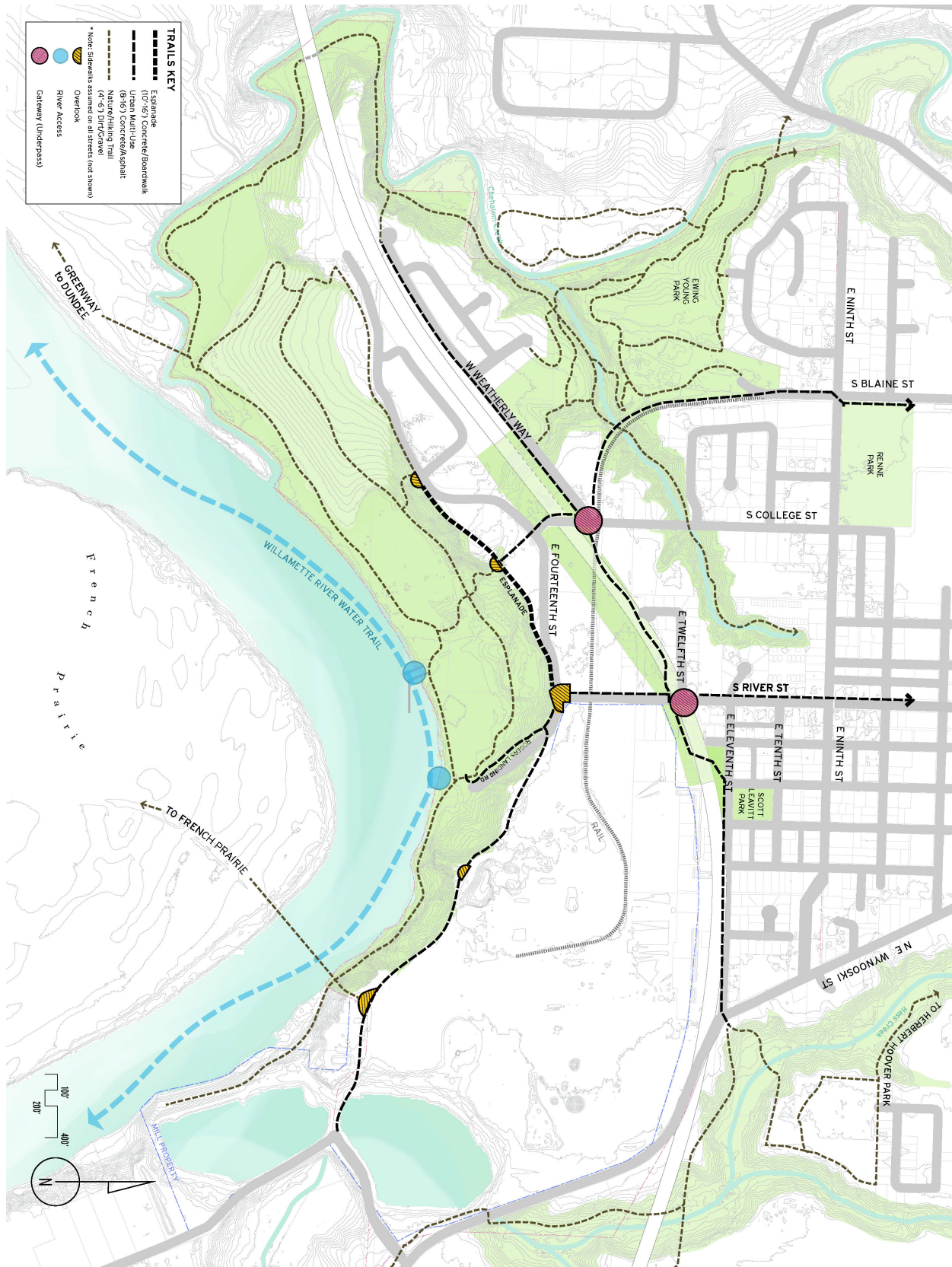




Figure 6. General Trail Cross-Sections

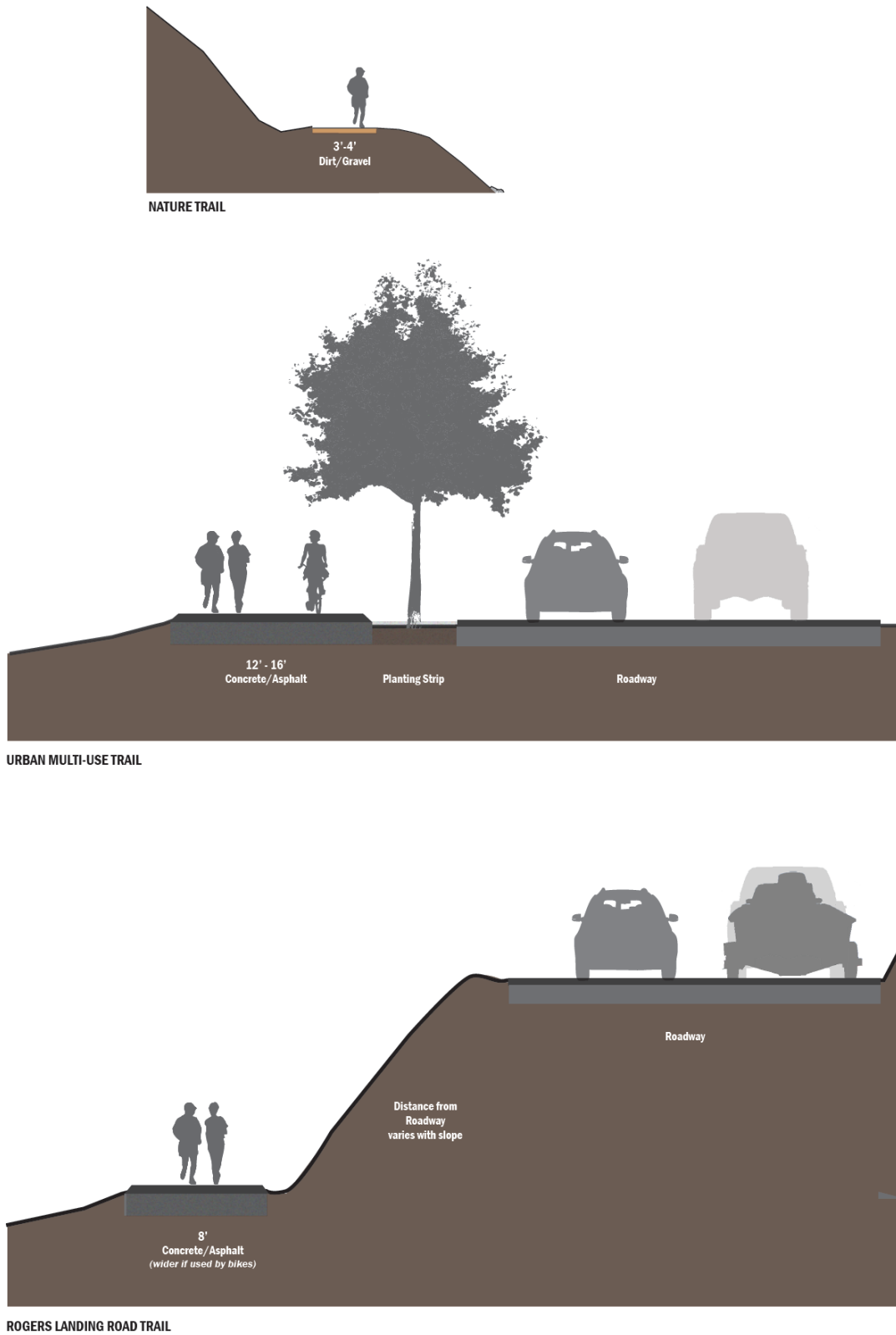
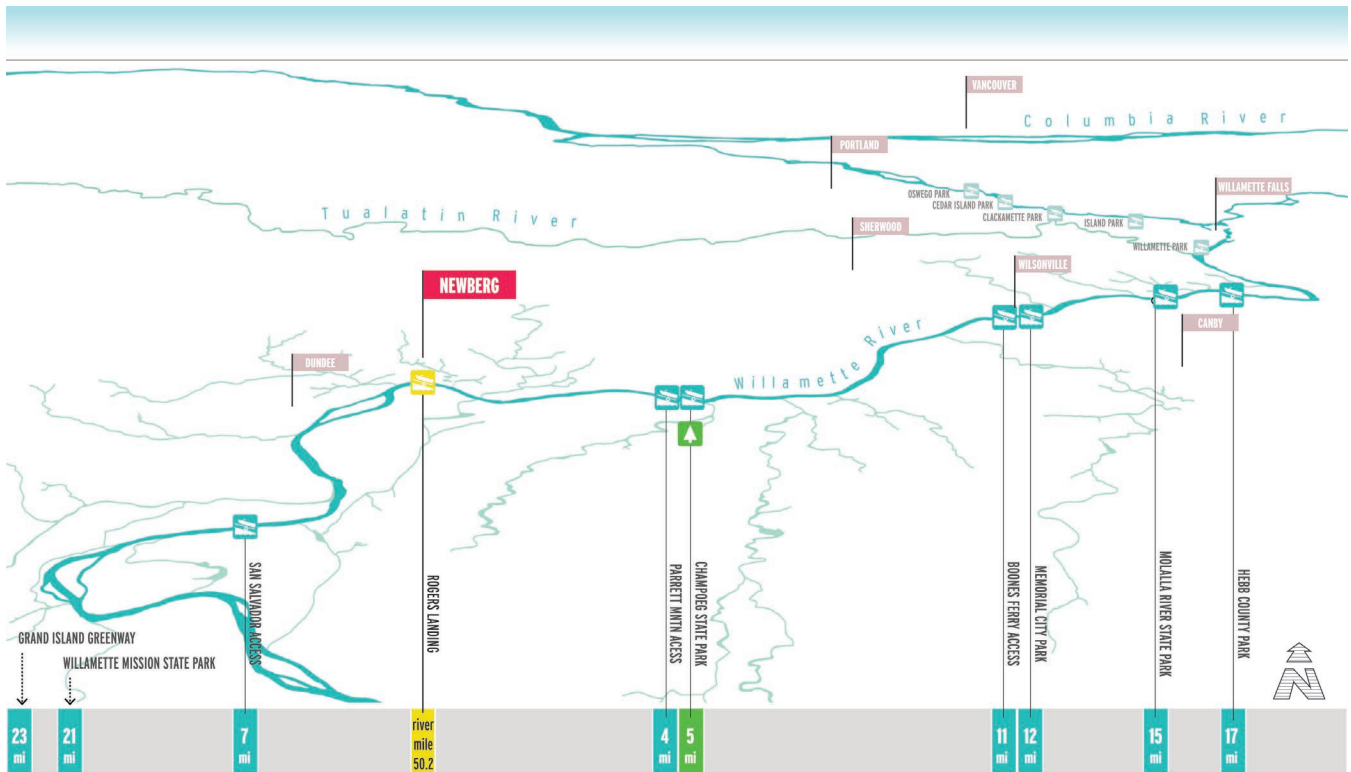


Figure 7. Distance to other sites along the Willamette River



### Signature Parks

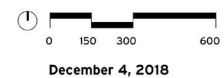
**Riverfront Park.** Roger’s Landing, and the open spaces adjacent to it, have the potential to be a signature greenspace along the Willamette River and asset to adjacent development. All alternatives show improvements to the riverfront in the vicinity of Rogers Landing. The specific design of the park will be a joint effort between the City, property owners at the riverfront, the Chehalis Park & Recreation District, and the broader community – guided by the Riverfront Master Plan. Specific park improvements associated with each alternative are described in later sections.

**Underpass Park.** The area generally between S River Street and S College Street beneath the Newberg-Dundee Bypass is an opportunity for a vibrant, active attraction that provides a transition between existing neighborhoods and the Riverfront. A bypass park is identified in all alternatives to make use of this unique space. Figure 8 depicts concepts for this park.

Figure 8. Concepts for Underpass Park and Gateways



**Newberg Riverfront Master Plan  
Park Conceptual Plan**





## Land Use Designations

In the descriptions of these alternatives, both existing land use designations and ideas for new designations are used. They are described briefly here, and more detailed options for how new designations are implemented are discussed in the Code and Design options portion of this memorandum.

### *Existing Designations*

- Residential Medium Density (R-2). Most residential land within the study area today has a designation of R-2, intended to “provide a wide range of dwelling types and styles at an average overall density of nine units per gross buildable acre in the district.” (15.302.032.B).
- Residential High-Density (R-3). Portions of the study area with frontage on E Ninth Street have a designation of R-3, which is intended to “provide multifamily dwellings of different types and styles at an average overall density of 16.5 units per gross buildable acre in the district.” (15.302.032.C)
- Industrial. Land shown as “Industrial” is generally consistent with the City’s M-2 and M-3 district, which are “intended to create, preserve and enhance areas containing a wide range of manufacturing and related establishments and is typically appropriate to areas providing a wide variety of sites with good rail or highway access.” (15.302.032.K)

### *New Ideas*

- Mixed Commercial. All alternatives include a “Mixed Commercial” designation, which is intended to provide opportunity for commercial uses as well as limited light industrial and housing.
- Mixed Employment. Alternatives B and C show a “Mixed Employment” designation, which is intended to provide a mix of light industrial and commercial uses without housing.
- Affordable Housing. Alternative C shows an explicit affordable housing component, which has several options for implementation discussed in that section.

### *Industrial and Other Employment Uses.*

All alternatives have some industrial and employment use on the WestRock Mill site, though they differ in the amount and arrangement of these uses. The City is evaluating its land needs citywide as part of its Urban Growth Boundary process. Consistent with discussions and findings in that process, the WestRock site is addressed as an important supply of employment land in the alternatives.

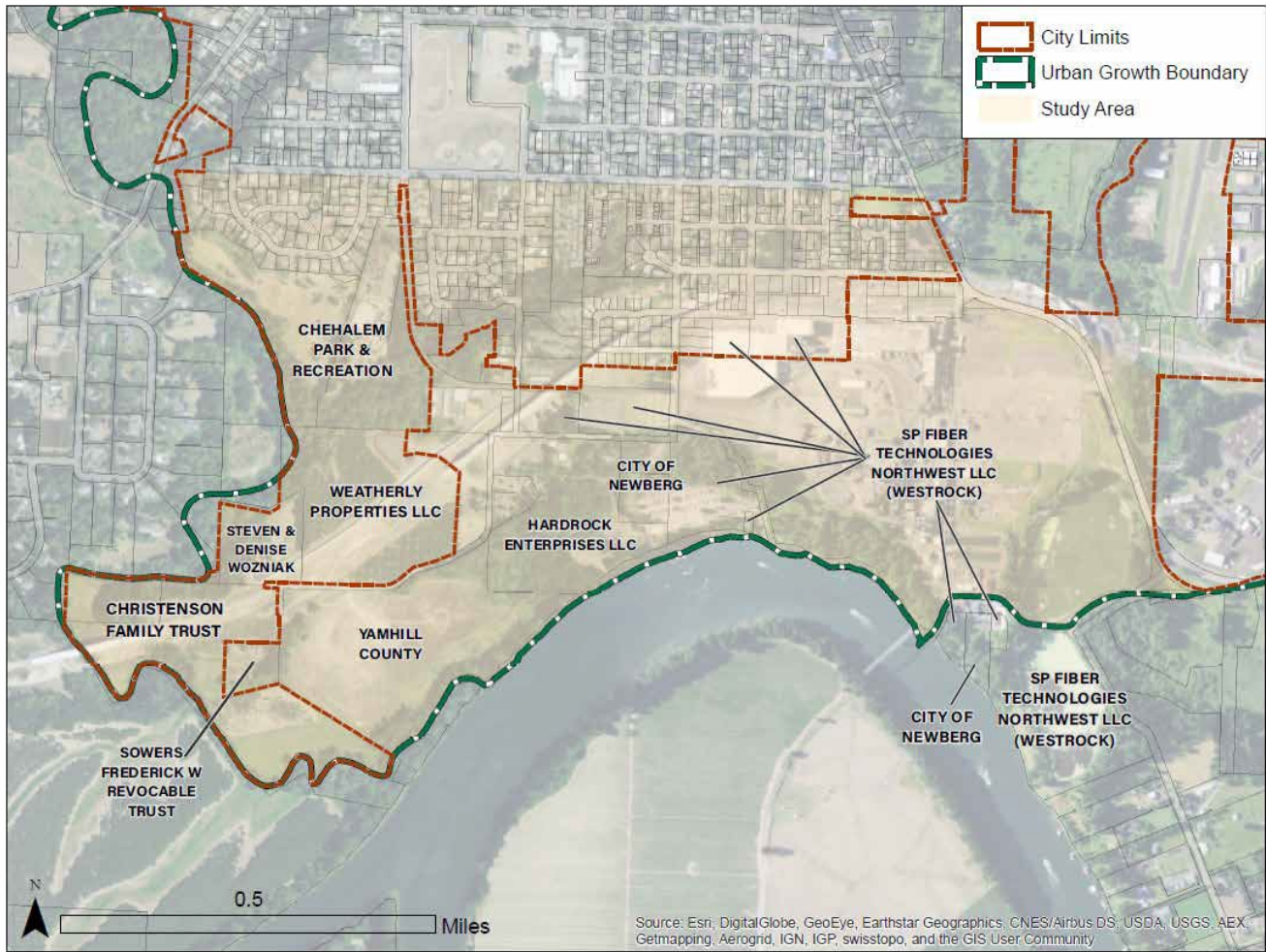
### *Residential Capacity*

Tables describing the estimated residential capacity of all five alternatives are included as Appendix B.

### *Property Ownership*

Figure 9 depicts major property ownerships in the Riverfront Area, which will be useful as a reference for the alternatives presented in the next section.

Figure 9. Property Ownership in the Riverfront Area

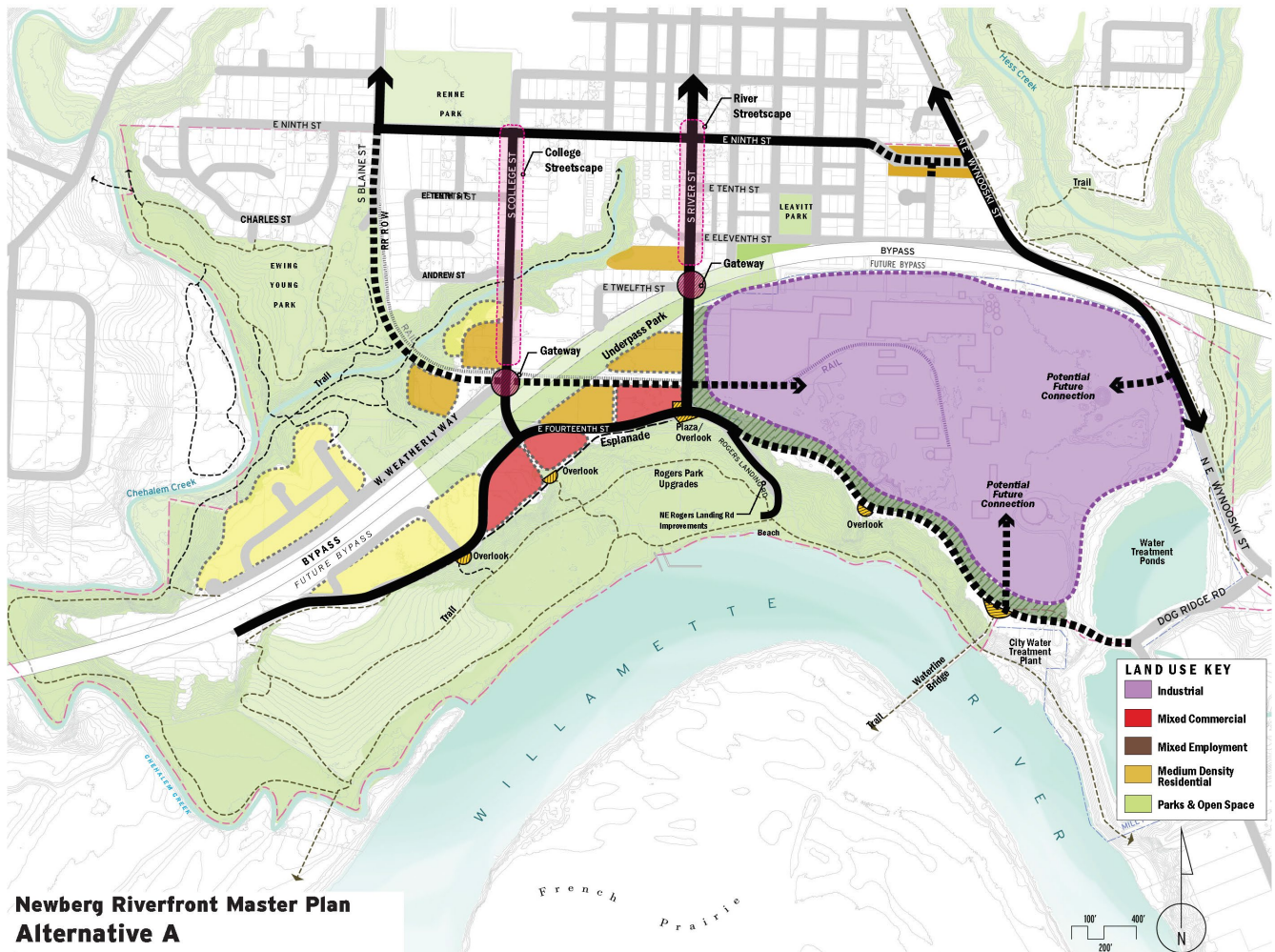


## Alternative A

### Introduction

Alternative A describes the Riverfront Area in a way that is largely consistent with the 2002 Riverfront Master Plan, with new ideas added. This option keeps the entire WestRock site east of S River Street in its current industrial designation. A new mixed use node is created at the northwestern corner of S River Street and E Fourteenth Street, with scenic views and greatly improved access to the Riverfront Area itself. The Baker Rock property (shown as “Hardrock Enterprises” on Figure 9) and the parcel at the intersection of S River Street and E Fourteenth Street, which currently have a comprehensive plan designation of Commercial/Riverfront, are shown as “Mixed Commercial” to create the potential for a mix of uses on the property. The other residentially-designated properties north and south of the Newberg – Dundee Bypass would retain the current residential zoning.

Figure 10. Alternative A Combined Framework



### Parks & Open Space Framework

Alternative A contains the following distinguishing parks and open space features:



### *Riverfront Park*

- An amphitheater is located at Rogers Landing, near the terminus of S River Street. As a use that draws many people to one location, an amphitheater would help create a node of activity and may support commercial businesses in the vicinity.
- Trails and passive open space are located on the western portion of the Riverfront Park, including on the landfill site. Limited parking availability and a lack of roadway connectivity are challenges to a more active use in the western portion of the park.

### *Underpass Park*

A park along the elevated portion of the Newberg-Dundee Bypass is recommended, as described earlier in the “Common Elements” portion of this memorandum.

### *Riverfront Parkway*

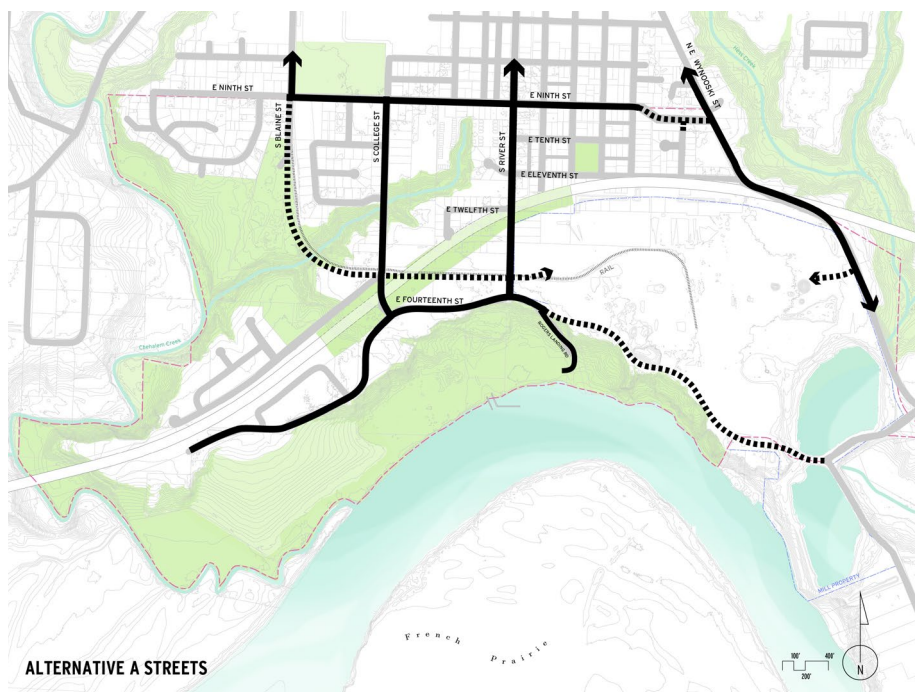
This parkway is anticipated as a combination of on-street sidewalk and off-street path, interspersed with several overlook locations. Through the Baker Rock property in Alternative A, this parkway is a pedestrian esplanade south of E Fourteenth Street.

## Transportation Framework

The transportation framework for Alternative A is shown in Figure 11 below. Notable features include:

- Primary North-South Connections of S Blaine, S College, S River, and S Wyooski. S College and S River are priorities for streetscape improvements, as they join gateway features beneath the bypass.
- Extension of S Blaine alongside the existing rail right-of-way and connecting through the WestRock Mill site between S River and NE Wyooski.
- Extension of E Fourteenth Street along the southern portion of the WestRock Mill site, connecting to NE Dog Ridge Road.

Figure 11. Alternative A Transportation Framework



### Implementation Concepts and Additional Information

Major implementation concepts for all alternatives are discussed in Technical Memorandum 5 – Incremental Implementation Strategy. Notable implementation concepts and other information specific to Alternative A include:

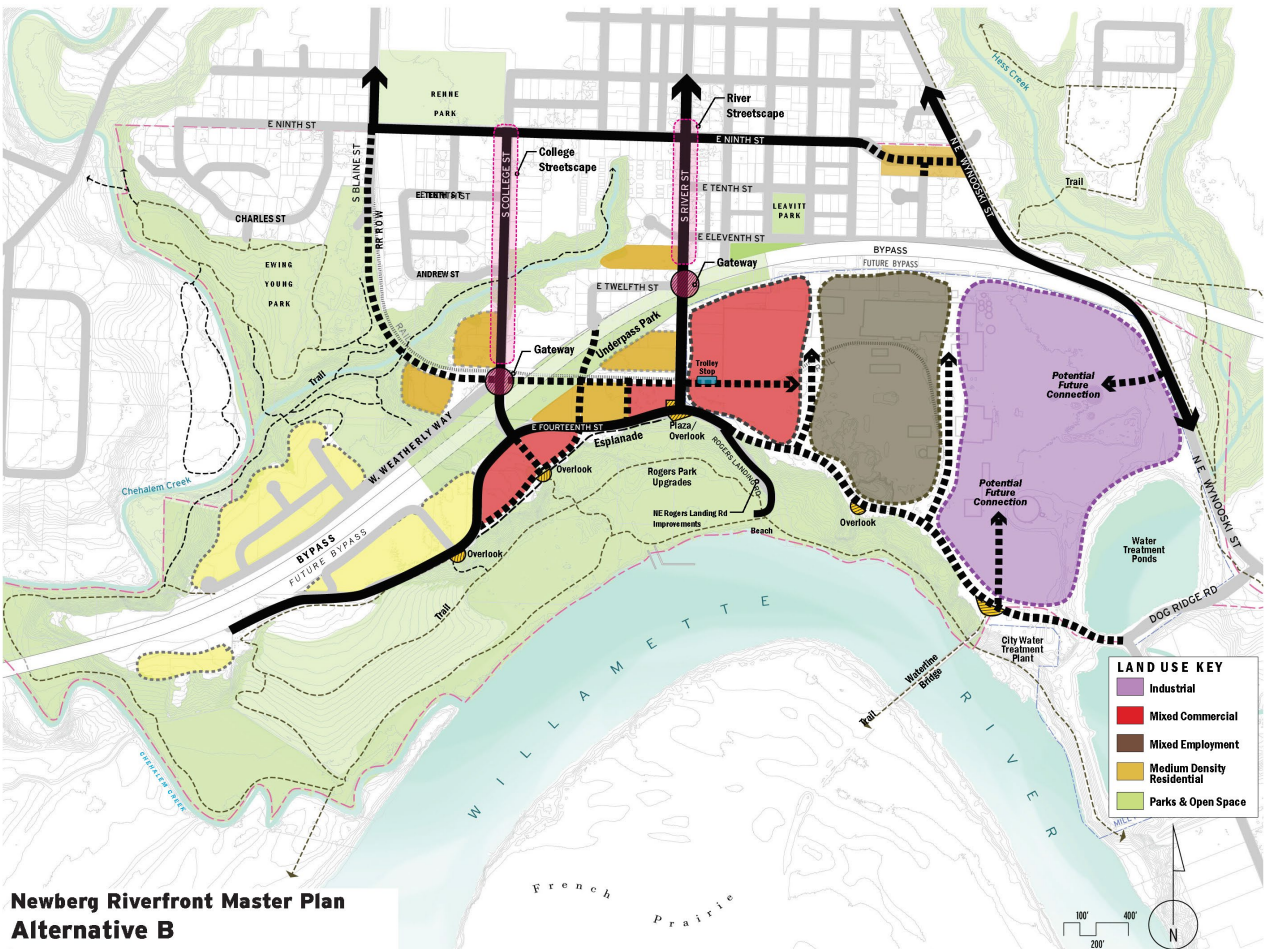
- **Retained industrial use of the full WestRock Site.** No changes to land use designations are required to keep the WestRock Site.
- **Mixed Commercial uses.** The comprehensive plan and zoning code will need to address the mix of uses and design of the “Mixed Commercial” areas shown in this alternative.

## Alternative B

### Introduction

Alternative B envisions major changes for the WestRock site, to integrate it into the mixed use vision for the Riverfront. East of S River Street, a “transect” of uses is provided: Mixed Commercial, then Mixed Employment, then Industrial. New transportation connections are provided across the WestRock site to provide access and improve connectivity. The additional Mixed Commercial development may support a larger node of activity at the S River Street/E Fourteenth Street intersection, allowing for greater levels of development and amenities at the riverfront.

Figure 12. Alternative B Combined Layout



Newberg Riverfront Master Plan  
Alternative B

### Parks & Open Space Framework

Alternative B contains the following parks and open space features

#### Riverfront Park

An amphitheater is located at on the Baker Rock property west of the Rogers Landing parking lot. Trails and passive open space are located on the western portion of the Riverfront Park, including on the landfill site. A dog park is located on the northern (flatter) portion of the landfill site.



### *Underpass Park*

A park along the elevated portion of the Newberg-Dundee Bypass is recommended, as described earlier in the “Common Elements” portion of this memorandum.

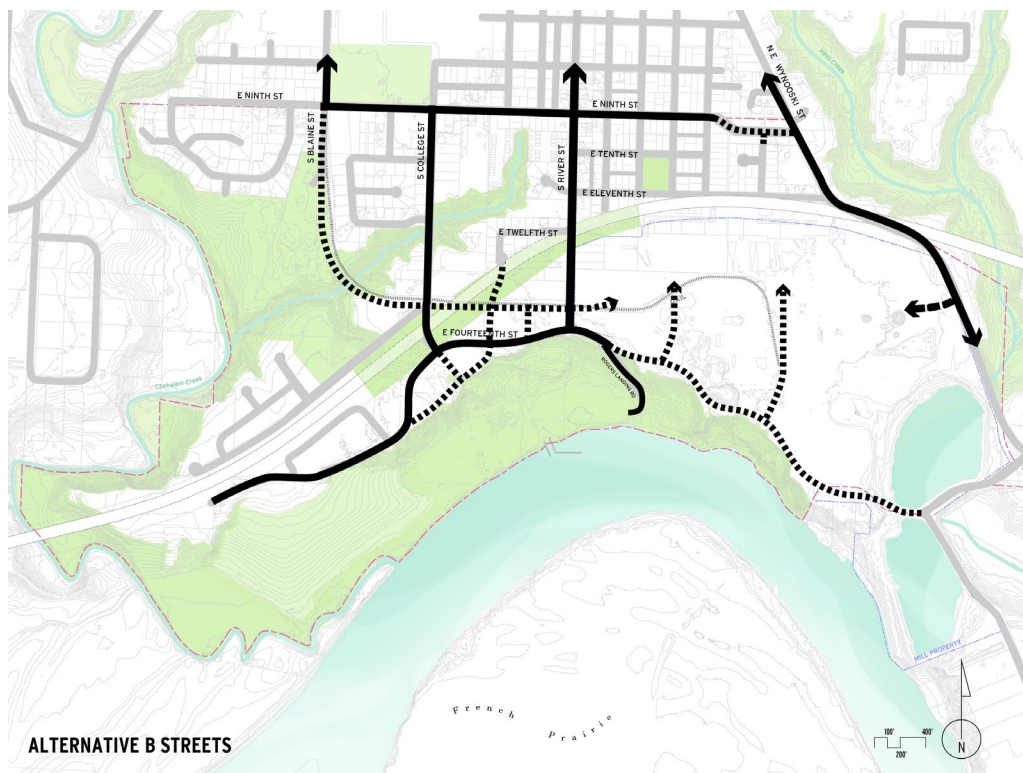
### *Riverfront Parkway*

This parkway is anticipated as a combination of on-street sidewalk and off-street path, interspersed with several overlook locations. Through the Baker Rock property in Alternative B, this esplanade is provided as part of an extension of E Waterfront Street.

### Transportation Framework

- Primary North-South Connections of S Blaine, S College, S River, and S Wynooski. S College and S River are priorities for streetscape improvements, as they join gateway features beneath the bypass.
- Extension of S Blaine alongside the existing rail right-of-way and connecting through the WestRock Mill site between S River and NE Wynooski.
- New north-south connections provided through the WestRock Mill site to serve a greater diversity of users.
- Extension of E Fourteenth Street along the southern portion of the WestRock Mill site, connecting to NE Dog Ridge Road.
- Extension of E Twelfth Street south underneath the bypass, connecting to E Fourteenth Street and E Waterfront Street.
- Extension of S Waterfront Street along the ridge through the Baker Rock property.

Figure 13. Alternative B Transportation Framework



### Implementation Concepts and Additional Information

Major implementation concepts for all alternatives are discussed in Technical Memorandum 5 – Incremental Implementation Strategy. Notable implementation concepts and other information specific to Alternative B include:

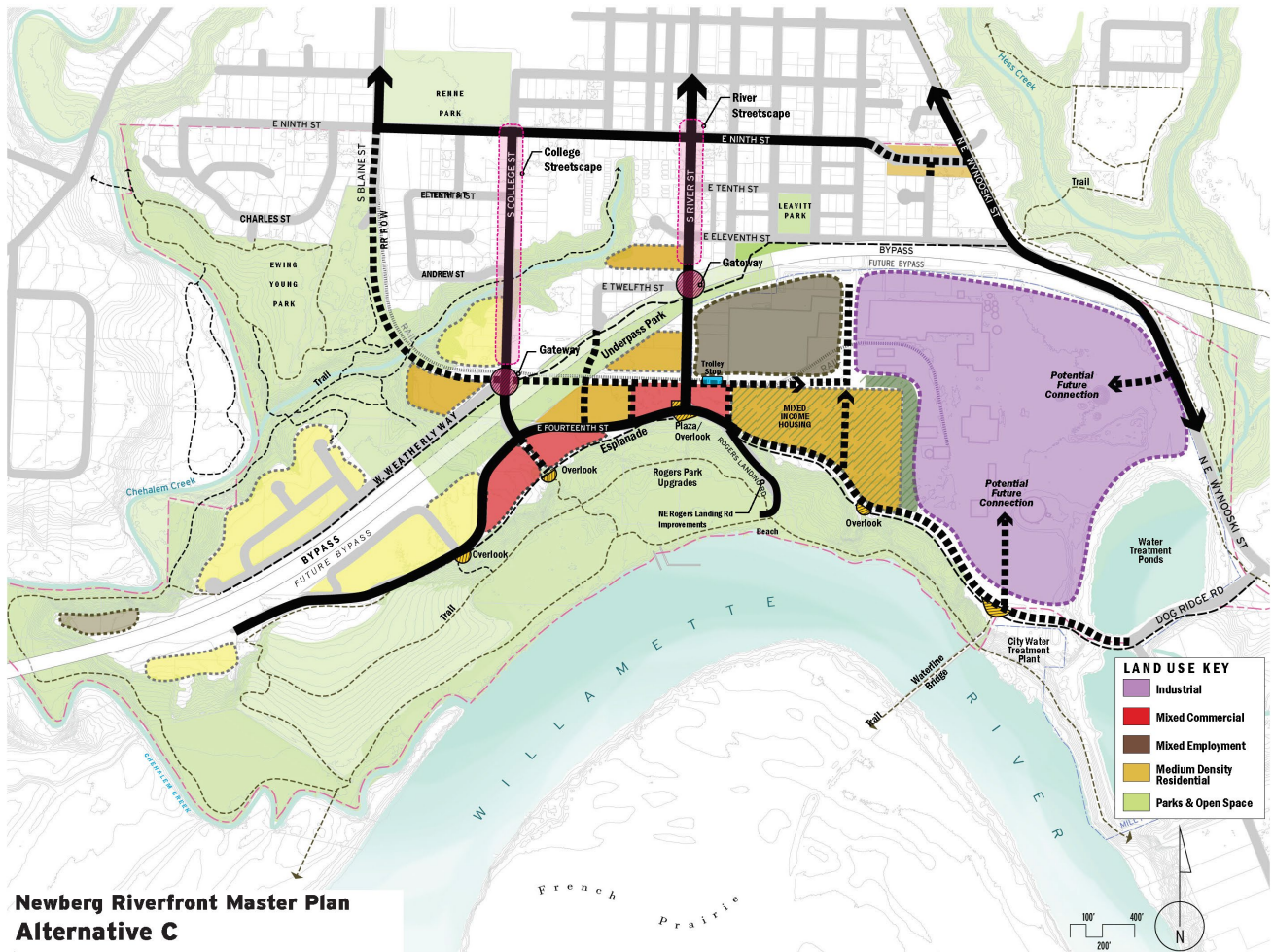
- **Mixed Commercial and Mixed Employment Uses on WestRock Site.** Changes to comprehensive plan and zoning designations are required to create areas of mixed commercial and mixed employment uses. Transition of industrial land to other uses will require study – and likely mitigation – of environmental contamination on the site.
- **Active uses (dog park) on Landfill site.** The ultimate use of the landfill site in the western portion of the Riverfront Area will require coordination between Yamhill County and the Chehalem Parks & Recreation District. There are a variety of issues regarding the ultimate closure and monitoring of the landfill that must be addressed through the Department of Environmental Quality (DEQ).

## Alternative C

### Introduction

Alternative C repurposes a portion of the WestRock site for Mixed Commercial development, which could include a combination of housing and employment uses, and a portion for an explicitly affordable housing development. The details of the ownership structure, price range, and other specifics of this affordable housing development have yet to be determined, but the overall concept is a Construction Excise Tax (CET) funded partnership between the City and developers of affordable housing.

Figure 14. Alternative C Combined Layout



### Parks & Open Space Framework

Alternative C contains the following parks and open space features.

#### *Riverfront Park*

Improvements to Rogers Landing include a picnic area, new trails, a screened parking lot, and improved beach access. Trails and passive open space are located on the western portion of the Riverfront Park, including on the landfill site. An amphitheater is located on the northern (flatter) portion of the landfill site.



### *Underpass Park*

A park along the elevated portion of the Newberg-Dundee Bypass is recommended, as described earlier in the “Common Elements” portion of this memorandum.

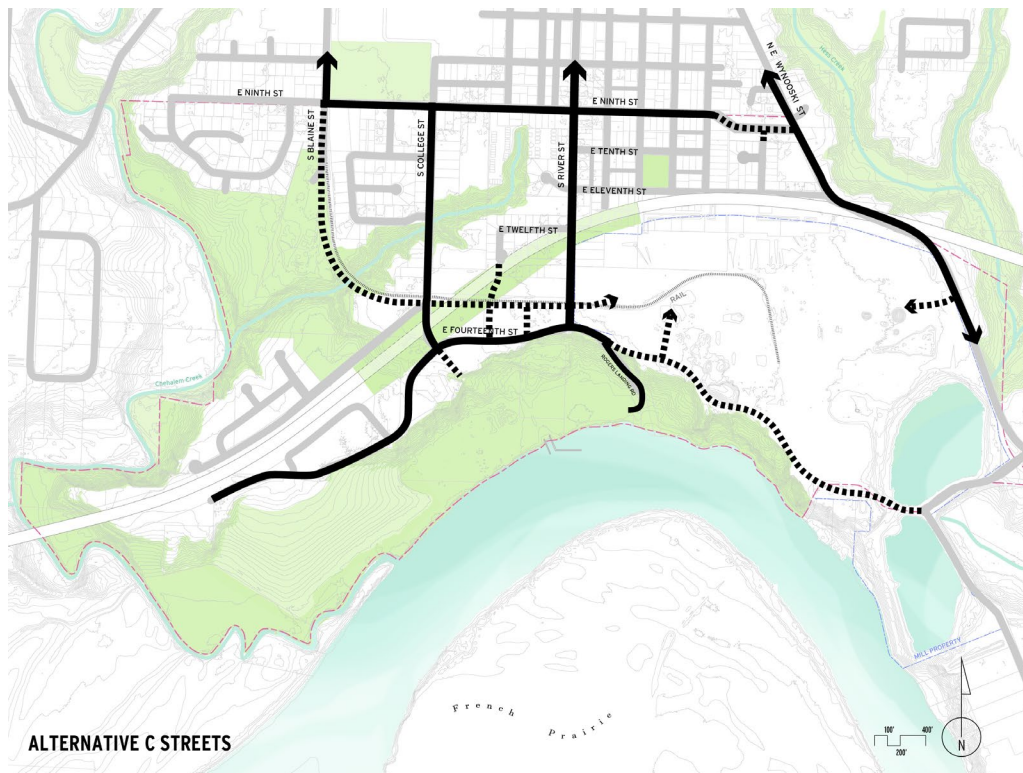
### *Riverfront Parkway*

This parkway is anticipated as a combination of on-street sidewalk and off-street path, interspersed with several overlook locations. Through the Baker Rock property in Alternative C, this is provided as part a pedestrian esplanade (similar to Alternative A).

### Transportation Framework

- Primary North-South Connections of S Blaine, S College, S River, and S Wyooski. S College and S River are priorities for streetscape improvements, as they join gateway features beneath the bypass.
- Extension of S Blaine alongside the existing rail right-of-way and connecting through the WestRock Mill site between S River and NE Wyooski.
- New north-south connections provided through the WestRock Mill site to serve a greater diversity of users.
- Extension of E Fourteenth Street along the southern portion of the WestRock Mill site, connecting to NE Dog Ridge Road.
- Extension of E Twelfth Street south underneath the bypass, connecting to E Fourteenth Street and E Waterfront Street.

Figure 15. Transportation Framework for Alternative C



### Implementation Concepts and Additional Information

Major implementation concepts for all alternatives are discussed in Technical Memorandum 5 – Incremental Implementation Strategy. Notable implementation concepts and other information specific to Alternative C include:

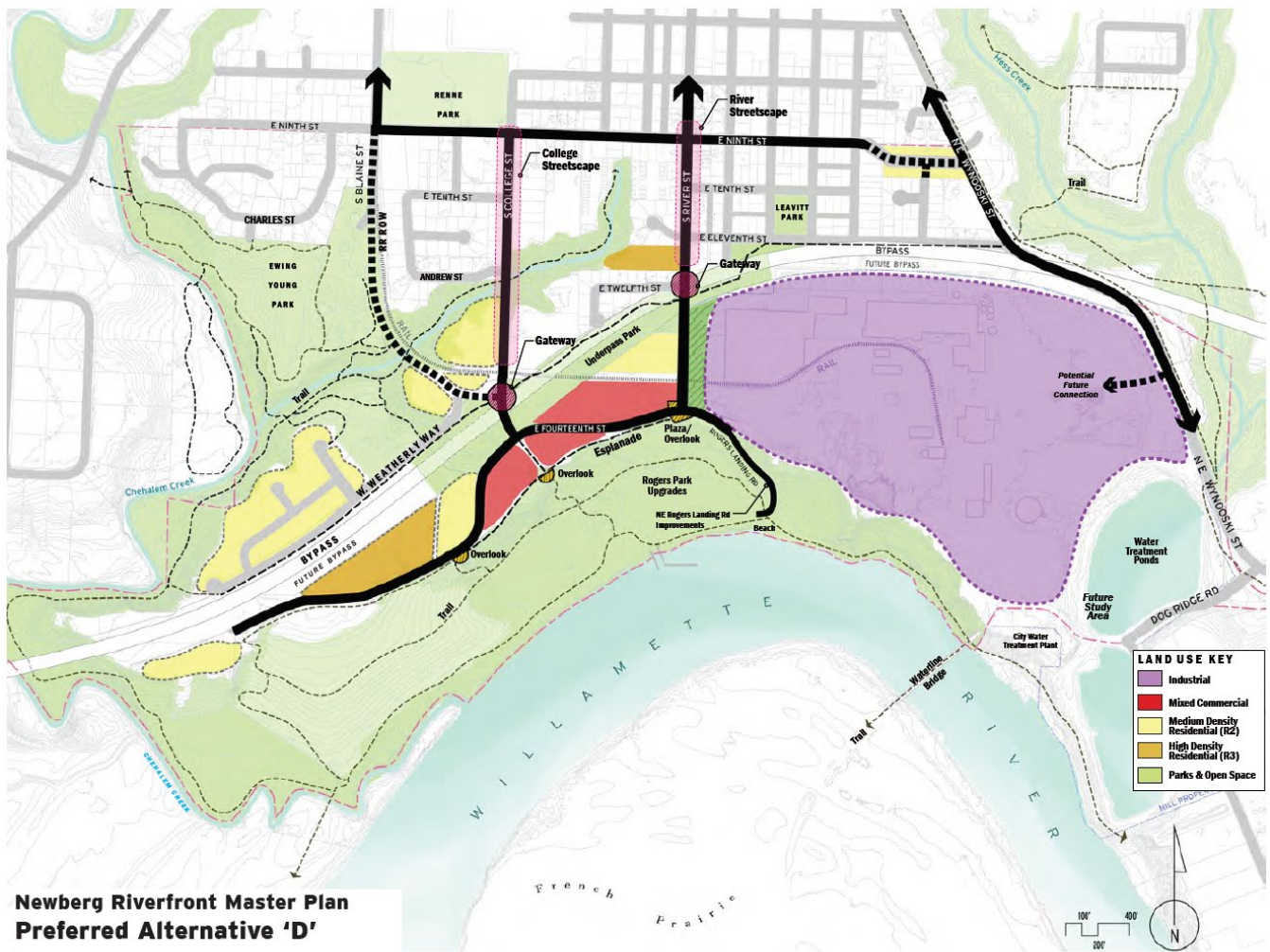
- **Residential, Mixed Commercial, and Mixed Employment Uses on WestRock Site.** Changes to comprehensive plan and zoning designations are required to create areas of mixed commercial and mixed employment uses. Transition of industrial land to other uses will require study – and likely mitigation – of environmental contamination on the site.
- **Affordable Housing on Westrock Site.** The market and regulatory mechanics needed to implement this concept are discussed at greater length in the Code and Design Concepts portion of this memorandum.
- **Active uses (amphitheater) on Landfill site.** The ultimate use of the landfill site in the western portion of the Riverfront Area will require coordination between Yamhill County and the Chehalem Park & Recreation District. There are a variety of issues regarding the ultimate closure and monitoring of the landfill that must be addressed through the Department of Environmental Quality (DEQ).

## ALTERNATIVE D

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

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

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



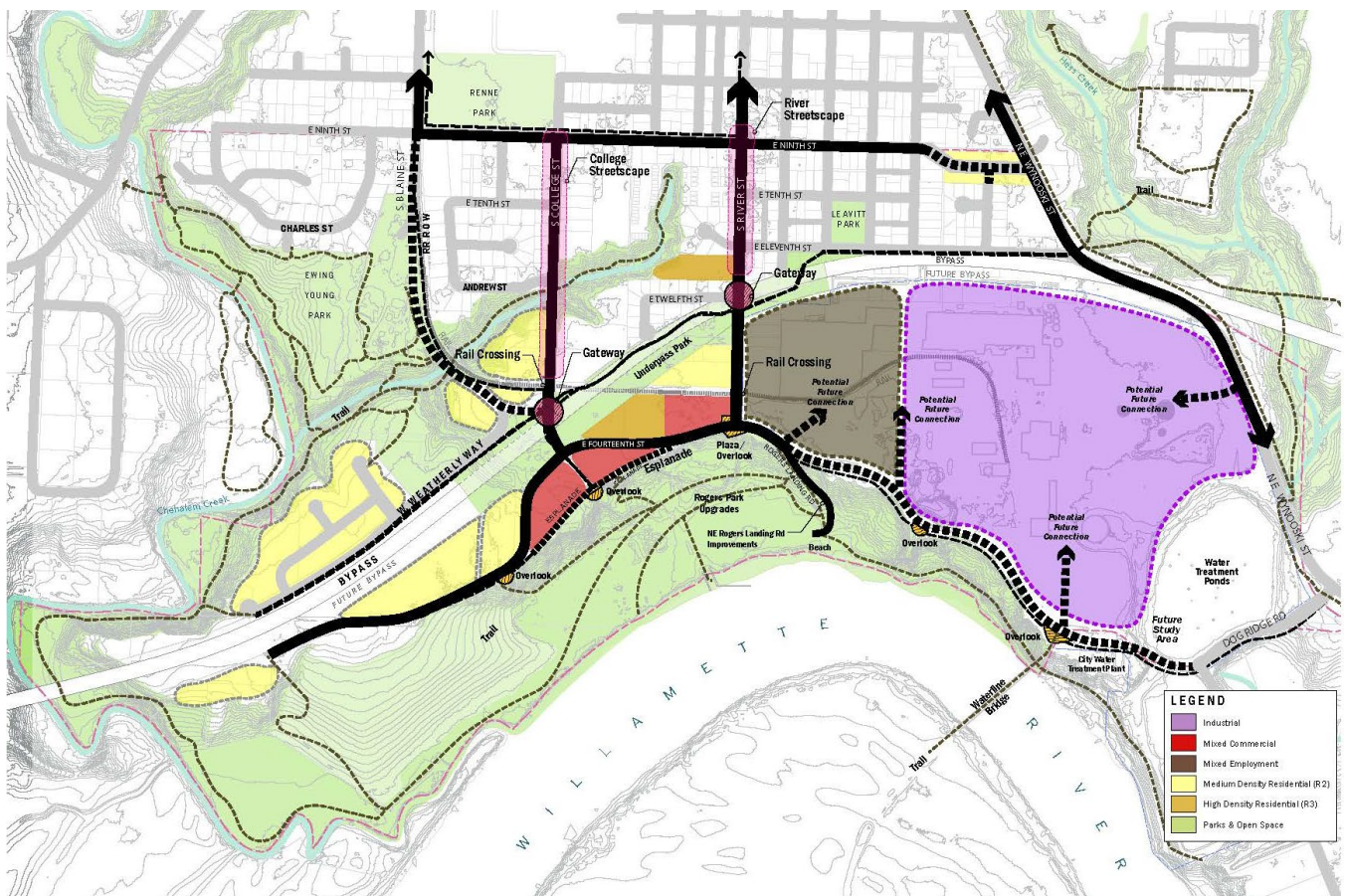


## ALTERNATIVE E

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

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

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



## CODE AND DESIGN CONCEPTS

As used in this memorandum, “code and design concepts” are brief statements of what the Newberg Development Code should address to effectively implement the Newberg Riverfront Master Plan. These concepts are at a high level and will be elaborated upon in a later phase of the process.

### Pedestrian-Friendly Development

Several design features contribute to a pleasant pedestrian environment envisioned by this plan.

- Orienting buildings toward streets and sidewalks and locating parking lots to the sides/rear of structures
- Variable and interesting building facades and glazing requirements
- Orienting main building entrances toward pedestrian facilities, rather than toward parking lots
- High level of connectivity and permeability of developments for pedestrians

The current riverfront overlay includes design standards that address several of these design principles, and will be reviewed in depth during later code work.

### Buffers between non-compatible uses

The 2002 Riverfront Master Plan explicitly called for a buffer along S River Street, due to the presumption of continued paper mill operation on the WestRock site (Newberg Development Code (NDC) 15.352.030.F). The code does not describe who is responsible for the design and construction of this buffer.

In the plan alternatives, buffers are shown in a variety of ways: as physical barriers surrounding an active industrial site, or as a “Mixed Employment” transition zone applied between incompatible uses. The City has options for how it can regulate buffers: (1) the code can reference specific mapped buffers and describe the type and size of the required buffers; (2) the code can describe more generally the situations where buffers are required, and what standards must be met; and, (3) a two track or hybrid system where both approaches are used.

### Uses that are supportive of the plan

The uses envisioned in the plan alternatives generally include a mix of single family homes, townhomes/plexes, multifamily homes, commercial uses, industrial uses, and parks/open space. Uses that are allowed on a given property are dictated by the zoning district, which lays out allowed, prohibited, and conditionally allowed activities. The land use districts described in alternatives A, B, and C correspond to zoning districts in most cases, with the notable exceptions of “Mixed Employment” and “Mixed Commercial” described in the Common Elements portion of this memorandum.

### Plan Flexibility

Flexibility for a variety of uses – both on the WestRock Site and elsewhere – as well as uncertain timeframes for the area necessitate flexibility in the final Riverfront Master Plan. This can be achieved in part through discretionary review of design criteria embedded in the Riverfront Overlay.

### Public Edges and Visual Access to the River

A key component of all alternatives is a public edge at the bluff overlooking the Willamette River, allowing for public visual access to this resource rather than limiting it to back yards and loading zones. This can be accomplished in the development code by protecting view corridors and ensuring the development of a public road or esplanade along the bluff.

### *View Corridors*

View corridors to the river are an important piece of the public realm in all plan alternatives. View corridors are protected in the current Riverfront District (NDC 15.352.030.D) by identifying key views in the Master Plan and referring to those figures in the development code. The code makes provisions that additional important views may be identified and protected through conditions of approval through the land use approval process. This general approach seems suitable for the current planning effort, and will likely be incorporated into the future code work.

### *Esplanade Development*

The current Riverfront District overlay requires development to orient toward and interact with the esplanade, such as by providing an entrance facing the esplanade and encouraging outdoor seating. These requirements and similar measures will likely be included in future code work.

### **Connections to the Rest of the City**

The standard width and design of Newberg’s roadways is established by the City’s Transportation System Plan. In all alternatives, S College Street and S River Street are identified as special gateways to the Riverfront Area. They are “Major Collectors” per the TSP, with dimensions shown in Figure 16 below. However, the City may desire the development of wider sidewalks or other features to implement the vision of the Riverfront Master Plan. This could be accomplished by adding a new cross-section to the TSP (very directive) or merely a statement of intent within the plan (less directive).

Figure 16. Typical Major Collector Diagram from Newberg TSP



### **Connections from the River**

Ways for water users to access amenities within the City of Newberg is a key concept in all alternatives. This design concept will be achieved through the specific design of Rogers Landing and other waterfront park land, and by improved pedestrian connections to S River Street. In the development code, properties can be required to facilitate this connection through items listed under “Pedestrian-Friendly Development” above.



### Housing Affordability

Alternative C identifies roughly 11 acres of housing on the former WestRock Mill site, which is identified as “Affordable”. There are several options for how to implement this concept.

- **Flexible Development Track.** Newberg currently has a process intended to allow greater flexibility for developers who voluntarily provide affordable housing as a component of a project. However, this process has not yet been used, suggesting the need for additional measures to ensure housing affordability in this area.
- **Inclusionary Zoning Ordinance.** The City could require any development above a certain size, or meeting other characteristics, to provide a certain number of affordable housing units. Oregon SB1533 allows cities to require that up to 20% of units within a multifamily structure are sold or rented as affordable to households with incomes at 80% of the area’s median income, for multifamily structures of 20 units or more. In order not to disincentivize development in the Riverfront area, it would be best to adopt such a measure at a city-wide level.
- **Public-Private Partnerships.** City staff has mentioned the potential for a Construction Excise Tax (CET) that could be used to generate revenue for affordable housing projects, allowing the City to enter into a public-private partnership on the WestRock Mill Site.

Our recommendation is that, if an affordable housing component on this site is desired, the Committee articulate its intent as clearly as possible and the project team can provide tailored code recommendations at that time.

### Riverfront Overlay

The 2002 Riverfront Master Plan established the City’s Riverfront Overlay. Existing overlay language makes numerous references to the 2002 document and its figures, and contains regulations that implement that document’s vision. Options include:

1. Remove overlay and implement the Riverfront Master Plan through a combination of existing and new zoning designations.
2. Selectively modify existing overlay.
3. Replace existing riverfront overlay with new language.

Using an overlay zone is recommended, in part because one already exists for the area. Overlays are a useful tool for tying together design requirements, physical connections, and other regulations across multiple zoning designations in a particular area. Whether it will be more practical to selectively modify the current overlay or to replace it in its entirety will depend on the specifics of the final preferred land use and transportation alternative.

### Comprehensive Plan Designations

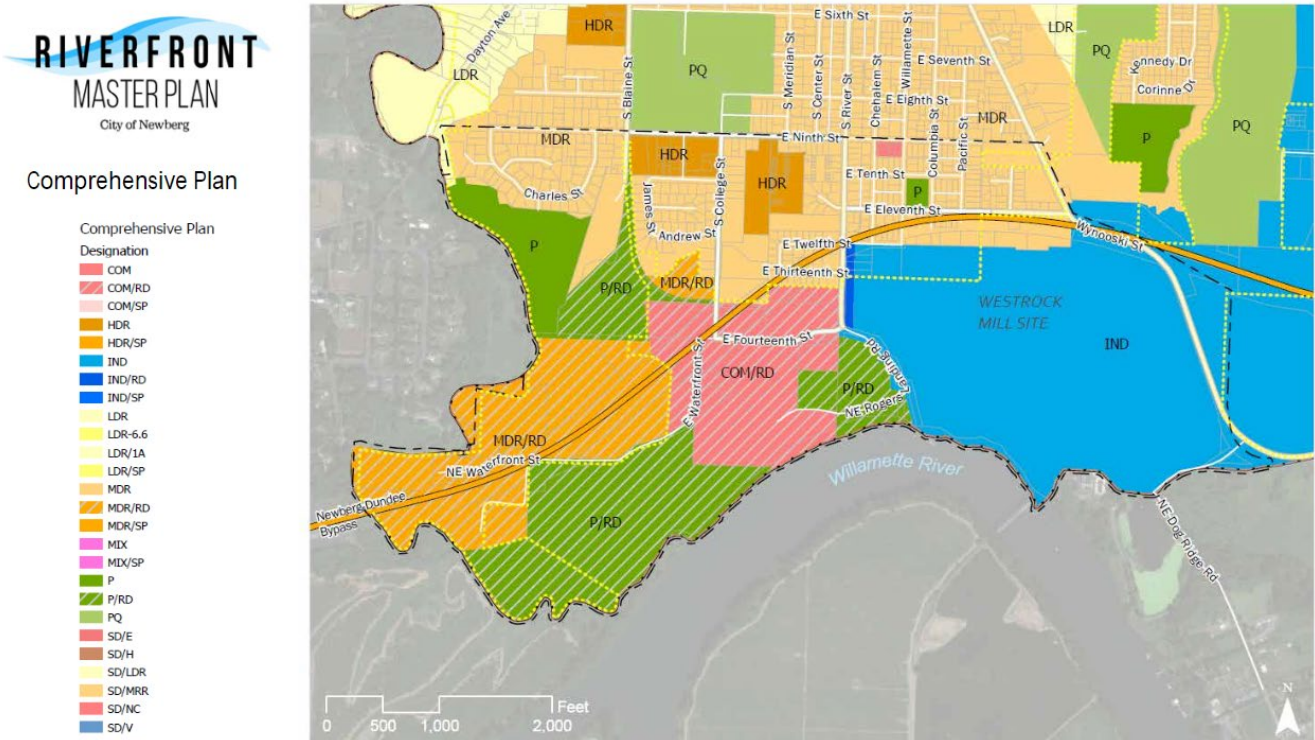
Existing comprehensive plan designations are shown in Figure 17. These designations implement the 2002 Riverfront Master Plan, which created the RD overlay. Depending upon the details of the RD overlay, discussed below, the primary recommended changes to comprehensive plan designations in the plan area are to the WestRock Site, for alternatives B and C.

- **Mixed Commercial.** Alternatives B and C include a “Mixed Commercial” designation. The Newberg Comprehensive Plan contains a Mixed Use (MIX) designation, which is currently applied to the area south of E Portland Road and north of E First Street. Because of its housing component, the MIX

designation may be appropriate for the “Mixed Commercial” intent of the plan alternatives. The property at the corner of E Fourteenth Street and S River Street may also warrant a MIX designation.

- **Mixed Employment.** Alternatives B and C show a “Mixed Employment” designation, which is intended to provide a mix of light industrial and commercial uses without housing. The Comprehensive Plan’s Industrial (IND) designation would be suitable for these areas, if modified by the RD Overlay to allow commercial uses.
- **Affordable Housing.** Alternative C shows an explicit “Affordable Housing” designation. This housing component could be implemented with the MIX designation, or with a High Density Residential (HDR) designation that is modified by the RD overlay to require affordable housing.
- **COM/RD Designation.** The COM/RD designation in the central portion of the riverfront in the vicinity of the Baker Rock property. The southern/lower portion of this area is proposed for park use, and property owners have indicated that they no longer intend to use the lower area for commercial uses. Land near the river may therefore be more consistent with the Parks (P/RD) designation.
- **RD Designation Language and Location.** Finally, the language of the Riverfront District (RD) comprehensive plan designation should be revisited to ensure consistency with this plan. This designation should also be applied east of S River Street and south of the Newberg-Dundee Bypass, if the plan moves forward with an option that introduces non-industrial uses to the WestRock site.

Figure 17. Existing Comprehensive Plan Designations



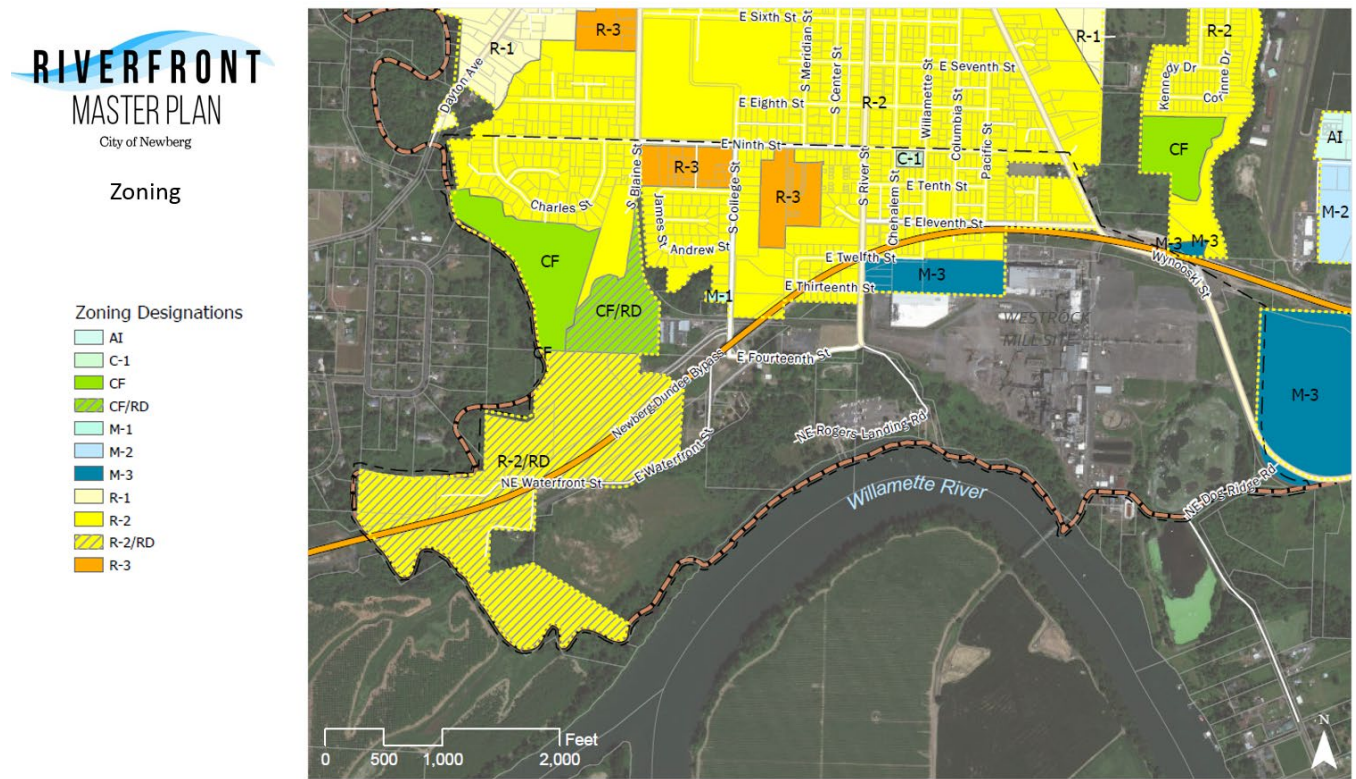
### Zoning Designations

Existing zoning designations are shown in Figure 18. All alternatives shown in this memorandum include at least one land use concept that may be suitable for a new City of Newberg zoning designation. The “Mixed

Commercial”, “Mixed Employment”, and “Affordable Housing” concepts do not have analogous zones in the code today. There are two main options for implementing these concepts:

1. Use existing city zones in combination with an overlay zone. The existing Riverfront Overlay zone does not make any changes to the underlying uses allowed within a given zone, but a revised overlay may allow, for example, housing within commercial zones within the overlay.
2. Create new zones. Theoretically and unless otherwise prohibited, landowners elsewhere in the City may apply for a zone change to one of these zones. This approach might be suitable if the City wishes to allow similar mix of uses in other areas of Newberg.

Figure 18. Zoning Designations



### Other Code Issues

The following code ideas need further research and discussion.

- **Airport Overlays.** Ensure compatibility of future development concepts with applicable airport overlay zones, which often restrict certain uses or building heights.
- **Annexation and Coordination with County.** Much of this area is currently outside of the Newberg City Limits. In order to access City services, property will need to annex to the City of Newberg. The details of this process and how it may impact development of this area is addressed in Technical Memorandum 5 – Incremental Implementation Strategy.
- **Implementation of the Transportation and Trail Framework Plans.** Newberg’s Transportation System Plan (TSP) should be updated to implement the transportation-related recommendations, including the



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Transportation Framework Plan. The Trail Framework Plan should also be included in, or referenced from the TSP. The Yamhill County TSP and Chehalem Park & Recreation Master Plan should also be reviewed for any amendments that are needed, so that all implementing documents are consistent with one another.

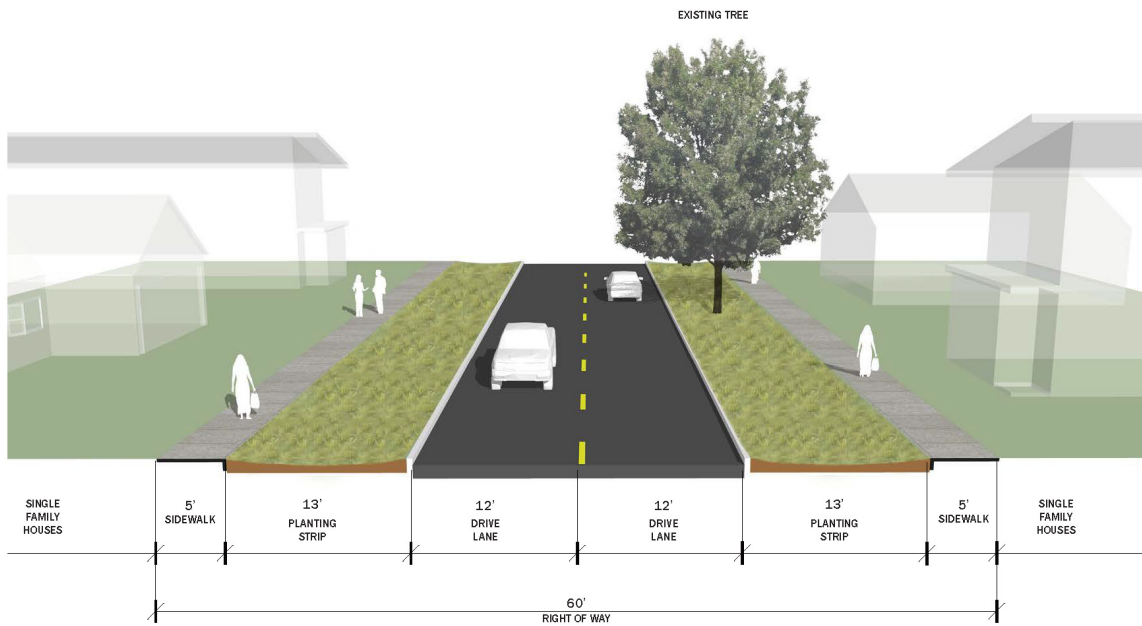
**Appendix A: River Street Cross Sections**



**RIVER STREET NORTH OF E. NINTH STREET (looking north): 60' ROW**



**RIVER STREET BETWEEN BYPASS and E. NINTH STREET (looking north): 60' ROW**



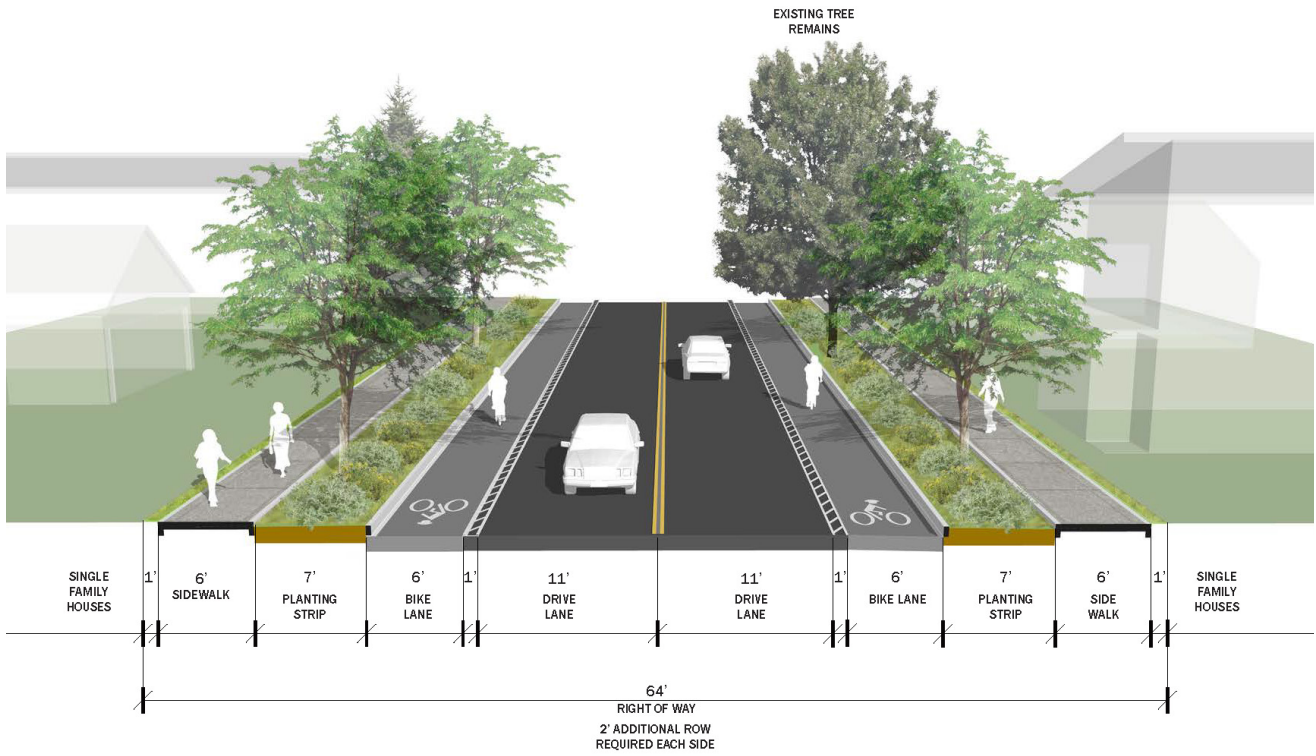
**RIVER STREET EXISTING SECTION (looking north): 60' ROW**

**NEWBERG RIVERFRONT MP  
RIVER STREET SECTIONS**



Figure 17: Typical Major Collector

**TSP TYPICAL CROSS SECTION FOR S. RIVER STREET/MAJOR COLLECTOR: 57' ROW**

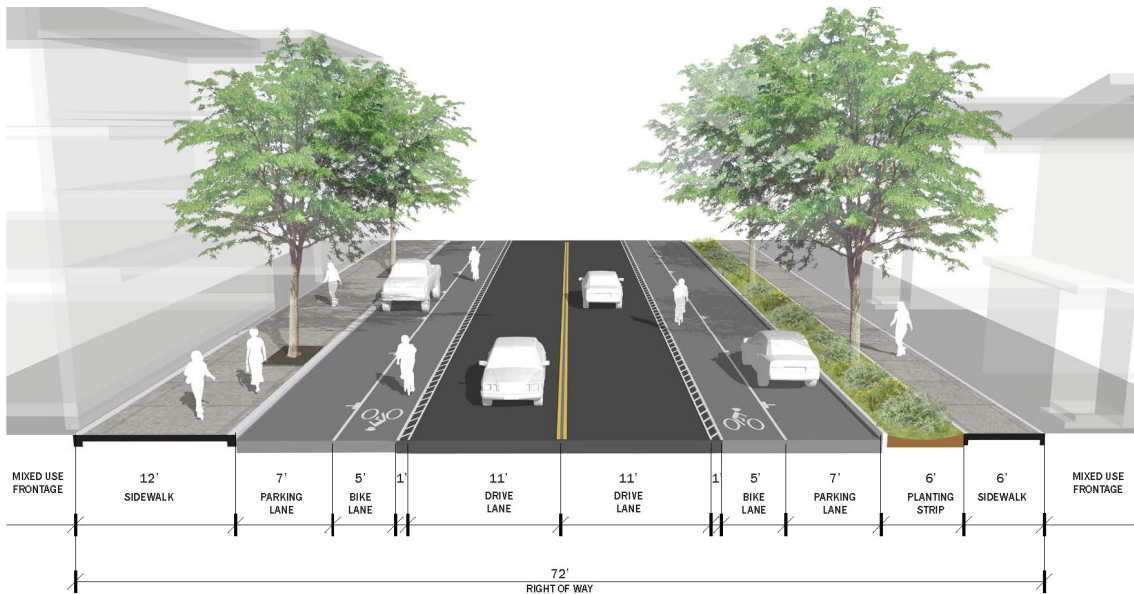


**RIVER STREET NORTH OF BYPASS PROPOSED SECTION (looking north): 64' ROW**

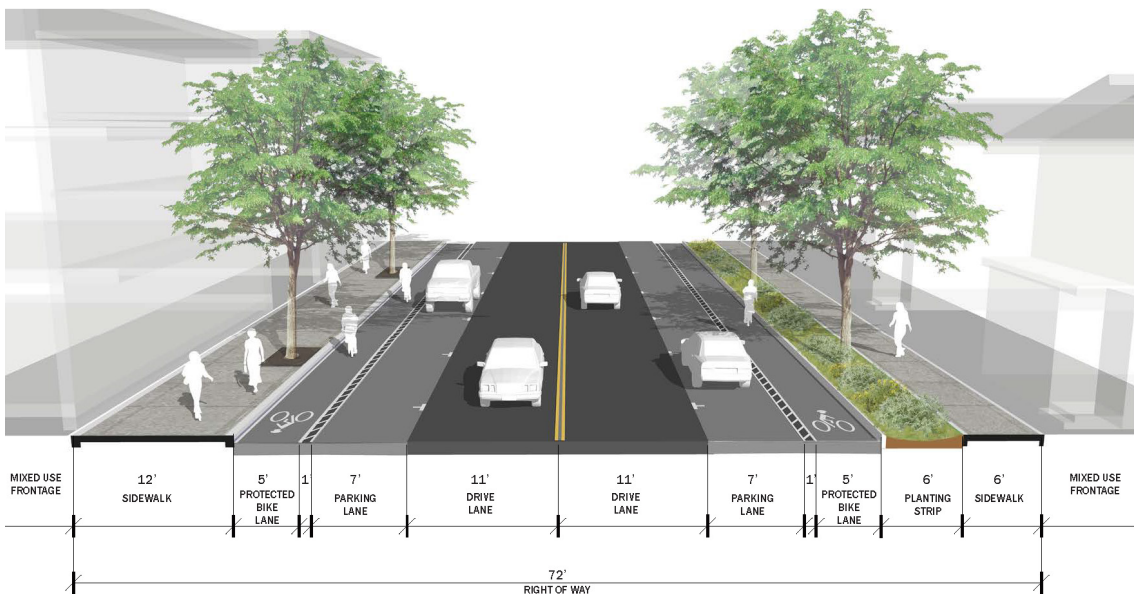




**RIVER STREET SOUTH OF BYPASS (looking north): ROW tbd**



**SOUTH RIVER STREET SOUTH OF BYPASS PROPOSED SECTION (looking north): 72' ROW, standard bike lane**



**SOUTH RIVER STREET SOUTH OF BYPASS PROPOSED SECTION (looking north): 72' ROW, cycle track bike lane option**

# NEWBERG RIVERFRONT MP SOUTH RIVER STREET SECTIONS

December 13, 2018

**Appendix B: Estimates of Residential Capacity within Land Use Alternatives**  
 UPDATED 8/12/2019 to include Updates to Alternative E

**Alternative A**

Land Use	Acres	Existing Residential Units	New Residential Units	Total Residential Units
<i>Medium Density Residential*</i>	91	459	256	715
<i>High Density Residential*</i>	13.8	221	45	266
<i>Mixed Commercial**</i>	8.2	N/A	45	45
<i>Mixed Employment</i>	0	N/A	N/A	N/A
<i>Industrial</i>	116	N/A	N/A	N/A
<i>Parks &amp; Open Spaces</i>	164.5	N/A	N/A	N/A
<b>TOTAL</b>	<b>396</b>	<b>680</b>	<b>346</b>	<b>1,026</b>

**Alternative B**

Land Use	Acres	Existing Residential Units	New Residential Units	Total Residential Units
<i>Medium Density Residential*</i>	91	459	256	715
<i>High Density Residential*</i>	13.8	221	45	266
<i>Mixed Commercial**</i>	21.8	N/A	120	120
<i>Mixed Employment</i>	26	N/A	N/A	N/A
<i>Industrial</i>	75.9	N/A	N/A	N/A
<i>Parks &amp; Open Spaces</i>	164.5	N/A	N/A	N/A
<b>TOTAL</b>	<b>396</b>	<b>680</b>	<b>421</b>	<b>1,101</b>

**Alternative C**

Land Use	Acres	Existing Residential Units	New Residential Units	Total Residential Units
<i>Medium Density Residential*</i>	91	459	256	715
<i>High Density Residential*</i>	24.6	221	225	446
<i>Mixed Commercial**</i>	9.1	N/A	58	58
<i>Mixed Employment</i>	9.9	N/A	N/A	N/A
<i>Industrial</i>	94.3	N/A	N/A	N/A
<i>Parks &amp; Open Spaces</i>	164.5	N/A	N/A	N/A
<b>TOTAL</b>	<b>396</b>	<b>680</b>	<b>539</b>	<b>1,219</b>

**Appendix B: Estimates of Residential Capacity within Land Use Alternatives**  
 UPDATED 8/12/2019 to include Updates to Alternative E

**Alternative E**

Land Use	Acres	Existing Residential Units	New Residential Units	Total Residential Units
<i>Medium Density Residential*</i>	92.2	459	227	686
<i>High Density Residential*</i>	25.1	221	67	288
<i>Mixed Commercial**</i>	7.6	N/A	45	45
<i>Mixed Employment</i>	21.5	N/A	N/A	N/A
<i>Industrial</i>	94.5	N/A	N/A	N/A
<i>Parks &amp; Open Spaces</i>	164.5	N/A	N/A	N/A
<b>TOTAL</b>	<b>396</b>	<b>680</b>	<b>339</b>	<b>1,019</b>

**\*New residential units calculated based on the following current zoning regulations:**

- **MDR: R-2, averaging 9 units/gross acre**
- **HDR: R-3, averaging 16.5 units/gross acre**

**\*\*New residential Units for Mixed Commercial calculated as 1/3 of total acres based on HDR density of 16.5 units/gross acre**