

*Technical Memorandum 5:*

## **Incremental Implementation Strategy**

# Newberg Riverfront Master Plan: Final Draft Incremental Implementation Strategy

**Date** August 13, 2019  
**To** Newberg Riverfront Master Plan  
Project Management Team  
**From** Brian Vanneman and Sam Brookham,  
Leland Consulting Group



## INTRODUCTION

---

### RIVERFRONT MASTER PLAN STUDY DESCRIPTION

The Newberg Riverfront Master Plan will update the 2002 plan and establish a desired mix of residential and employment uses; protect open space areas and other unique features; take advantage of a special location along the Willamette River; and plan for a multi-modal transportation network to provide internal access and connections to the rest of the City of Newberg.

**Figure 1. Riverfront Master Plan Study Area**



The Riverfront study area is shown at left. It is located on the south side of Newberg, generally south of 9th Street. The study area is entirely within the City's Urban Growth Boundary (UGB).

### INCREMENTAL IMPLEMENTATION STRATEGY OVERVIEW

The Incremental Implementation Strategy is a renewable/rolling, action plan that: is annually updated; has regularly scheduled monitoring; and, has a supporting budget. It is an assemblage of objectives and a game plan of projects, actions and partnerships for achieving them, prioritized with regard to timing (e.g., near-term: 1-4 years; mid-term: 5-10 years; and long-term: 10 years and beyond).

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

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

### **HOW WILL THE PLAN BE CARRIED OUT?**

The Newberg Riverfront Master Plan is an action-oriented guiding document, focusing upon the projects to be undertaken and the partnerships to be formed to carry out a clearly defined vision, a set of guiding principles, and the conceptual plan for urban form, land use and transportation. Community partners include but are not limited to Chehalem Park and Recreation District, Yamhill County, Oregon Department of Transportation, and property owners. The Plan will be implemented in steps. Some actions will be initiated immediately; others will be initiated in the years to follow.

There are projects, actions and partnerships that are expected to serve as catalysts for investment, development and redevelopment. In some cases, these catalyst activities require a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals. Accordingly, the strategy identifies preliminary "setup" tasks or staffing resources/actions needed to enable projects to move forward (e.g., land assembly, property owner coordination, etc.). The Plan also proposes amendments to the City's Comprehensive Plan and Development Code to carry out Plan intent and to achieve the uses, character and densities envisioned.

Over time, certain major improvements will be made through a variety of funding sources, potentially including urban renewal. Other improvements will be the responsibility of proposers of specific development activities. One or more of the catalyst projects may come about as a result of a "public-private partnership", a contractual arrangement tailor-made for each situation by which the public sector authority assigns certain functions or responsibilities to a private developer.

The important point is that the Riverfront Master Plan is both a community partnership and a long-term plan for the revitalization and growth of the area over the course of the next 20-30 years, in alignment with a vision for the future of the area established by the community.

### **ACTION PLAN CONCEPT**

For a plan to be the "chart for change" it is intended to be, it must be accompanied by an implementation program – a strategy indicating the appropriate tools, actions and timelines for carrying out the plan. The Implementation Action Plan to carry out the Newberg Riverfront Plan focuses on the following:

- Changes to the City's comprehensive plan, development code and implementing ordinances;
- Future infrastructure improvements;
- Development and community projects important for creating a climate of investment within the area;
- Actions to be taken and partnerships to be formed;

- Sources of funding for improvements within the area; and a
- Time frame for initiating key actions and projects.

### HOW THE STRATEGY WORKS

The Plan's vision and desired outcomes should be examined on a regularly scheduled basis to ascertain the current status of progress in achieving them and actions for moving ahead in each of the next three years. The activities for Year 1 should be tied to the City's annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. While the status of these activities should be reviewed and subsequent activities adjusted as necessary on a regular basis, the strategy should retain the flexibility to accommodate other high-priority projects, projects that require immediate funding, or projects that can be opportunistic as partnerships arise with other agencies.

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

A brief overview of the projects and actions is provided below, accompanied by a summary matrix indicating the suggested timing/programming for initiating them over the short-term (1-3 years), near-term (4-6 years), and long-term (7 years and beyond).

## INCREMENTAL IMPLEMENTATION STRATEGY

---

Implementation strategies are broken down into three broad categories:

1. **Regulatory Actions.** These include changes to the existing development code and supporting documents. Regulatory actions also include new programs or regulations necessary to implement the Riverfront Plan. Regulatory actions are covered briefly here and will be covered in separate memos that focus on regulatory changes.
2. **Funding and Organizational Strategies.** These include projects to support existing businesses and bolster economic activity within the Riverfront.
3. **Infrastructure Investments.** These include streetscape and other multimodal improvements (bicycle, pedestrian and transit), and stormwater, wastewater, and other infrastructure projects. Several of these projects are interconnected and, where appropriate, identified in the same time frame for completion. Where feasible, **Quick Win** projects are identified where improvements can be completed with relatively little cost.

## SUMMARY MATRIX OF IMPROVEMENTS AND ACTIONS

### Key

|   |  |
|---|--|
| ✓ | Study; Design and Engineering          |
| ✓ | Implement Program or Build Improvement |
|   | Continue; ongoing action               |

| Improvements and Actions                                  | Near Term    |     |     |     | Mid-Term | Long Term |             |
|---|--------------|-----|-----|-----|----------|-----------|-------------|
|   | Target Year: | 1   | 2   | 3   | 4        | 5 - 10    | 10+         |
|   |              | '20 | '21 | '22 | '23      | '24 - '29 | '30 onwards |
| <b>1. Regulatory and Administrative Actions</b>           |              |     |     |     |          |           |             |
| a Comp. Plan Amendments                                   | ✓            |     |     |     |          |           |             |
| b Zoning Code Changes                                     | ✓            |     |     |     |          |           |             |
| <b>2. Funding, Studies and Organizational Actions</b>     |              |     |     |     |          |           |             |
| A. Organizational   |              |     |     |     |          |           |             |
| a Conduct an Urban Renewal Feasibility Study              | ✓            |     |     |     |          |           |             |
| b Urban Renewal District and Board Creation               |              | ✓   |     |     |          |           |             |
| c Urban Renewal Plan and Report                           |              | ✓   |     |     |          |           |             |
| d Urban Renewal District Formation                        |              | ✓   |     |     |          |           |             |
| e Riverfront Implementation Working Group                 |              | ✓   | ✓   |     |          |           |             |
| f Baker Rock Partnership                                  |              | ✓   |     |     |          |           |             |
| B. WestRock Site  |              |     |     |     |          |           |             |
| a Maintain relationship with the industrial site's owners |              |     |     |     |          |           |             |
| b Pursue (EPA) Brownfields Grants                         |              |     |     |     | ✓        | ✓         |             |
| c Identify options for the industrial site's ponds        |              |     |     |     | ✓        | ✓         |             |
| d Pursue development of property west of S River St       |              |     |     |     | ✓        | ✓         |             |
| C. Evaluate and Consider Implementing Other Tools         |              |     |     |     |          |           |             |
| h Evaluate Anti-displacement Measures                     |              |     | ✓   | ✓   |          |           |             |
| i Multifamily Housing Tax Incentive Program               | ✓            | ✓   |     |     |          |           |             |
| j Opportunity Zone/Fund                                   | ✓            | ✓   |     |     |          |           |             |
| k Construction Excise Tax Study                           | ✓            | ✓   |     |     |          |           |             |
| l New Market Tax Credits                                  |              |     |     | ✓   | ✓        |           |             |
| m EB-5 Program  |              |     |     | ✓   | ✓        |           |             |
| l Other District Infrastructure Funding Tools             |              |     |     | ✓   | ✓        |           |             |

## SUMMARY MATRIX OF IMPROVEMENTS AND ACTIONS, CONTINUED

### Key

|   |  |
|---|--|
| ✓ | Study; Design and Engineering          |
| ✓ | Implement Program or Build Improvement |
|   | Continue; ongoing action               |

| Improvements and Actions                                     | Near Term    |     |     |     | Mid-Term | Long Term |             |
|--|--------------|-----|-----|-----|----------|-----------|-------------|
|  | Target Year: | 1   | 2   | 3   | 4        | 5 - 10    | 10+         |
|  |              | '20 | '21 | '22 | '23      | '24 - '29 | '30 onwards |
| <b>3. Infrastructure Improvements, Projects, and Actions</b> |              |     |     |     |          |           |             |
| <b>A. Quick Wins</b>   |              |     |     |     |          |           |             |
| a Selected Rogers Landing Improvements                       | ✓            | ✓   | ✓   | ✓   |          |           |             |
| b Underpass Park   | ✓            | ✓   | ✓   | ✓   |          |           |             |
| <b>B. Transportation</b>                                     |              |     |     |     |          |           |             |
| a Esplanade and Overlooks                                    |              |     |     |     | ✓        |           |             |
| b S Blaine Street Extension                                  |              |     |     |     | ✓        | ✓         |             |
| c Rogers Landing Extension                                   |              |     |     |     | ✓        | ✓         |             |
| d S College Street Improvements                              |              |     |     |     | ✓        | ✓         |             |
| e S River Street Improvements                                |              |     |     |     | ✓        |           |             |
| f E Ninth Street Improvements                                |              |     |     |     | ✓        |           |             |
| g Wyooski Street Improvements                                |              |     |     |     | ✓        | ✓         |             |
| h E Fourteenth Street Sidewalks                              |              |     |     |     | ✓        |           |             |
| i E Eleventh Street Sidewalks                                |              |     |     |     | ✓        |           |             |
| j E Ninth Street Bike Boulevard                              |              |     |     |     | ✓        |           |             |
| k E Eleventh Street Bike Boulevard                           |              |     |     |     | ✓        |           |             |
| l N Blaine/E Hancock Signal                                  |              |     |     |     | ✓        |           |             |
| m S Blaine St/E First Signal                                 |              |     |     |     | ✓        |           |             |
| n Trolley  |              |     |     |     | ✓        |           |             |
| o Rail Crossings at S College Street & S River Street        |              |     |     |     | ✓        |           |             |
| p E Ninth Street Extension to Wyooski Street                 |              |     |     |     | ✓        |           |             |
| <b>C. Parks and Open Space</b>                               |              |     |     |     |          |           |             |
| a Esplanade and Overlooks                                    |              |     | ✓   | ✓   | ✓        |           |             |
| b Gateways   | ✓            | ✓   |     | ✓   |          |           |             |
| c Rogers Landing Improvements                                |              |     | ✓   | ✓   | ✓        |           |             |
| d Waterline Bridge Improvements                              |              |     |     |     | ✓        | ✓         |             |
| <b>D. Stormwater, Wastewater, and Other</b>                  |              |     |     |     |          |           |             |
| a Water Distribution System Improvements                     |              |     |     | ✓   | ✓        | ✓         |             |
| b Wastewater System Improvements                             |              |     |     | ✓   | ✓        | ✓         |             |
| c Stormwater System Improvements                             |              |     |     | ✓   | ✓        | ✓         |             |
| d Regional Stormwater Facility Study                         |              |     |     |     | ✓        | ✓         |             |

## REGULATORY ACTIONS

While the emphasis of this Implementation Strategy is on Infrastructure actions, we begin with Regulatory Actions, since these are an essential *first step* towards realizing the Riverfront vision. If regulations are not changed, it is likely that certain elements of the Riverfront vision could not be built, such as the River Street Mixed Commercial Node. Changing City regulations are also squarely within the City's authority, whereas other actions described later may require the City to work with other public agencies or private entities to effect change.

### **AMEND THE COMPREHENSIVE PLAN TO REFLECT THE INTENT OF THE RIVERFRONT PLAN**

The City of Newberg's Comprehensive Plan is a set of policies and land use designations that guide growth and development within the Newberg Urban Growth Boundary (UGB). It includes several existing policies related to the Riverfront District, put into place by the 2002 Riverfront Master Plan, many of which need to be revised because they are out of date or inconsistent with the current vision for the area.

### **AMEND THE ZONING MAP AND DEVELOPMENT CODE TO REFLECT THE INTENT OF THE RIVERFRONT PLAN**

Recommended amendments include: updating the Riverfront (RD) Subdistrict to align its purpose statement with the master plan and its content; updating the Riverfront Commercial (C-4) zone to be the basis for the "Mixed Commercial" concepts of the Riverfront Master Plan; implementing a "Mixed Employment" designation intended to provide for a compatible mix of employment uses for the area.

We assume that the Zoning Map Comprehensive Plan will need to be amended to reflect the new vision, including new land use designations and changes to the development code governing the types, location, massing, setbacks, landscaping, and other elements of development.

## FUNDING, STUDIES, AND ORGANIZATIONAL ACTIONS

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

### **CONDUCT AN URBAN RENEWAL FEASIBILITY STUDY AND PLAN THAT INCLUDES THE RIVERFRONT**

Urban Renewal is typically the most powerful tool available for Cities seeking to renew or redevelop a specific area or district. Urban Renewal enables Cities and other government agencies to plan, fund, and implement significant public infrastructure improvements, and thereby catalyze private development. Urban Renewal enables local jurisdictions to capture property tax "increment," (generated by property value appreciation and new development) and reinvest those funds within a defined area. Urban Renewal therefore appears to be a good fit for the Riverfront, which could see significant additional private development. The City may want to study an Urban Renewal Area that includes parts of both the Riverfront and Downtown—two focus areas for economic development.

### **CONSIDER APPOINTING A RIVERFRONT IMPLEMENTATION WORKING GROUP OR COMMITTEE**

Plans that enjoy the support of a dedicated group or committee are more likely to be implemented over time. Following the completion of downtown plans, merchants' associations or Business Improvement District (BID) boards are often an important constituent group that works to see that the recommendations in a plan are implemented.

At the Riverfront, the Board of a new Urban Renewal Agency/Area could be the primary group responsible for guiding implementation. However, a URA could cover a geographical area that extends beyond the Riverfront. It also would not be set up for a number of years, if at all.

The City Council or Planning Commission could also take the lead. However, these groups also have a wide portfolio of responsibilities and cannot focus solely on the Riverfront.

Therefore, a Riverfront Stakeholder Working Group, which includes members from the Master Plan Citizen Advisory Committee, could continue on following completion of the Plan, with the goal of monitoring implementation. Implementation oversight could transfer to an Urban Renewal Board, if established.

### **EXPLORE PARTNERING WITH BAKER ROCK PROPERTY OWNERS**

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

### **RIVERFRONT INDUSTRIAL AREA**

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

- ***Pursue Brownfields Grants from the EPA and/or other agencies.*** Reconvene with the owners of the Riverfront Industrial Site to explore opportunities to utilize the EPA Brownfields Program, which provides grants and technical assistance to communities, states, tribes and others to assess, safely clean up, and sustainably reuse contaminated properties. Industrial and intensive commercial uses throughout the Riverfront area have an unknown level of contamination which would need to be cleaned up before there is any other land use on any part of the site. Preliminary discussions with the site's owners, DEQ, and Business Oregon should be a precursor to any other actions.
- ***Maintain a strong working relationship with the Riverfront Industrial Site owners and pursue partnership opportunities.*** While industrial use of the property is likely to continue in the near to medium term, there should be constant communication efforts to establish a long-term and productive relationship. Partnership opportunities may arise, especially if sections of the site are deemed surplus to the company's continued operations.
- ***Identify Alternative Options for the industrial site's Ponds.*** If industrial uses shrink in the future, the need for the wastewater treatment ponds may be reduced. Transitioning these ponds to tax-generating uses, stormwater facilities, and/or open space should be a long-term goal.
- ***Pursue development of property west of S River Street.*** The property at the terminus of S River Street is a key node for the Riverfront Master Plan. Its development as a mixed-use node has many community benefits and should be pursued by the City in partnership with property owners.



## EVALUATE AND CONSIDER IMPLEMENTING OTHER FUNDING TOOLS

The State of Oregon enables the use of a variety of tools to help facilitate development as envisioned within this Plan and they should be considered for application within the Newberg Riverfront.

- ***Evaluate Anti-displacement Measures.*** Measures to preserve and create a range of housing options, including affordable housing, in the Riverfront area may include land trusts, using tax-increment financing (TIF), exploring partnerships with the housing authority and others, or a form of rent control. Any new program would require a study.
- ***Multifamily Housing Tax Incentive Program (MHTIP).*** This program would offer a financial incentive to stimulate targeted construction of multifamily housing in the Newberg Riverfront by offering temporary property tax exemptions to developers of multifamily housing. The tax exemption is typically 20 percent per floor of residential use (up to 80 percent) for up to 10 years for eligible projects. Often, eligibility includes projects that offer one or more “public benefit,” such as ground floor retail, ground floor open space, or affordable housing. By reducing property taxes, the program improves cash flows to the building owner, thereby making projects more feasible. Successful programs in Oregon include Salem’s Multi Unit Housing Tax Incentive Program (MUHTIP) and Portland’s Multiple-Unit Limited Tax Exemption (MULTE) Program. The program has been implemented in numerous Oregon downtowns to encourage multi-family and mixed-use development.
- ***Opportunity Zones and Opportunity Funds.*** Opportunity Zones were created by the 2017 Tax Cuts and Jobs Act and were designed to spur investment in distressed communities throughout the country through tax benefits where investors may defer tax on capital gain up to December 31, 2026 by making an appropriate investment through a qualified opportunity fund (QOF) in accordance with certain requirements. This will increase returns and make investing in opportunity zones more appealing.

Some real estate developers and investors are closely tracking Opportunity Zones and seeking to invest within them. The Newberg Riverfront is located in an Opportunity Zone. Investments are starting now, so Newberg should plan strategically on ways they can prepare for investment. The City could encourage opportunity fund investments in the Riverfront by working collaboratively with public and local organizations to develop a pitch to prospective developers. The City can also start a city-operated Opportunity Fund and establish a nonprofit entity to manage the fund.

- ***Construction Excise Tax for Affordable Housing.*** In 2016, the Oregon State Legislature passed [SB 1533](#), which enabled local jurisdictions to implement a construction excise tax for affordable housing and allowed inclusionary zoning. This excise tax could be a key resource to assist the efforts of the Newberg Affordable Housing Commission.

While such an excise tax would be applied City-wide, some of the funds generated could be applied to the Riverfront, since affordable housing has emerged as one element of the Riverfront vision.

A construction excise tax allows a local jurisdiction to levy a tax of up to 1 percent of the permit value on residential construction. They may also levy a tax on the permit value of commercial and industrial development, and there is no cap to the rate for the commercial and industrial tax. The revenue from a residential construction excise tax must go to incentives for developers to create affordable housing (50 percent), affordable housing programs (35 percent), and to Oregon Housing and Community Services to be

used for programs providing down payment assistance (15 percent).<sup>1</sup> The project team understands that Newberg may be undertaking a study into a city-wide construction excise tax and no further actions are recommended until the findings of the study are finalized.

- ***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.
- ***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>.

- ***Other District-Infrastructure Funding Tools.*** In addition to tax increment financing/urban renewal, other approaches to district funding are possible. These typically apply a tax or fee on developers operating within a defined area, and use the funds generated to pay for necessary infrastructure. These district funding mechanisms include Local Improvement Districts (LID), area-specific Systems Development Charges, and Reimbursement Fees. Such approaches may be appropriate for infrastructure on the Riverfront.

## INFRASTRUCTURE IMPROVEMENTS, PROJECTS, AND ACTIONS

Previous sections summarized the actions, projects and partnerships recommended for carrying out the future vision for the Newberg Riverfront over time. The following sections provide additional detail about the specific infrastructure projects. The implementation of these projects first requires identifying the actions and preliminary subtasks that need to be taken, as well as the timeframe within which they should be initiated (and by whom).

### QUICK WINS

Identifying and planning for some highly-visible, high-impact activities and projects will help to promote and generate ongoing support for the Newberg Riverfront Plan. These “quick wins” help to keep the team and community engaged and energized, particularly through less visible activities like data collection and analysis.

---

<sup>1</sup> From the Oregon Housing Alliance

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

- ***Rogers Landing.*** While the Rogers Landing area of the Riverfront includes many components, quick wins may include the following:
  - Construction of pedestrian accessways.
  - Construction of trails through the Baker Rock property and onto the area currently occupied by the landfill.
  - A park planning process in collaboration with the Chehalem Parks and Recreation District (CPRD) and Yamhill County Parks to engage the community in park design.
  - Modest investment in park facilities, such as playgrounds, picnic areas, and a small amphitheater.
- ***Underpass Park.*** The Underpass Park will provide active, recreational and open space beneath the recently constructed Newberg-Dundee Bypass. Coordination with ODOT – who will need to approve the project – and the Chehalem Park & Recreation District (CPRD) are critical first steps. Subsequent steps include community engagement, design and cost estimates, and construction. Temporary or short-term uses, such as farm stands, lawn games, and other active uses under the bypass could drive attention to the area prior to the implementation of park infrastructure, either as part of a broader park planning process or simply to demonstrate public interest.

## TRANSPORTATION

Transportation projects include streetscape improvements, new roads and extensions to existing roads, and the trolley.

- ***Esplanade and Overlooks.*** The esplanade (walkways) and overlooks shown in current Riverfront Concept Plan maps are likely to be a joint responsibility of Chehalem Park & Recreation District (CPRD), the City of Newberg, and property owners. While adjacent to or within the Waterfront Street right of way, the Esplanade will effectively be a transportation project. When traveling through a designated Park or CPRD property, it will be a Parks and Open Space project, and is therefore mentioned again in the section below. While the project should be seamless and continuous, this does mean that there will likely be different implementing agencies (and potentially, funding sources) for different segments.
- ***Streetscape Improvements.*** A significant goal of the project is increased connectivity throughout the Riverfront area. Major streetscape projects will require design improvements and cost estimates, incorporating projects into the City’s Capital Improvement Plan (CIP) and/or other funding plan, and construction are the three main actions needed for streetscape improvements.

Following are public transportation infrastructure planning level cost estimates which will be further refined with future updates to the City Transportation System Plan (TSP).

| Description   | TSP Project # | Functional Classification                        | Curb to Curb Width (Minimum) | Estimated Length (LF) | Estimated Cost per Linear Foot (\$/LF) | Estimated Project Cost |
|---|---------------|--|------------------------------|-----------------------|--|------------------------|
| S Blaine St Extension<br>- E Ninth St to S College St   | E04           | Major Collector                                  | 36                           | -                     | -                                      | \$1,800,000            |
| Rogers Landing Rd Extension<br>- Willamette River to UGB                                      | E06           | Major Collector                                  | 36                           | -                     | -                                      | \$1,400,000            |
| S College St Improvements<br>- E Ninth St to E Fourteenth St                                  | -             | Minor Collector<br>(includes parking both sides) | 40                           | 2,000                 | \$1,463                                | \$2,925,000            |
| S River St Improvements<br>- E First St to Bypass   | S22           | Major Collector                                  | 36                           | -                     | -                                      | \$3,200,000            |
| S River St Improvements<br>- Bypass to Rogers Landing Rd                                      | -             | Major Collector<br>w/Parking on Both Sides       | 48                           | 900                   | \$1,350                                | \$1,215,000            |
| Wynooski St Improvements<br>- S River St to Bypass  | S37           | Major Collector                                  | 36                           | -                     | -                                      | \$4,400,000            |
| E Ninth St Sidewalks<br>- S Blaine St to S River St   | P08           | -  | -                            | -                     | -                                      | \$86,000               |
| E Fourteenth St Sidewalks<br>- S College St to S River St                                     | P09           | -  | -                            | -                     | -                                      | \$83,000               |
| E Eleventh St Sidewalks<br>- S River St to Wynooski   | P12           | -  | -                            | -                     | -                                      | \$78,000               |
| E Ninth St Bike Boulevard<br>- S Blaine St to S River Street                                  | B05           | -  | -                            | -                     | -                                      | \$118,000              |
| E Eleventh St Bike Boulevard<br>- E of S River Street   | B05           | -  | -                            | -                     | -                                      | \$120,000              |
| N Blaine/E Hancock Signal*  | -             | Major Collector                                  | 36                           | -                     | -                                      | \$900,000              |
| N Blaine/E First Signal*  | -             | Major Collector                                  | 36                           | -                     | -                                      | \$900,000              |
| E Ninth St Connection<br>- S Pacific St to Wynooski St  | -             | Local Residential Street                         | 32                           | 625                   | \$900                                  | \$562,500              |
| Mill Place Extension - E Ninth St<br>(Connection) to S Terminus                               | -             | Local Residential Street                         | 32                           | 200                   | \$900                                  | \$180,000              |
| Rail Crossing Improvements Crossing<br>No. 40A-000.60 (S College St)                          | -             | Minor Collector                                  | 40                           | -                     | -                                      | \$450,000              |
| Rail Crossing Improvements Crossing<br>No. 40A-000.40 (S River St)                            | -             | Major Collector                                  | 36                           | -                     | -                                      | \$415,000              |
|   |               |  |                              |                       |  | \$18,832,500           |
| <b>Projects in the City's 2016 Transportation System Plan</b>                                 |               |  |                              |                       |  |                        |
| <b>Projects in the City's 2016 Transportation System Plan that are not in the RFMP Update</b> |               |  |                              |                       |  |                        |

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

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

Over the long-term, local roads in the Riverfront area will also need to be brought up to code, which may include sidewalks and ADA ramps, among other components.

- **Update the Transportation System Plan to reflect needed changes as identified by the TPR analysis.** Projects relevant to the TPR include: Adopt alternate mobility targets in Newberg – the intersection of S River Street and OR 99W is expected to meet the new mobility targets
- Incorporate intersection control upgrade (traffic signal) at the intersection of S Blaine Street / OR 99W (E First Street) to support mobility need to/from the Riverfront Area into corridor improvements related to the Downtown Improvement Plan.
- Incorporate intersection control upgrade (traffic signal) at the intersection of N Blaine Street / OR 99W (E Hancock Street) to support mobility need to/from the Riverfront Area into corridor improvements related to the Downtown Improvement Plan. Pending review by the state traffic engineer, this improvement would be identified in the TSP.

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

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

## **PARKS, TRAILS & OPEN SPACE**

Parks and open space projects include gateways, parks, and trails and walkways (including pedestrian bridges).

- **Gateways.** Gateways inform visitors of their arrival to the Riverfront and in conjunction with a clear system of directional wayfinding signage can make the Riverfront a more legible, identifiable and easily accessible destination. Both the S River Street Gateway and the S College Street Gateway should be specifically identified in a *Streetscape, Wayfinding, and Gateway Plan*, which will identify types and locations for streetscape features, wayfinding markers, gateways, and other components of the pedestrian realm. The plan will inform, guide, and be coordinated with other big ideas.
- **Trails.** The Plan proposes several new or improved trails throughout the Riverfront, including those in Ewing Young Park, along Chehalem Creek, and along the riverfront. Establishing trails will require coordination with Chehalem Park & Recreation District (CPRD) and Yamhill County, discussions with property owners, utilities and other stakeholders. If successful, these discussions would be followed by the preparation of a trail plan and design, and subsequent acquisition of easements, real property, or use agreements to enable improvement, operation and maintenance of the trail. Construction would follow as funding and approvals permit. Efforts should also be made to coordinate with CPRD and the County on a regional trail network that provides additional connections to surrounding amenities.

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

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

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

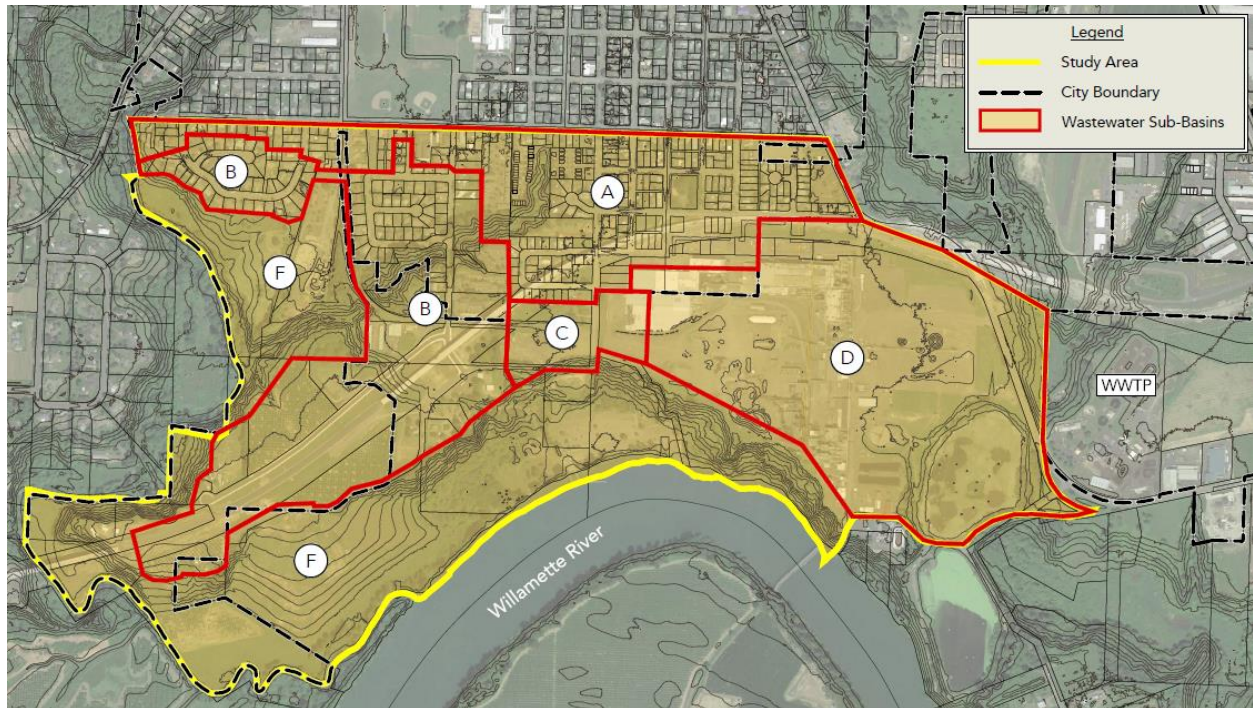
- **Rogers Landing Improvements.** While there are a few low-cost improvements that may be considered “quick wins,” most of the project components associated with Rogers Landing will be longer-term improvements. These will likely include the study, design and engineering, and construction of the following:
  - Pedestrian access to Rogers Landing
  - Amphitheater
  - Landfill park area (Study landfill and determine if it can be used as a park)
  - Dog Park
  - Beach/swimming access
  - Waterfront improvements including potential boat rentals and overnight barge moorage.
- **Improve the Waterline Bridge.** The Waterline Bridge provides a regionally significant opportunity to connect the Riverfront area to Champoeg State Park. Options to add pedestrian and bicycle access to the bridge and subsequently across the river would considerably improve the regional network. Improvements would need to be preceded by an engineering study to assess the structural integrity of the bridge. The City should also continue to coordinate with Chehalem Park & Recreation District (CPRD) and Yamhill County in order to leverage other efforts and funding sources if and when the opportunity arises.

### SEWER, WATER, & STORMWATER

The Riverfront lacks a complete infrastructure system. Improvements to the existing water, sewer, and stormwater infrastructure will be necessary in order to support the preferred land use alternative. New water mains should be constructed within the footprint of proposed roadways. The recommended improvements pertaining to specific water, wastewater, and stormwater projects refer to Sub-Basin A through F. These sub-basins are located as follow.



### City of Newberg Riverfront Stormwater Sub-basins



Source: Wallis Engineering, Infrastructure Needs memorandum, April 5, 2019

- Extend a Water Distribution Main West from the Transmission Main.** To serve new development south of the Bypass, a water distribution main can be extended west from the transmission main near the water treatment plant. This new water distribution main should extend to the western portion of the study area and should connect to the existing water system to the north where possible to provide a fully looped system.
- Extend a Water Main from S College Street.** To serve the north side of the Bypass, a water main could be extended from S College Street southwest along S Weatherly Way. This water main should also be connected to the water main serving the area south of the Bypass to provide a fully looped system
- Improve the Water Distribution Network North of the Bypass.** The existing mains are relatively small and will likely not provide sufficient fire flow for future connections as the area south of the Bypass develops. The minimum size of water distribution mains will be 8-inches, per City standards. Final sizing will require a more in-depth analysis to ensure that minimum fire flow is maintained throughout the water system in accordance with City standards.

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

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

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

- Improve the Stormwater System.** Collection and conveyance of stormwater runoff will likely consist of a combination of underground structure and pipes, and low-impact development conveyance improvements, such as swales and flow-through planters. Treatment of stormwater runoff will likely consist of either mechanical or low-impact development treatment facilities. Significant stormwater mitigation measures can often deter prospective developers from the area if they are prohibitively expensive, particularly for small- to medium-sized development projects. Therefore, larger stormwater infrastructure projects, such as regional stormwater solutions, should be a city-led initiative. Ultimately, however, solutions should largely be opportunistic with development and phased in a way that supports continued, incremental growth in the area. Cost estimates for stormwater mains are provided below.

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

- Study the Potential Repurposing of the Existing WestRock Lagoons as a Regional Stormwater Facility.** The construction of a regional stormwater facility for treatment, detention, and/or disposal may address many of the difficulties individual developers face with stormwater management. There are, however, very limited options for locating such a facility. The existing lagoons provide an opportunity for stormwater management. However, any use of these ponds will likely necessitate investigation of the condition of the lagoon basin floor for contaminants which might adversely affect the Willamette River. Depending on the degree of contamination and the requirements of regulatory authorities, cleanup might also be required. In addition, some agreement would need to be made for stormwater conveyance to the pond, pond use, access, and maintenance between the property owner, the City, and properties contributing stormwater.

## CONCLUSION

In conclusion, the Riverfront Master Plan, and the Incremental Implementation Strategy, represent a draft framework and guide for the revitalization of the Newberg Riverfront area into a thriving, mixed-use neighborhood that is close-in and complementary to downtown Newberg. As this Plan expresses the community’s vision and an expression of their desired outcomes for this area, the Plan must be a dynamic and responsive policy framework and action plan – one that changes as needed to keep pace with changing community values and external factors, and as opportunities arise. The Newberg Riverfront Plan is intended to evolve accordingly, serving as the framework for further refinement according to changing circumstances and the wishes of the community.