



Community Development Department

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PLANNING COMMISSION STAFF REPORT: RIVERFRONT MASTER PLAN ACCEPTANCE

MEETING DATE: August 22, 2019

FILE NO: GR-16-004

APPLICANT: City of Newberg

REQUEST: Resolution recommending that the Newberg City Council accept the Riverfront Master Plan.

ATTACHMENTS:

Resolution 2019-348 with
Exhibit "A": Newberg Riverfront Master Plan

SUMMARY:

The Riverfront Master Plan (Plan) will, after acceptance by City Council, serve as a guiding document for future regulatory and infrastructure actions related to Newberg's Riverfront. The proposed plan reflects input from a variety of stakeholders and is based on the community's vision for the Riverfront. It is an update of the 2002 Riverfront Master Plan and was partially funded by a grant from the Oregon Transportation and Growth Management program. The Plan establishes a desired mix of residential and employment uses; incorporates parks, open space areas, and unique Riverfront features; and plans for a multi-modal transportation network that improves connectivity.

The Riverfront Master Plan document with Appendices A – J are attached as Exhibit A. The document summarizes the plan elements, process taken to develop the plan, public involvement, analysis findings, and implementation steps. Memos that provide technical details and describe the public outreach efforts are attached as appendices. These memos were reviewed by the Citizen Advisory Committee (CAC) and Technical Advisory Committee (TAC) during the plan development process. The project advisory committees reviewed the Draft Riverfront Master Plan document at their June 19, 2019 meetings and recommended the plan for acceptance.

Acceptance of the Riverfront Master Plan does not amend the Newberg Comprehensive Plan, Development Code, or regulatory maps (Zoning Map & Comprehensive Plan Map). However the Plan does include recommended potential amendments for the Comprehensive Plan (text and map), Development Code, and Zoning Map. These will be considered through future, separate processes.

NEWBERG RIVERFRONT MASTER PLAN OVERVIEW:

BACKGROUND

The Riverfront Master Plan was originally adopted in 2002 by Ordinance No. 2002-2564. Subsequent to its adoption the Newberg-Dundee Bypass corridor was finalized and bisected the Riverfront area rendering the plan essentially non-implementable. No advancement of the Riverfront Master Plan has occurred since its original adoption. In October 2015 WestRock purchased the former SP Fiber Technologies paper mill facility and idled the plant. In January 2016 WestRock announced the closure of the paper mill. In August 2016 the City was notified that it was awarded a grant of approximately \$200,000 to develop a new Riverfront Master Plan. Work began in March 2018.

PLAN DEVELOPMENT PROCESS

Throughout the project, staff has been working with and obtaining input from members of a Citizen Advisory Committee (CAC) and Technical Advisory Committee (TAC). The consultant team completed a visioning exercise with the CAC and TAC that was used to develop project goals (Appendix A). To share information with and gain feedback from the public, the project team held two open houses (in-person and on-line). In addition staff regularly attended community events to present project updates, promoted on social media, and provided e-mail updates to an interested parties list. A more detailed summary of public input is found in Appendix J.

The consultant team reviewed existing conditions in the study area to better understand current development regulations, infrastructure needs, and neighborhood characteristics (Appendix B). A market analysis was completed to assess real estate conditions in Newberg and the Riverfront (Appendix I). Three plan alternatives (Alternatives A, B & C) were developed and presented for review by the CAC, TAC, and the public.

Based on community and advisory committee member feedback, the consultant was to develop one preferred plan for further analysis. However, in early 2019, the owners of the WestRock mill site stated their intent was to retain ownership of the paper mill and would like the WestRock mill site to remain industrial. They expressed concerns about the plan alternatives including the proposed uses and trail/street connections on and through their properties. Therefore, two alternatives were developed (Alternatives D & E). Alternative D reflects the desires of WestRock, and Alternative E reflects input from the community. One modification was made to the preferred alternative following the July 15, 2019 joint Planning Commission/City Council workshop. The property owners of a 4.5 acre site on E Waterfront Street south of the Bypass decided they will develop the site with single family homes rather than apartments. Therefore, the plan shows the existing R-2 Medium Density Residential designation rather than R-3 High Density Residential. Details on the plan alternatives are found in Appendix C.

Alternatives D and E were reviewed by members of the TAC and CAC at their February 12, 2019 meetings. Staff described how the City could move forward with Alternative E and allow WestRock to maintain their current Comprehensive Plan designations. The consultant could do the traffic and infrastructure analysis for Alternative E. Comprehensive Plan and Development Code amendments could be drafted as if the WestRock site were going to be redeveloped as shown in Alternative E.

However, the City would not adopt plan changes related to WestRock properties. If WestRock or a future property owner decided that they wanted to annex and redevelop the site, then the designations and zoning would be set up for adoption. Traffic and infrastructure analyses would need to be updated as part of any future application. Both advisory committee's recommended Alternative E (community input alternative). Most committee members felt that Alternative E is best for the community, best fits with the Riverfront vision, and allows a mix of uses in the area. On August 5, 2019 WestRock announced their intent to sell their property for possible mixed use development after evaluating many options in partnership with the City.

IMPLEMENTATION

The Riverfront Master Plan is a long range plan that provides guidance on future actions, which are needed to carry out the plan vision. An implementation strategy was created that outlines short and long term actions for the Plan (Appendix E). The actions include additional planning, regulatory updates, infrastructure projects, and program/funding development. Regular reviews of the strategy are needed to respond to changing conditions and take advantage of partnership or funding opportunities.

Planning level transportation and infrastructure analyses were completed for Alternative E, the Preferred Alternative (Appendices D & H). The analyses identified needed infrastructure upgrades to implement the plan and estimated project costs for the upgrades. Some of these projects are already listed in Newberg infrastructure master plans and some are new. Many projects will require coordination and partnerships with other agencies such as Chehalem Park and Recreation District (CPRD), Yamhill County, and Oregon Department of Transportation (ODOT).

PROCESS:

The Planning Commission will review the Riverfront Master Plan and make a recommendation to the Newberg City Council. Following the Planning Commission's recommendation, the Newberg City Council will review and accept the Riverfront Master Plan. Important dates related to this application are as follows:

1. 7/19/19 The Citizen and Technical Advisory Committees recommend accepting the Riverfront Master Plan as amended by Planning Commission and City Council.
2. 8/7/19 Planning staff posted notice in four public buildings, and *The Newberg Graphic* published notice of the Planning Commission hearing.
3. 8/22/19: The Planning Commission will recommend accepting the Riverside Master Plan.
4. 9/16/19: The City Council will consider acceptance of the Riverfront Master Plan.

PUBLIC COMMENTS:

As of the writing of this report, the City has received no public comments.

ANALYSIS:

Angelo Planning Group (APG) prepared the Riverfront Master Plan for the City of Newberg to update the 2002 Riverfront Master Plan. Since adoption of the 2002 plan, conditions have changed including closure of the paper mill located in the area and construction of the Newberg-Dundee Bypass Phase 1. Future use of the mill site is unknown at this time, but construction of the Bypass gives certainty on impacts to property and development potential. The City of Newberg also completed several other plans including the Newberg Economic Development Strategy, Newberg Strategic Tourism Plan, Water Master Plan update, Wastewater Master Plan update, Stormwater Master Plan update, and Transportation System Plan update. Development of the Riverfront Master Plan was in coordination with Newberg adopted plans and on-going planning efforts.

Connectivity between the areas north and south of the Bypass is limited. This plan provides for multi-modal connections within the Riverfront area and to other parts of Newberg and the region. The Riverfront Master Plan area was expanded from the 2002 Plan boundary. The purpose is to strengthen the ties between the two areas and ensure future actions consider the needs of the entire Riverfront neighborhood. The mix of uses proposed in the plan support a vibrant urban area, and reflect market conditions. The Plan incorporates parks, open space and builds upon the area's unique location on the Willamette River. It also includes an action plan to implement the vision and create a special place for both residents and visitors.

PRELIMINARY STAFF RECOMMENDATION:

The preliminary staff recommendation is made in the absence of public testimony and may be modified subsequent to the close of the acceptance. At this writing, staff recommends the following motion:

Move to approve Planning Commission Resolution 2019-348 which recommends that the City Council accept the proposed Newberg Riverfront Master Plan as may be amended by City Council.



PLANNING COMMISSION RESOLUTION 2019-348

**A RESOLUTION RECOMMENDING THAT THE CITY COUNCIL ACCEPT THE
NEWBERG RIVERFRONT MASTER PLAN**

RECITALS

1. The City began the Riverfront Master Plan project in March 2018, when the City received a grant from the Oregon Transportation & Growth Management Program. Angelo Planning Group was selected as the consultant team to lead the project.
2. The Riverfront Master Plan was developed through an extensive public involvement process that involved a Citizen Advisory Committee, Technical Advisory Committee, a website detailing project updates, and public workshops.
3. The Riverfront Master Plan is accepted as a guiding document for future actions related to policy, regulations, and infrastructure to implement the plan and develop a vibrant Riverfront area in Newberg.
4. The Newberg Planning Commission reviewed and recommended accepting the Riverfront Master Plan on August 22, 2019.

The Newberg Planning Commission resolves as follows:

1. The Commission hereby finds that recommending acceptance of the Riverfront Master Plan would be in the best interests of the city and recommends that the City Council accept the proposed Riverfront Master Plan as shown in Exhibit "A" as may be amended by City Council. Exhibit "A" is hereby accepted and by this reference incorporated.

Adopted by the Newberg Planning Commission this 22nd day of August, 2019.

ATTEST:

Planning Commission Chair

Planning Commission Secretary

List of Exhibits:

- Exhibit "A": Newberg Riverfront Master Plan with Appendices
 - Appendix A - Visions and Goals
 - Appendix B - Existing and Planned Conditions
 - Appendix C - Land Use Alternatives
 - Appendix D - Infrastructure Needs
 - Appendix E - Incremental Implementation Strategy
 - Appendix F - Comprehensive Plan Amendments
 - Appendix G - Zoning Map and Development Code Amendments
 - Appendix H - Transportation Planning Rule (TPR) Assessment
 - Appendix I - Market Analysis
 - Appendix J - Summary of Public Involvement

**Exhibit "A" to Planning Commission Resolution 2019-348
Newberg Riverfront Master Plan Update – File No. GR-16-004**

"Working Together For A Better Community-Serious About Service"

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